

Mapping Youth Work at the Municipal Level in the Countries Participating in the Europe Goes Local project

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Introduction and methodological considerations

The project called EUROPE GOES LOCAL – Supporting Youth Work at the municipal Level - represents a strategic partnership in the youth field supported by the Erasmus+ programme which gathers 21 National Agency (AT; BEFL; BG; CH; DE; DK; EE; FI; FR; HU; IS; IT; LI; LT; LV; NO;NL; PT; SI; SK), the EU-CoE youth partnership, the European Youth Forum and two networks: POYWE and the InterCity Youth - aiming to foster quality improvement in **youth work**, in particular through enhanced cooperation between organisations in the youth field and/or other stakeholders in line with the legal base of the Erasmus+ programme.

The first **research based activity** of this project strives to establish an evidence-base for municipal level youth work through a **mapping exercise** which purpose is to gather knowledge on settings, structures, tasks and challenges of youth work at the municipal level and provide a solid foundation for the future planning by helping the partners in defining directions and themes for the further project activities which should correspond to the needs of the youth workers and other actors at the municipal level.

The mapping exercise and the resulting report are **structured** in the way to provide an overview of European level policies, action and practices defining youth work of municipal level, especially highlighting their impact on the role of municipal authorities, but also to identify approaches of the countries participating in the project setting a special focus on the role of municipal authorities.

Thus, due to the complexity and diversity of the subject, limited data availability and challenging timeframe, this mapping exercise provides a glance on the situation perceived from different angles representing a starting point for the future project planning and preliminary platform for the in-depth analysis of the relevant topics identified.

Acknowledging all of the abovementioned challenges, the mapping exercise was based on the **content analysis** followed by two tailored **online questionnaires** (Annex 1) which were created in order to provide an overview of European and national approaches regarding:

- National level policy and legal frameworks that define the role, institutional structure and resources of youth work at the municipal level including the role of the National Agencies of the Erasmus+ youth in action programme;
- Policy dimension of youth work at local level including (inter alia) the level of autonomy of municipalities in setting priorities, defining local policies, creating local programmes;
- Stakeholders of youth work at the municipal level;
- Methods, practices, challenges of youth work at the municipal level in the countries participating in the project covering the following matters.

This report furthermore elaborates contributions and inputs provided by the strategic partners during the Kick-off event (Ljubljana, 31st May – 02nd June 2017) focusing on the five key themes:

- Developing the quality of youth work policy and practice
- Reaching out to marginalised groups
- Integrating European projects in everyday municipal youth work
- Managing municipal youth work
- Finding an adequate and constructive role and position in cross-sectorial cooperation.

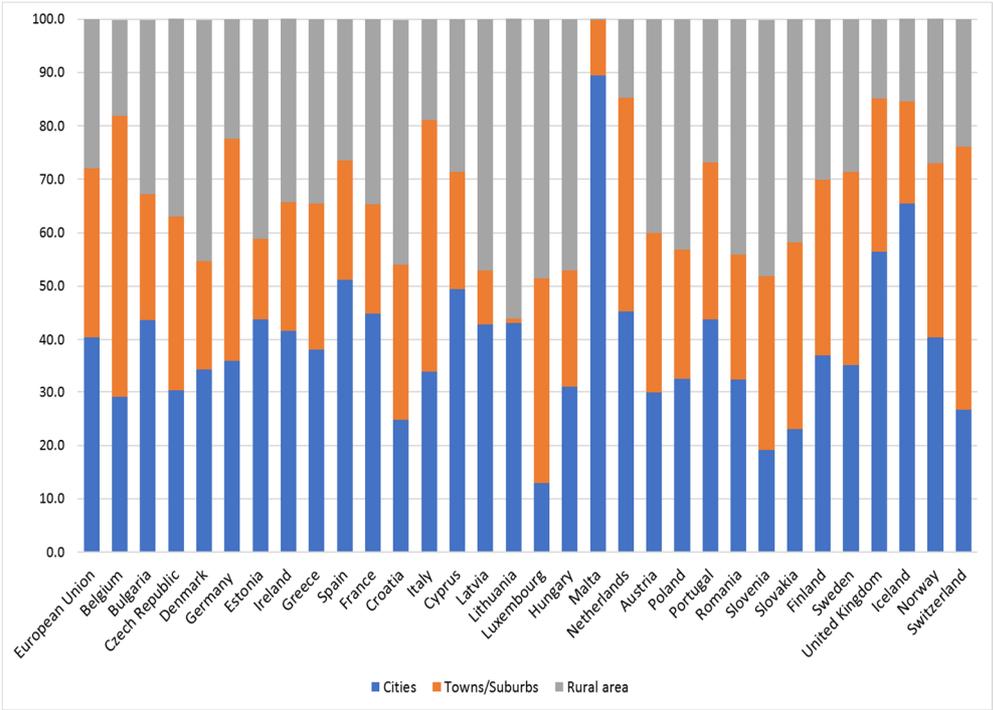
Setting the demographic and socio-economic context to the mapping exercise

The situation in Europe regarding **population** shows big differences. All together exist 64.814 **municipalities** in the 17 participating countries with complete different structures, different sizes different economic situations and a big variety of population compositions, for which we do not have data. There is data available on the NUTS3 level on population, but still for this mapping a combination with the information received in the country questionnaires is not possible.

The following diagrams should highlight the **complex situation** which might be relevant for further research in the project Europe Goes Local.

The distribution of the population between cities, towns and the rural area is completely different in Europe. It is seen as a general trend that **urbanisation** gains more and more importance, especially for young people. "Young people tend to live in the suburbs of some of the largest cities in the EU Aside from attracting (potential) business investment, cities also need to attract individuals: this can be done through the quality of what they can offer in terms of education, jobs, social experiences, culture, sports and leisure facilities, environment, or urban safety. The results presented in Chapter 8 suggest that a high proportion of Europe’s ageing population lives in relatively small towns and cities (with a preference to live on the coast), whereas younger people are more likely to live in the suburbs within close proximity of capital or other large cities." (Eurostat 2016, p 13)

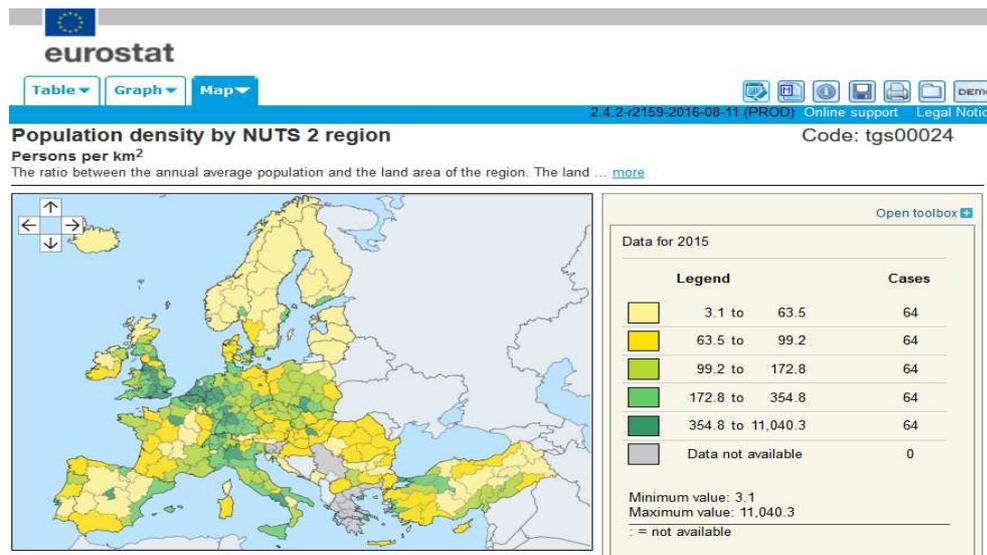
Figure 1: Distribution of population by degree of urbanization



Data source: Eurostat

But also inside the countries the different regions show different density of population, as can be seen in this screenshot from the Eurostat webpage (using the accessible data and using the maptool).

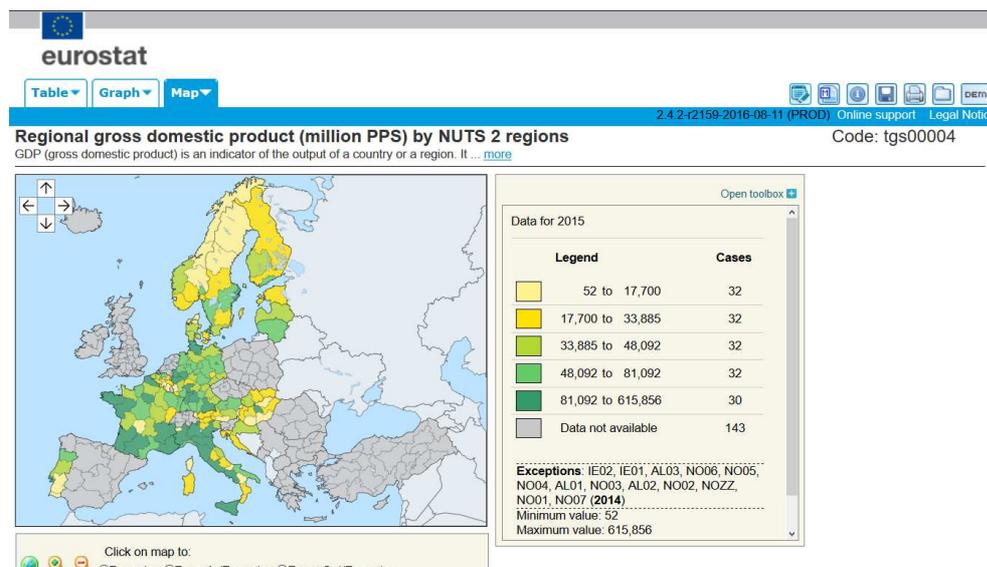
Figure 2: Population density in Europe



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Furthermore, the **economic** situation is different in the regions, which might have impact on the wish/need to migrate, or makes a region attractive as a target for migration.

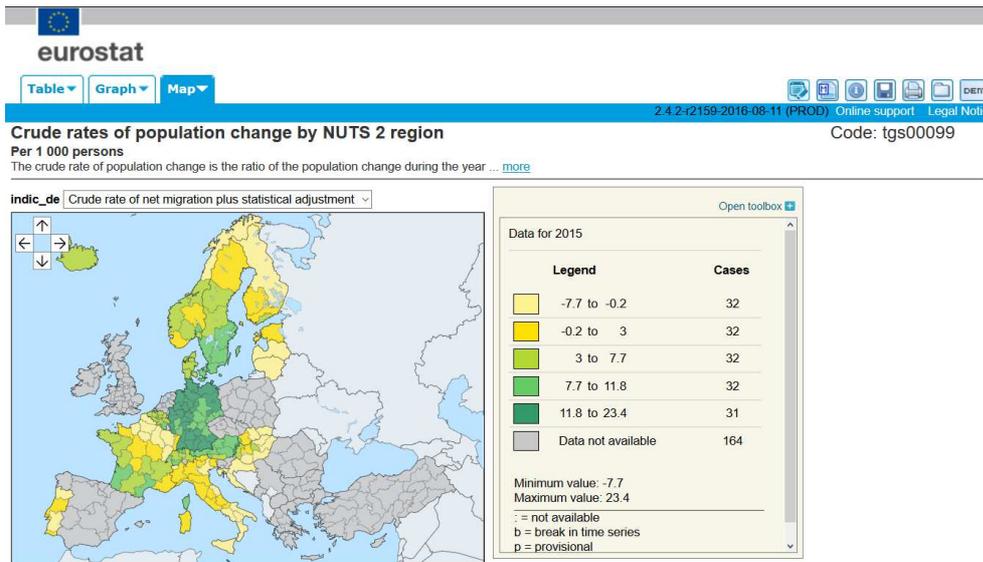
Figure 3: regional gross domestic product in NUTS2 in the mapping countries



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But the change in population has to be influenced by more effects than only economy, as can be derived from the data of loss or growth in population in following diagram.

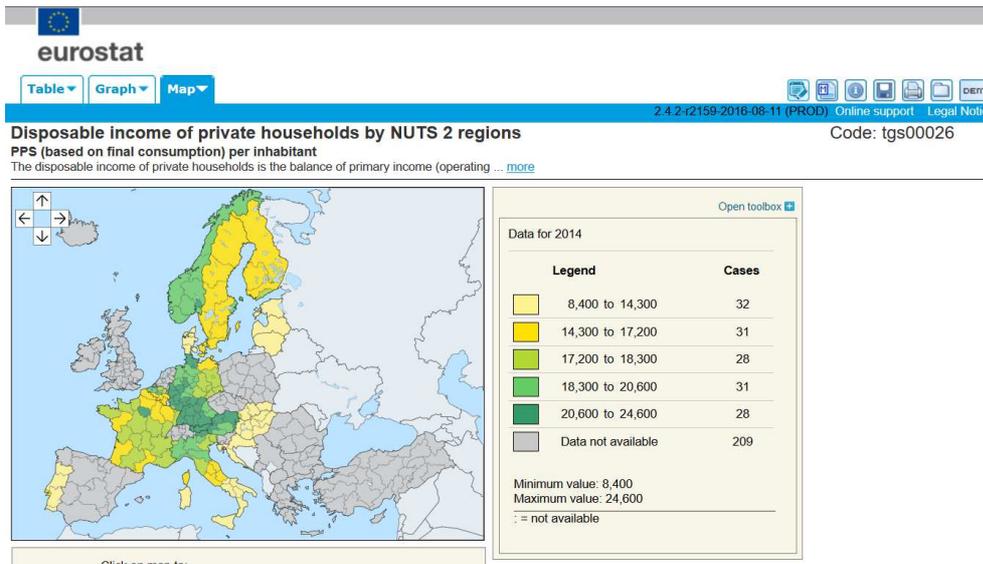
Figure 4: Change in population in NUTS2 regions of participating countries



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The individual (household) **wealth** is also different between the regions inside and between countries.

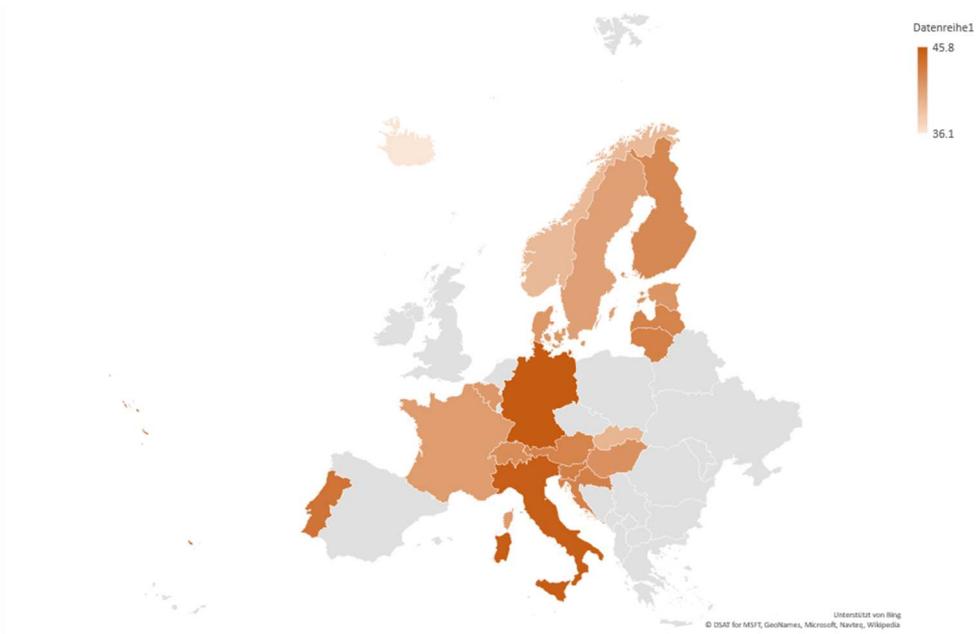
Figure 5: Disposable income of private households by NUTS 2 regions in the mapping countries



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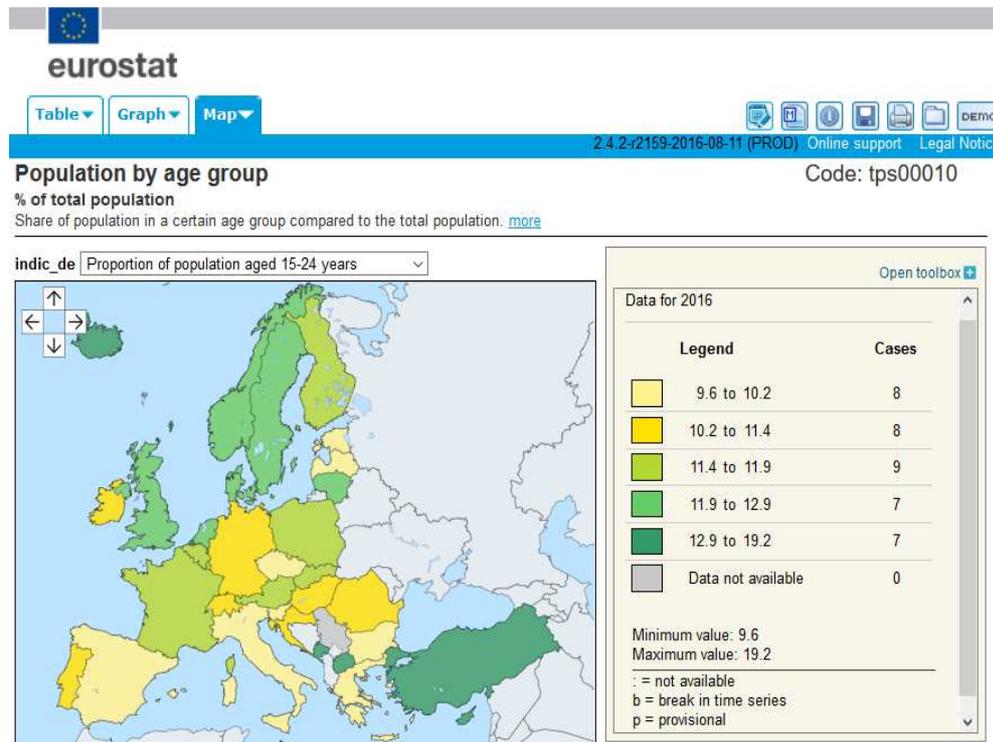
And not to forget the **age distribution** in the population is also quite different in the countries. The median age in the mapping countries varies between 36,1 (in Iceland) and 45,8 years (in Germany), as is the ratio of young people in the countries different.

Figure 6: median age of the population in mapping countries



Data Source: Eurostat

Figure 7: Ratio of 15- to 24- year olds in the whole population by countries



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These different conditions in the European regions should also point to the **limits of this mapping** and at the same time indicate which concrete data in the frame of the project could / should be combined with the data that could be collected.

1. Overview of European level policies, action and practices that defines youth work of municipal level especially highlighting their impact on the role of municipal authorities

The **European Charter of Local Self-Government** (1985) considers the **local authorities** as one of the main foundations of any **democratic regime** which entails their endowment with democratically constituted decision-making bodies, as well as a wide degree of autonomy with regard to their responsibilities; the ways and means by which those responsibilities are exercised and the resources required for their fulfilment.

The European Commission White Paper A new Impetus for European youth (2001) emphasised that youth affairs are largely the responsibility of the national, regional and **local authorities** of the Member States which play a major role in **providing the context for the development and empowerment of young people**.

The **Resolution of the Council of the EU on youth work (2010)** invites the member states and the Commission within their respective spheres of competence to **create better conditions and more opportunities** for the development, support and implementation of youth work at local, regional, national and European level. It stresses the importance of **recognising the crucial role of youth work as a provider of non-formal learning opportunities** to all young people in the context of the implementation of a competitive, inclusive and sustainable Europe 2020 Strategy and therefore invites the Member States to **promote different kinds of sustainable support for youth work**.

However, the term youth work is defined and described in various ways in the different countries. The late **Peter Lauritzen**, former Head of the Youth Department and Deputy Director of Youth and Sport pointed to some elements of youth work to make it more concrete. He mentioned that youth work is a "summary expression for activities with and for young people of a social, cultural, educational or political nature. [...] Youth work belongs both to the social welfare and to the educational system. [...].

The **definition of youth work** is therefore diverse. While it is recognised, promoted and financed by public authorities in many European countries, it has only a marginal status in others where it remains of an entirely voluntary nature. What is considered in one country to be the work of traditional youth workers – be it professionals or volunteers - may be carried out by consultants in another, or by neighbourhoods and families in yet another country or, indeed, not at all in many places." (Lauritzen, 2006)

On the webpage of the **Council of Europe Youth Work Portfolio** – an online instrument for self-assessment of youth workers – youth work is described as "commonly understood as a tool for personal development, social integration and active citizenship of young people. The main objective of youth work is to create opportunities for young people to shape their own futures" (Council of Europe 2015). Furthermore, the Council of Europe Youth Department highlights that youth work is value-driven, youth-centric, voluntary, developmental, self-reflective and critical as well as relational.

A renewed framework for European cooperation in the youth field (2010-2018) emphasises the support and development of **youth work as a cross-sectoral response** in meeting the overall objectives of the framework putting an increasing focus on (inter alia) social inclusion, health and wellbeing of young people. Under this framework, youth work is a 'keyword' covering a large scope of activities of **a social, cultural, educational or political nature**. It belongs to the area of '**out-of-school**' education and **leisure time** which is

based on **non-formal learning** processes and **voluntary** participation and managed by **professional** and/or **voluntary youth workers and youth leaders**. **Despite the fact that** available research studies have provided evidence of the value of youth work and the benefits that it brings for young people and for society at large¹, **an added value for economic and social contribution** of youth work to achievement of the overall objectives of the renewed framework of cooperation should be further examined and discussed.

Importantly, The **Council of European Municipalities and Regions** (CEMR) emphasised the economic relevance of the European youth Strategy at the local and regional level in Europe because child and youth friendly municipalities and regions provide an attractive climate for families and thus for potential workforce and customers that stimulate the local economy. Therefore, it called the European Commission and the Member States to involve local and regional authorities (in particular via their national and European associations and networks), and enhance transfer of experience and knowledge between relevant stakeholders, (such as public authorities from all government levels, youth organisations and civil society organisations working with youth, actors from the education systems and social partners), in order to provide all young people with better opportunities.

The Declaration of **the 2nd European Youth Work Convention** sought to give new impetus to youth work policy in Europe in response to the economic 'crisis' since 2008 and the impact of subsequent austerity policies on the funding of both established and innovative youth work. Striving to define the concept and the principles of youth work in broader terms, the Declaration states that:

Youth work is about cultivating the imagination, initiative, integration, involvement and aspiration of young people. Its principles are that it is educative, empowering, participative, expressive and inclusive. Through activities, playing and having fun, campaigning, the information exchange, mobility, volunteering, association and conversation, it fosters their understanding of their place within, and critical engagement with their communities and societies. Youth work helps young people to discover their talents, and develop the capacities and capabilities to navigate an ever more complex and challenging social, cultural and political environment. Youth work supports and encourages young people to explore new experiences and opportunities; it also enables them to recognise and manage the many risks they are likely to encounter. In turn, this produces a more integrated and positive attachment to their own identities and futures as well as to their societies, contributing purposefully to wider political and policy concerns around young people not in education, training and employment ('NEET'), health risk lifestyles, lack of civic responsibility and, currently, extremism.

The **Recommendation CM/Rec (2017)4 of the Committee of Ministers to member States on youth work** represents a significant contribution to the advancement of youth work, through European co-operation. Outlining the risks of not taking action, it emphasises the significant and indispensable contribution of youth work both to individual lives and to social cohesion sending a strong message to policy makers and practitioners to continue supporting and renewing youth work in Europe while recognising the valuable role that the Council of Europe plays in formulating youth work related policy.

One of the added values of the Recommendation is that it is intended to promote and reinforce an understanding and awareness of, and commitment to, youth work as a key dimension of

¹ See for example: European Commission (2014) Working with young people: the value of youth work in the European Union.

learning for living in the 21st century, and as a partner and contributor to some of the pressing challenges facing young people and Europe at the current time.

The Recommendation calls on member States to adopt a strategic approach to pro-actively supporting the development of youth work based on the key principles that guide its practice setting out a vision whereby all young people across Europe can benefit from an offer of youth work opportunities and experiences.

At the very time when young people are required to make the best decisions possible in an ever more unpredictable world, the development and delivery of youth work across Europe is increasingly variable. While some countries are displaying commitment to youth work training, policies and practice, others have yet to make such commitment or, worse, in conditions of austerity, have reduced public expenditure on youth work. The consequence is that access to youth work, and the experiences and learning framework it offers, can be variable and sometimes unequal; there is an urgent need for some essential commitments to support the development of quality youth work across Europe.

Member States are encouraged to undertake their own situational analysis and plan co-ordinated action in response to the issues arising but the Recommendation draws special attention to the importance of establishing : legal and political support; sustainable funding and structures; improved coordination across sectors and between the local and the national levels; a competency-based framework for the education and training of youth workers; and appropriate forms of review and evaluation of the impact and outcomes of youth work.

The specific measures that member States are asked to consider in this regard link to two of the substantive Recommendations and cover the following:

- Establishing policies that safeguard and actively support the establishment and further development of youth work at all levels;
- Establishing a coherent and flexible competency-based framework for the education and training of paid and volunteer youth workers.

At a European level there seems to be consensus that the value and impact of youth work justifies sufficient political and material investment; however, what happens at various subsidiary levels - national, regional, local - is still open to debate and youth work support for young people remains varied and disparate².

2. Overview of approaches of the countries participating in the project, setting a special focus on the role of municipal authorities

The **Recommendation CM/Rec (2017)4** states that, with regard to its 'historical' evolution, youth work manifests itself in many different ways - while some countries have built and sustain a solid structure for youth work, others face substantial cuts, while yet others are still developing and establishing youth work.³

Responsibility for youth work rests however on the level of national governments and local authorities that often create a legal basis, national strategies or binding frameworks to safeguard and further develop quality youth work. It is also important to recognise that

² Committee of ministers of the Council of Europe, CM Documents Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work, Explanatory Memorandum.

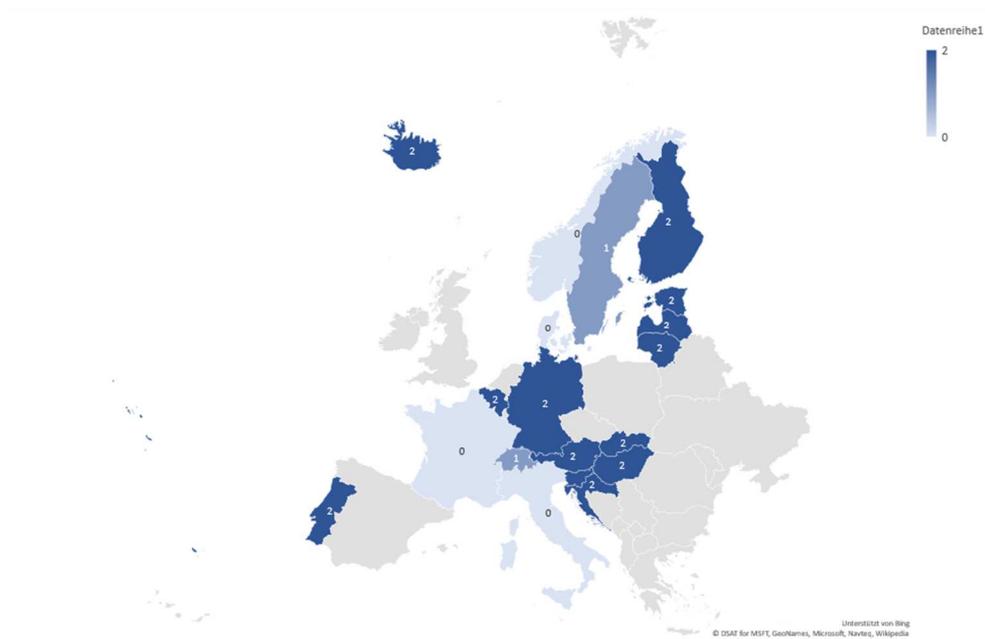
³ See the Youth Partnership's five-volume series on the 'History of Youth Work in Europe'. Available at: <http://pjp-eu.coe.int/en/web/youth-partnership>.

providers in the public or private sectors as well as those from civil society can deliver youth work.

2.1 Overview of the existing policy and legal frameworks for youth work development

The results of mapping exercise reveal that most of the participating countries have developed and adopted their national youth strategies - as an overarching public documents indicating the major direction of youth policy - despite the fact that very often the concept of youth work and related mechanisms for its implementation are not explicitly defined and/or mentioned at municipal level.

Figure 8: Youth policy framework - youth strategies and youth work laws



Data: 2 =youth strategy & youth work law; 1 = youth strategy; 0 = neither - nor

The overview of the existing policy and legal frameworks for youth work development presented in Figure 8 illustrates the following state of play:

- 13 out of 20 participating countries have both - the relevant strategic document and (some kind of) Youth act or complementary sectoral act regulating youth related issues (AT, BEFL, HR, EE, SF, DE, HU, LV, LT, PT, SK, SI, IS);
- 2 countries (SE, CH) reported that they do not have youth strategies but the existing laws on youth regulate relevant issues in this field, while a specific national or municipal level legislation on youth work exists only in exceptional cases (EE, SK).
- 5 participating countries (FR, DK, LI, NO) do not have any policy or legal framework developed.

The following examples illustrate variety of policy approaches of participating countries to definition of the concept and related mechanisms of recognition/implementation of quality youth work at municipal level, starting from those having more specific approaches (EE, SK) to those defining/mentioning it within the wider policy and legal contexts.

Estonia:

The **Youth Work Act** provides legal basis for the organisation and financing of **youth work**. This Act defines the main terms used in the youth field, main institutions, organisations and forms of youth work, the principles of youth work, financing of youth work, etc. The Act

provides the responsibilities regarding youth work of the Ministry of Education and Research, county governors, and local municipality. The Act defines municipal and local youth councils.

The Youth Field Development Plan 2014-2020 primarily contributes to the wider strategic framework and objectives of the 'Estonia 2020' Competitiveness Strategy, while its implementation is understood as necessary in order to achieve the goals set in other policy domains, such as family and population policy, labour market and social security policy, sports and integration policy. In this context, one of the four main perspectives of the document refers to The current situation of the youth field, including **youth work** and youth policy.

Lithuania:

The National Youth Policy Development Program for 2011 – 2019 provides the concrete steps and indicators necessary for implementation of the Conception of Open Youth Centres and **Open Spaces** (including education and accreditation of youth workers, and development of related services).

The Regional youth policy strengthening action plan for 2015-2017 furthermore aims to strengthen the implementation of youth policy in **municipalities**, ensuring **interagency** and **inter-sectoral** cooperation and infrastructure taking into account the needs of young people.

An **Open Youth work support system** is developed and based on the long lasting legal reform due to the fact that the **Law at the local Self-Governance was amended (2002) whereby protection of child and youth rights became function *delegated by the State to municipalities***. Taking this request into account, the decision was made to set up a position of **youth affairs coordinators** *in each municipality* since 2003.

As the result of cross-sectoral cooperation initiated and promoted by the Department of Youth Affairs, the amendments on the **Law on Minimum and Medium Child Care** were adopted in 2010 and **Open Youth Centres** were added to the list of the institutions providing minimum care service. The Conception of Open Youth Centres has been approved by the Director of Department of Youth Affairs in 2010 and lays down the main principles of open youth work, defines professional attitudes of youth worker, roles of local self-government and other actors of youth policy.

Recent encouraging developments in Lithuania show that, although the process of **seeking for systematic and general recognition of youth work is ongoing, a new chapter of the Law on Youth Policy Framework has been initiated which will aim to define and establish purpose of youth work, basic definitions, and actors** (2014).

Slovakia:

The Strategy of the Slovak Republic for Youth for the years 2014-2020 defines youth work very explicitly as: *A purposeful activity that reflects young people's needs and leads to a positive development of their personality. It is based on the principle of young people's voluntary participation, partner approach and reciprocal respect. Its role is to contribute to competence building, to finding orientation in life, self-knowledge of an individual as well as a group. Youth work is carried out by workers, who are professionally prepared for this field.*

The conception on youth work development for the years 2016 - 2020 adopted in 2016 *widens the youth work definition* adopted in the Strategy by stating that: *'Youth work is a purposeful activity reflecting young people's needs and leading to a positive development of their personalities, so they are able to fully apply themselves in their lives'*. It is based on a principle of a voluntary participation of youth, on partner approach and on mutual respect. It

aims to foster maturity, finding life-orientation and self-knowledge of an individual as well as of a group. It should create space for young people to co-decide matters, which concern them, to motivate them to their engagement and to contribute by this to building a civic society. The conception includes 5 areas: Young people's needs as a base for youth work; Quality youth work; Involved parties (players) within youth work; Financing of youth work and Raising the profile of youth work and its recognition.

Another **legislative** document related to youth work at the national level is **The Act No.282/2008 Coll. on youth work support** defines it as educational, societal, information and counselling related activity it also defines youth, a youth worker, responsibilities of The Ministry of Education, Science, Research and Sport of the Slovak Republic (MESRS SR), responsibilities of both the regional and the local self-governments, voluntary service within youth work, financing of youth work and granting accreditations to educational programmes within the scope of youth work [4].

Latvia:

The State Youth Policy Program and **The Youth policy implementation plan 2016-2020** outline measures in order to achieve the aims of the Youth Act by putting main emphasis on the development of **youth work and youth organisations in municipalities**, strengthening cooperation between different stakeholders involved in the field of youth and developing competences of those working in youth field. While It aims to facilitate the implementation and coordination of the national youth policy by identifying areas of action and creating a vision for the improvement of young peoples' quality of life, youth work is more of a responsibility of municipal or local level.

The purpose of the **Youth Law** - the document that regulates implementation of youth policy and youth work in the country - is to improve the life quality of young people (13 - 25 years of age) by promoting their initiatives, working habits and patriotism, participation in decision-making and social life, as well as by **supporting youth work which is defined** as: 'A set of planned youth-oriented and practical measures, ensuring the implementation of the youth policy, the formation of values and the orientation and strengthening of the universal human values of young people.

According to Youth Law, **the institutional system for youth work is comprised of:** Specialist on Youth Affairs [5]; Youth centre; Youth council and Advisory Committee on Youth Affairs [6].

Apart from the Law Youth worker is also part of common institutional system for youth work. Unlike youth affair specialist who plans youth policy, youth worker is responsible for implementation of the policy and more practical steps to be taken with young people – concrete activity implementation, consultations on project ideas etc. While both youth affair specialist and youth worker profession are set in the profession standard, there is no appropriate education programmes for youth workers developed in Latvian tertiary education system and there are two tertiary education programs for youth affairs specialists (master's degree program which is acquired within 2 years).

Finland:

The Child and Youth Policy Programme (May 2015) sets out both the **national child and youth policy objectives and guidelines for regional and local programme work**. It includes two key projects which support **youth work in municipal level**:

- 1) **Youth guarantee** towards community guarantee: Young people's life management skills and employment will be supported by means of strengthening social welfare and health care services as a part of the youth guarantee;
- 2) **To integrate services for children, young people and families** into a consistent whole. Basic services will be strengthened, and the focus will be shifted towards preventive work as well as early support and care services.

Belgium Flemish Community:

Despite the fact that the most explicit youth policy and its instruments in **Belgium Flemish Community** are defined at the **Community level**, **The Flemish Youth and Children's Rights Policy Plan** mentions **youth work** only several times (as a stakeholder/ a partner) while the related goals and actions are **not specifically defined**.

On the other hand, The **Flemish Parliament Act of 20 January 2012** on a **revised youth and children's rights policy** explicitly defines youth work as "*Socio-cultural work for non-commercial purposes for or by children and young people aged three through thirty, during leisure time and under educational supervision, to promote the general and overall development of children and young people who voluntarily participate in it and which is organised by young people, private youth associations, municipal public authorities or the Flemish Community Commission*".

Since January 1st 2016, the **Decree at the local youth policy** of July 6 2012, gives **local authorities** more responsibility and freedom to pursue **a tailor made youth policy**. In the Decree, the participation of children and young people is **institutionalised** through the creation or recognition of a local youth council. In addition, the procedure and the criteria governing the biennial "Award for the youth municipality of Flanders" are determined, as well as the funding of **youth work** in the bilingual Brussels-Capital and in its surrounding suburbs.

Germany:

Another type of documents **does not even mention** youth work as a concept, like **The Youth Strategy run by the German Ministry for Family Affairs, Senior Citizens, Women and Youth** - called "**Acting for a youth-friendly society**" - but an overview of the different fields of action clearly shows that youth work is and will play a crucial role with regard to policy implementation. One of the **key measures** of the strategy in this regard is a **pilot project run with 16 municipalities** representing the 16 Federal States of Germany. With these municipalities a common strategy for a youth-appropriate society/community shall be developed. In this context youth work plays a vital role.

Social Book SGB VIII as the Child and Youth Services Act (1990) defines youth work (*inter alia* in § 11 Youth Work) by stating that:

1. **Appropriate measures promoting the development of young people, need to be provided through youth work.;**
2. **Youth work will be provided by associations, groups and youth initiatives of voluntary and statutory youth services; as well as that**
3. **The focus of youth work** lies in: Out-of-school youth education (with an emphasis on general, political, societal, health related, cultural, natural science and technical education); Youth work in sports, games and in sociality; Youth work should relate to employment, school and family; International youth work; Child- and youth recreation and Counselling. Additional § 12 clearly regulates support of **youth associations** while § 13 settles so called youth socio-educational provisions (youth social work).

Similarly, and despite the fact that the most explicit youth policy and its instruments in **Belgium Flemish Community** are defined at the **Community level**, **The Flemish Youth and Children's Rights Policy Plan** mentions **youth work** only several times (as a stakeholder/ a partner) while the related goals and actions are **not specifically defined**.

Liechtenstein:

Both forms of **youth work: open youth work and associative youth work in out of school and job area are supported** based on the article 77 "Kinder-und Jugendförderung" of the **National Child and Youth Law**, the aim of youth work as indicated in the national child and youth law is to support personal development of young people and enhance their learning possibilities as well as to support intercultural understanding and inclusion and to promote human rights education among youth. Recent inter-municipal initiative also resulted in creation of the mutual **foundation in 2015** (Stiftung Offene Jugendarbeit - OJA) which has created a **conceptual framework defining aims and tasks of youth workers in the participating communities**.

Slovenia:

The **Resolution at the national Youth Programme 2013-2022** mentions youth work in regards to the **youth policy principles** stating that (in accordance with the Act on Public Interest in Youth Sector) youth policy is a harmonised set of measures of various sectoral public policies with the purpose of promoting and facilitating the integration of youth in the economic, cultural and political life of the community as well as of providing **appropriate support mechanisms for development of youth work** and youth organisations, which is carried out in cooperation with autonomous and democratic representatives of youth organisations, and other professional organisations. Accordingly, youth work is an important work area of the youth programme. Youth and non-governmental organisations conduct youth work programmes on non-formal education and training in youth work, voluntary youth work, information and advice for young people, participation, active citizenship, human rights, international youth work, mobility and research can access financing.

Public Interest in Youth Sector Act for the first time defines (inter alia) **youth work and structured dialogue**. Act on Public Interests **defines youth work** as is an organised and target-oriented form of youth action and is for the youth, within which the youth, based on their own efforts, contribute to their own inclusion in society, strengthen their competences and contribute to the development of the community. The implementation of various forms of youth work is based on the volunteer participation of the youth regardless of their interest, cultural, principle or political orientation.

Austria:

Extracurricular youth work and the youth council are integrated parts/partners of the **Austrian Youth Strategy** which means that youth work was and is involved in setting the aims and goals, discussing implementation and contributing its expertise.

Similar examples of the countries like **Sweden and Denmark** which **does not have overarching national youth strategies** show that youth perspective could be **mainstreamed** in relevant public policy areas including education, employment, culture & leisure, participation, health and security (Sweden), or specific sectoral policies (Danish Ministry of Culture published a strategy for young people's encounter with art and culture in 2014). In **Switzerland** for example, **The Child and Youth Promotion Act** governs the support of institutions, cantons and municipalities for **extra-curricular work with children and young people** which is defined as - association-based and open work with children and

young people together with easy-access activities, services and facilities. Evidence however show that sometimes the local authorities are not aware of these sectoral policies and accordingly they have not the implementation mechanisms developed.

There are alternative approaches (FR) where the legal system does not recognise the concept and profession of youth work/worker, but it does officially recognise related professional statuses such as: The youth organisers; Advisers in social and professional integration; The prevention educators.

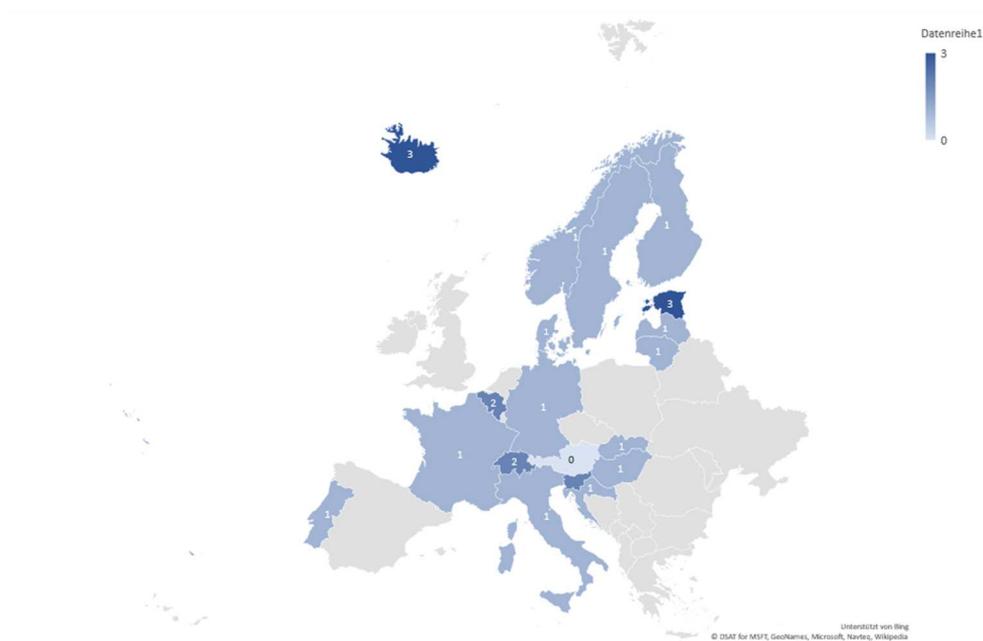
In **Italy** no specific legislation on youth work exists but it is referred to “some initiatives at regional and local level” also some laws dealing with child- and youth issues are established., furthermore in the Italian case it is highlighted “**that young people and youth leaders critically assess the lack of a National youth strategy**”.

Finally, current debates in **Croatia and Hungary** are focusing on the importance of the legal definition and professionalization of youth work (focusing on the municipal level); recognition of youth work; and evidence based approach (situation analysis).

2.2 The level of autonomy of municipalities in setting priorities, defining local policies, creating local programmes

“Since the municipalities and towns are autonomous, they can choose to which extent and by which means will they fulfil the objectives of the state policy”.

Figure 9: Autonomy of municipal youth work/youth policy



Explanation: 2 = Targets, indicators, programmes and methods are defined entirely at the local level; 1 = The central government sets targets and indicators but municipalities are independent in creating local programmes and methods; 0 = other

Most of the respective participating countries reported that the decision-making processes are mainly **centralised**, so the strategic documents created at the national level define objectives and visions which are applied at the local level (usually through their local youth policy plans) although the lack of clearly defined monitoring and evaluation frameworks (especially the **outcomes and indicators**).

Country	The central government defines targets and sets programmes local governments should implement.	The central government sets targets and indicators but municipalities are independent in creating local programmes and methods.	Targets, indicators, programmes and methods are defined entirely at the local level	Other/varied
Austria				x
Belgium/Flanders			x	
Croatia	x			
Denmark		x		
Estonia			x	
Finland		x		
France		x		
Germany		x		
Hungary		x		
Iceland			x	
Italy	x			
Latvia		x		
Liechtenstein		x		
Lithuania		x		
Norway		x		
Portugal		x		
Slovakia		x		
Slovenia			x	
Sweden				
Switzerland			x	
Total (#)	2	11	5	1

Belgium Flemish Community:

In 2014 and 2015 the local youth policy plan was included in a new multi-annual strategic planning of municipalities and the funds for youth were "earmarked". From 2016 this link was also cut and the funds were added to the Municipalities Fund. It is only since **January 1, 2016** that local authorities can **autonomously develop a local youth policy**. The Municipal Fund is one of the main sources of revenue for local governments. About one fifth of the revenue of local governments stems from the Flemish subsidy. The fund is distributed to municipalities based on various criteria. To implement it, the local administration is untied and can use these funds at its discretion.

Denmark:

The state sets targets and indicators, but municipalities are **independent** in creating local

programs and methods, as long as they relate to the legislation. Danish municipalities have a high level of autonomy in relation to the **national legislation**. However, there is an essential difference between legislation targeting young marginalised people (e.g. The Act on Active Employment Initiatives and Consolidation Act on Social Services) which is perceived as being much more fixed and defined, and the one targeting non-marginalised youth (e.g. The Act on Youth Schools and The Act on Public Enlightenment) which is more open to interpretation. In this regard, the municipalities are - to some extent - working to make the legislation more flexible and more relevant for the specific target groups and their specific priorities/needs.

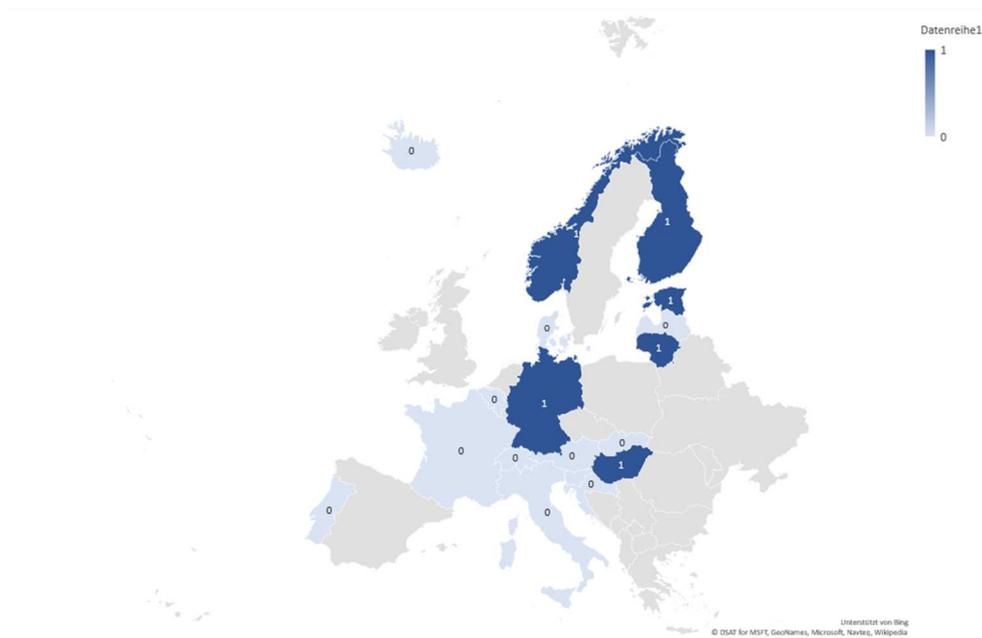
2.3 The obligation of municipalities to provide services for youth

Most of the countries reported that the self-governments are **not obliged to provide specialised services related to youth work** in their respective countries, although there were some exceptions (as illustrated in the map below). On the other hand, there are alternative ways of putting incentives in place at provincial and/or federal level (**Austria**) that encourage municipalities to invest in services for youth (e.g. family friendly, youth friendly municipality) apart from obligations that municipalities already have (e.g. in maintaining infrastructure such as schools or playgrounds that are youth-related).

However, the existing legal acts in **Finland** explicitly state that **it is mandatory for municipalities to provide youth services according to** the self-governing principle of the Youth Act, but the municipalities are entitled to decide on how the services are going to be provided as long as they respect another **legal requirement** which is **to consult youth in the decision-making process**. In more flexible manner, the existing legal basis outlines that **it is mandatory to assure youth rights protection at the local level**, while each municipality decides on its priorities (Lithuania). Some others are free to **delegate the functions of public services to the private companies or non-profit organisations** who are the main providers of youth (work) services (like in Estonia).

The existence of legal acts however in some other countries like Hungary **does not guarantee** the quality service design and delivery at the local level where **'The Act CLXXXIX of 2011 at the local Governments in Hungary'** makes it obligatory for a local authority to undertake **'some kind of action' targeting youth** but it neither specifies the type of action nor stipulates the funding attached which makes the implementation challenging and dependent on the ambitions of the local leaders.

Figure 10: Is it mandatory for municipalities to provide social services for youth?



Explanation: 1 =yes; 0 = no

Another vague expression of the existing regulation **obliging municipalities to provide youth work services for young people in Germany** (Social Book SGB VIII) causes a vivid debate about **the degree of obligation** of this legal expression which states that: "Appropriate measures promoting the development of young people, need to be provided through youth work". Although the exact meaning of 'appropriate' is not clearly elaborated, the general assembly of the German Youth Council (Bundesjugendring – DBJR) importantly **reinforced the legal obligation for youth work** in its recent conclusion (26.10.2013).

In **Norway, the degree of obligation depends on the policy domain** where municipal services connected to education, health and welfare, inclusion and participation for youth with special needs are **regulated by law, and mandatory** for municipalities and executed by public municipal actors (but sometimes outsourced to private actors), while volunteering, general participation, community building, and exchange programmes are **not mandatory** for municipal administrations.

Regardless of the legal frame, the common way of governing youth (work) services at the local level in most of the countries is through **local public authorities - offices** - as executive governing bodies dealing with social affairs, education, culture and youth at the local level. **'Youth referents'** employed by the municipalities are responsible for carrying out the youth public tasks, coordinating youth related services organised within the area of responsibility of the local government. These referents often hold the position of a direct „bridge“ between the local government and the representative bodies of the age group.

Optionally there are **representatives** dealing with youth matters at the local government (or a commission dealing with youth matters) like in cases of **Croatia**, and **Flanders (BEFL)** where the **legal acts regulate the specific structures** (which are supporting youth work development at the local level more or less directly). For example, according to **the Law on Youth Advisory Boards**, each of the administrative units in Croatia (counties, municipalities and towns) is obliged to have a **Youth Advisory Board** and the official in charge for its logistics. However, the implementation of this act seems to be problematic as more than 50% of the local authorities still does not have youth advisory boards. Similarly, Flanders (BEFL)

does no longer impose obligations on conducting and performing a local youth policy. There is however one exception: every local government has the obligation to establish a **municipal youth council**.

Finally, it is important to note that there are cases (like in **Latvia**) where, despite the fact that **none of the national or local level legislation determines mandatory youth services** to be provided by the municipality, **youth work is being organised in almost every local unit**. Usual practice in most of municipalities is organising informal and leisure activities with youth either in schools, recreation centres and/or in youth centres. Most of the services mentioned above are funded by municipalities and through projects, although some municipalities manage to organise their local youth initiative open calls for local youth organisations or non-formal groups. Mostly to foster financial support in youth field, municipalities are reaching out for opportunities from different EU funds.

2.4 Bodies providing professional support concerning youth matters for municipalities and lines of accountability of municipal youth policy

There are various organisations/institutions providing professional support concerning youth matters to the municipalities and cities which could be (not surprisingly) categorised in two main groups: a) **Public sector** (ministries, institutes, agencies at the national and provincial level); b) **Non-governmental sector** (NGOs, associations, foundations operating at the national and regional level). The **private service suppliers**, on the other hand, were rarely mentioned (e.g. Switzerland).

However, **the lines of accountability of municipal youth policy were usually not clearly elaborated and sometimes not even existing** like in the case of **Slovenia** (according to the Court of Auditors of the Republic of Slovenia which audited the implementation of national youth policy in 2016).

Overall, the main actors in the youth policy at the local level are **'the municipalities and the institutions subjected to them, as well as the institutions subjected to line ministries and their local structural units'**. Each local government creates its own institutional system for youth work, by appointing the responsible institution or responsible employees for implementing youth work.

Lithuania:

One example of the structured national level support to municipalities on governing, framing and implementing youth policy at the local level was given by **Article 8 of the Law on Youth Policy Framework of the Republic of Lithuania** (Official Gazette, 2003, No. 119-5406; 2005, No. 144-5238) which states that:

1. Municipal institutions shall frame and implement a municipal youth policy.
2. A municipal co-coordinator for youth affairs shall assist the municipal institutions in the performance of such function. He shall be a public servant.
3. A permanent municipal council for youth affairs (for the duration of the term of office) or an ad hoc municipal council for youth affairs (for the examination of specific matters) may be set up by a decision of a municipal council. A municipal council shall approve regulations of a municipal council for youth affairs. A municipal council for youth affairs shall be set up on the principle of parity from representatives of municipal institutions and agencies as well as youth organisations. A regional youth council shall delegate representatives of youth organisations to a municipal council for youth affairs.

Belgium Flemish Community:

VVJ is the Association of Flemish Municipal Youth Services which supports municipal youth services in the conduct of local youth policy. Local youth work initiatives, that are member or affiliated to a national federation or movement, are also supported by their national and regional/provincial secretariat. **The Youth Department of the Ministry of the Flemish Community** also provides various types of support by:

- Stimulating training and exchange on chosen themes
- Dissemination of good practice examples on chosen themes
- Initiating research at the local youth work (e.g. at the local youth work practices, on youth work with certain target groups, local youth policy development and implementation)
- Developing a systematic approach to monitor local developments in the future.

Finland:

Ministry of Education and Culture provides direct government subsidy to municipalities (projects, youth house rent etc.). It finances and oversees the Finnish National Youth Centres and national service and development centres for youth work like Koordinaatti - Development Centre of Youth Information and Verke - Counselling and national Development Centre for Digital Youth Work in Finland.

The regional state administrative agency (AVI) provides direct government subsidy to municipalities (youth workshops, outreach youth work) and evaluate sufficiency, quality and reach of youth services. AVI also arranges continuing education for youth workers, and collects youth work indicators for nuorisotilastot.fi (Finnish youth work statistics).

Slovakia:

IUVENTA – Slovak Youth Institute – an organisation established by the

The Ministry of Education, Science, Research and Sport of the Slovak Republic (MESRS SR) – the Youth Department which organises diverse information, education and consulting related types of activities for self-governments. The activities are aimed at support for creation of a modern youth policy at the local level including youth work and youth participation (workshops, seminars, information days, creation of methodologies and publications and the like). The self-governments are only one of several target groups and plenty of activities and initiatives depend on the guidelines and financial means from the MESRS SR (annual contract between these two organisations).

The „**Komunita pre mladých**“- "Community for the Young" Programme was established in 2016 by MESRS SR which priorities were set based on the negotiations and recommendations of the Association of Towns and Communities of Slovakia (ZMOS⁴ = ATCS). The ATCS (ZMOS) emphasised the need for a stronger methodological support for self-governments. The Programme's priorities were focused on mapping of the quality of young people's life (according to the areas specified in the Strategy for Youth) and the state of the local youth policy. Despite positive outcomes, the continuation of the programme is questionable due to the national budget cuts.

Germany:

In Germany youth matters are in the responsibility of the **Federal States**. The so-called Highest Youth Authority of the Federal States (generally the ministry responsible for youth)

⁴ ATCS/ZMOS is important, since it is the umbrella organisation for all communities and towns of Slovakia.

has the task of encouraging and fostering the work of the public and voluntary youth welfare bodies and the further development of youth welfare.

Social Book SBG VIII obliges the Federal States to establish a Landesjugendamt (Land Youth Office) **transferring the entire responsibility for child and youth welfare into the hands of the cities and rural districts.** The Youth Office is composed of the **administration of the Youth Office** and the so-called **Youth Service Committee** where also voluntary organisations and young people have a say. The Youth Service Committee is to be regarded as the part that exercises locally the management function of the child and youth services.

Land **Youth Offices are providing various types of support to the cities and rural districts such as:** advising the municipal service providers; financially supporting local services, facilities and activities; planning, motivating, supporting and running pilot projects for the further development of youth welfare; assuring qualify and providing training of the personnel of youth welfare.

Hungary:

The New Generation Centre: Non-profit Public Interest Ltd. is working for the objectives of the Programme for the Future of New Generations as the professional-supplier background organisation of the national youth policy. It promotes its work and makes it available for the youth in an innovative style, adjusted to the requirements of the target group. It coordinates more programmes, and also runs a network of public spaces on many points of the country, on regional and local levels.⁵

There are also interesting examples of how youth (work) related issues were mainstreamed across the governmental and sectoral policies. In these cases, the **ministries define the overall regulatory environment** (some more rigid than others) while the **municipalities are responsible for the administration and operation of the tasks and sometimes have freedom in creating the local youth strategies.**

Norway:

Although Norway does not have a separate youth policy, but rather areas of particular priority to youth under sectoral policies, like education, employment, social inclusion, the lines of accountability follow the sectorial lines of the sector, rather than the age groups. However, youth work in Norway is traditionally 'grassroots' and 'decentralised' to local municipalities which have a high degree of autonomy in youth policy and practice.

Denmark:

Various aspects of youth work fall under the responsibility of a number of different ministries, with no ministry having the main responsibility. Thus, youth work is a cross- governmental responsibility with no central body responsible for the area or the coordination of activities across ministries. The municipalities receive professional counselling and guidance via a range of different ministries that work with youth in different ways and operate within different law complexes. These ministries include the Ministry of Education, the Ministry of Culture, the Ministry of Economic Affairs and the Interior, the Ministry for Children and Social Affairs and the Ministry of Employment.

⁵ <http://www.ujnemzedek.com/hu/uj-nemzedek-kozpont>

2.5 The main methods of funding of youth work at the municipal level

As most of the **challenges** regarding the social situation of young people and the support of their well-being and autonomy occur at local level, the responsibility for dealing with them (through youth work inter alia) lies to a large extent at municipal level, as the most nearby political and administrative structure in most European countries.

The data analysis reveals that the **forms, methods and amounts** of financial support provided by municipalities across the participating countries are very different depending on the circumstances in which they operate. However, it is clear that the most of them follow the same trend - as the vast majority of youth work is financed by the **municipal budget allocations and/or through municipal grants** (see table below). This is of particular relevance because the budgets of local governments often considerably reflect the regional, and the different settlement types' inequalities.

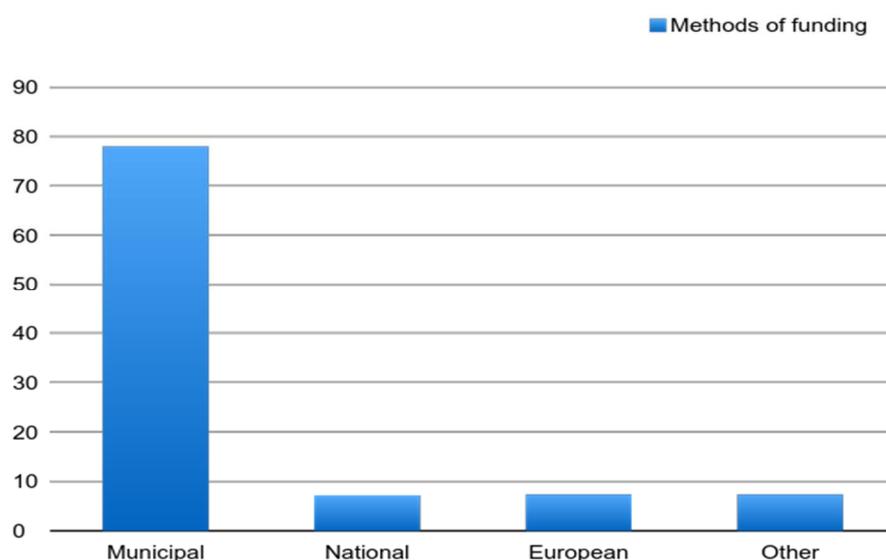
It is also true that municipalities with better infrastructure, economic opportunities and younger citizens are more likely to use **diverse resources** – as they seem to be more successful in tender-writing, or simply able to delegate fund raising activities to the external partners (usually NGOs).

Alternatively, municipal youth work is funded by the **regional** (FR), **cantonal** and **federal subsidies** (CH) or donations and membership fees, while the **private** sector intervention has been mentioned very rarely.

Another tendency is that the national funding seems to go hand in hand with EU funding (ESF, EEA regional and Erasmus+) aiming to support municipal youth work structures, capacity building and activities involving youth. It is alarming however that in some cases it was reported that **the funds allocated through the national tenders does not reach the local/municipal level (SK) which inevitably raises the question of accountability.**

In this regard, only 9 out of 19 participating countries were able to indicate the ratio of funding coming from different sources (estimated value, average of the respondents participating in the research), while the remaining 9 (CRO, PT, HU, LV, LT, NO, FR, CH, PT, IS) reported that there are no data available on this.

Figure 11: Methods of funding for local youth work



The overview of the strategic and policy frameworks for development of quality youth work at the municipal level reveals multiple **knowledge and policy gaps** which are mainly related to the lack of accountability mechanisms and models for effective horizontal and vertical cooperation between the different layers of governance.

This is of particular relevance having in mind non-binding nature of the European regulations, and the fact that most of the participating countries have **centralised** systems of governance combined with a low level of municipal autonomy in deciding and creating youth policy and practice.

Despite variety of acts regulating sectoral youth related practices (but not necessarily youth work as such) it is clear, that municipalities in most of the participating countries have a very **low level of obligation** (and capacities) in designing and delivering services for youth. This is mostly due to the fact that majority of laws related to the Local and Regional Self-government does not recognise youth as one of the areas where local units have jurisdiction and therefore provision of the local services for youth is not obligatory. Similarly, the national youth strategies are advising local authorities on priority policy domains recommending preferable measures to be implemented without legal bind.

Consequently, **municipal capacities** for quality youth work development are **very limited** although there is a clear **tendency of development of the legal and policy support** towards empowerment of the municipal level youth service providers (including 'youth workers').

In many cases however it seems that there is a lack of **political steering and sensitivity** towards recognition of social value of youth work but also of the potentials embedded at the community level for development and innovation of the service design and delivery targeting youth.

Overall, it can be said that the factors such as **size, location, capacity** (human and financial resources) and **level of autonomy** of the municipality are determining the scope and quality of service design and delivery at the local level. This means that, for example, bigger municipalities and towns can ensure youth work related services either through **schools** or through **Youth Centres**, while the smaller ones are struggling to provide the 'basic ones' aligned with the higher legislation.

The '**tradition of associations**' (and the values attached to it) was mentioned as another factor where every municipality has a diverse range of associations and see involvement of young people through those structures as an important part of **youth work** that aims at community building and helps to keep young people in the municipality (avoid migration into cities).

3. Managing youth work at the local level

3.1 Structure and organisation of youth work at the local level

In general, one can observe the broad diversity of approaches to municipal youth work in Europe; even inside a country different ways of organising youth work can be found. These forms of organising youth work at the local and municipal level are influenced by three main drivers: a) the (in)dependency of local policy and administration of national and regional in general, b) the involvement of municipalities and cities in the organisation and implementation of youth policy, and c) the youth work tradition.

In countries where youth work is traditionally run by volunteer organisations like scouts or church based organisations we also find these approaches strongly represented at the municipal level (e.g. Austria, Germany, Belgium). In countries like The Netherlands and UK youth work is stronger connected to social work thus the public administration is far more directive for the youth work approach.

A main distinction between methods of organisation of youth policy administration, can be observed whether youth is either seen as an independent policy topic or if youth is handled as a recipient group among others for certain offers. The first approach leads to municipalities focusing on young people and organising offers and services for them and thus defining youth work as means of implementation of (local) youth policy. The latter approach highlights the administration and organisation of services as task of municipal policy for the inhabitants – where some of them are young people.

These two approaches are reflected in the different administration structure models: if youth is perceived as a single issue we commonly find the establishment of a youth office or department in the municipality (in smaller entities this can be narrowed down to a single person whose working time is not even entirely dedicated on youth). Therefore, in these cases youth issues are dealt with in a youth office, a youth department, by a youth affair specialist or coordinator.

Portugal:

The municipality has normally a department and a councillor for youth, that can be aggregated to other relevant areas such as education, culture and/or sport. The law 6/2012 creates the legal regime of the Youth Municipal Councils that are municipalities' advisory bodies on matters concerning youth policy, assisting in the formulation and implementation of youth municipal policies and ensuring its articulation and coordination with other sectoral policies, particularly in the following sectors: employment and professional training; housing; basic, secondary and higher education; culture; sports; health and social welfare, as explained in article 3rd of Law 6/2012. The Youth Municipal Councils (CMJ) approves their own Rules of Procedure. They are composed by local youth organizations, youth parties, student organizations and chaired by the President of the municipality.

Latvia:

Each local government creates its own institutional system for youth work, by appointing the responsible institution or responsible employees for realizing youth work. A local government is authorized to recruit a specialist on youth affairs, establish a youth centre, Advisory Committee on Youth Affairs or Youth Council. There often there is youth work specialist in the municipality and youth worker employed in youth centre. Sometimes one person has to fulfil both responsibilities.

Estonia

The organisation of youth work depends on the possibilities of the municipalities (financial possibilities, qualification of youth workers, international contacts, cooperation etc.). In the municipalities there are very different practices. They vary from having qualified youth work specialist, many youth centres with qualified youth workers, NGOs, hobby schools etc. to having just one youth centre with part-time and not qualified youth worker. Usually the more populated areas have better situations and youth work can reach more youth so it is frequently organised in an almost ideal way. Although it does not mean that rural areas could not be as well organised as populated areas (in and around big cities). There are also municipalities in rural areas that have very well organised youth work.

Hungary:

In the case of local governments, it is in their own scope of authority to decide whether they want / can employ youth consultants. [...] The consultants themselves have many different backgrounds and role perceptions, for example there are some specialists who had formal education, and also actual youth workers. Most of these consultants do not do their job in an independent sphere of authority, and there are even more who do not do it in full time.

If young people are seen mainly as one group of clients for social work or as one group of users of different NGO offers, the municipalities are mainly focusing on the support of clubs and organisations and of running the social services.

Croatia:

Generally, local and regional self-administrative units have no legislative or fiscal autonomy and share their functions with the state authority. An administrative body or a committee under the assembly or the council which would work directly on the youth issues or youth policies does not exist. Within such framework, the measures incorporated in the National Programme for Youth can only be implemented by some administrative departments which act in the field of social activities, culture, sport etc.

An approach that can be mentioned as a third alternative is the interpretation of youth as the main receiver of education, which is organised at the local level, like it is in Slovakia, or as in Estonia where youth work is defined as extra-curricular education mainly run in hobby schools.

In most countries, various of these approaches exist parallel and it is often up to the towns and cities to decide which approach to follow.

[Financial and structural organisation of youth work](#)

Youth work at the local level is in the majority of countries organised by the municipalities themselves by employing youth workers to run youth centres. Other forms of youth work like outreach, detached or mobile youth work are not mentioned only occasionally in connection to employment of youth workers. The alternative form of actively organising youth work is by commissioning NGOs to fulfil the tasks.

Beside this municipality organised forms of youth work also work with young people run by NGOs from different background exist like sport clubs, cultural, or educational organisations also youth lead organisations like scouts and similar have in central European countries like Austria, Belgium or Germany a long-lasting tradition.

Germany:

§ 4 of Social Book SGB VIII defines the cooperation between public bodies responsible for the statutory youth services and the voluntary sector (youth associations, voluntary organisations etc.) and sets the principle of subsidiarity. This principle says that the public bodies don't need to provide own services insofar as appropriate services of recognized voluntary organisations (NGOs etc.) exist.

Switzerland:

Youth work is often offered by the municipalities themselves. In some cases, youth work is organised regionally (amalgamation and joint provision by of several municipalities), or smaller municipalities participate in the provision offered by central municipalities. Specialist staff are employed in the administration, but mostly work externally, e.g. in a youth centre. Some municipalities choose a model in which an association is responsible for open child and youth work, and the municipality finances the association.

Finland:

Main stakeholder is municipal youth services. In smaller municipalities youth services might be a combination of youth work, sport and cultural services. A very important part of municipal youth work is also collaboration with different civil society associations and informal groups of young people.

Austria:

The municipalities besides the provincial government are the biggest funders of children and youth work and can finance organisations themselves or engage independent associations for that purpose. In many cases the municipality bears the costs of infrastructure such as youth centres, playgrounds and sport fields.

Italy:

The main actors are employees of the municipalities coordinating the actions carried out by the public bodies. Often, the public institution coordinates the work of other private organizations such as NGOs, service providers, religious groups, sport clubs as documented by the result of RAY-CAP and RAY_LTE⁶ researches.

In Italy, the National Civil Service, represents a valid opportunity for the municipalities to organize initiatives.

Sweden (KEKS):

In KEKS (and in Sweden) youth work is mainly run and carried out by youth workers employed by the municipality and based in youth centres. The main current trend is that small units are merged into bigger ones and also do some more mobile/detached youth work. There is, however, no decrease in funding.

The size of the community is an important factor for the intensity of youth work. This influences on the one hand the resources available for youth work on the other hand the demand of youth work or social work offers. Therefore, elaborate municipal youth work is a domain mainly for the big cities or the municipalities with a strong youth population.

At this point it is also worth mentioning that urban concentration is often seen in connection with stronger impact of social distinctions and thus more young people are perceived as disadvantaged and thus as target group of youth work. This on the other hand implicates a stronger commitment of the municipalities in youth work.

Estonia:

Municipalities in more populated areas (in and around big cities) have youth work specialist working in municipality, youth centres with qualified youth workers, NGOs, hobby schools, etc. As these areas are more populated and youth work can reach more youth it can be said that frequently it is organised in an almost ideal way. However, in rural areas there are municipalities where there is only one youth centre with part-time and not qualified youth worker. Youth work practice is very variable depending on the location.

Slovakia:

The smallest municipalities: they have neither school nor organisation established by the municipality, such as for instance Youth Centre (organisation established by the School Act for out-of-school activities for children and youth), Enlightenment Centre/Cultural Centre and their employees.

⁶ RAY stands for Research-based Analysis and Monitoring of Erasmus+: Youth in Action Programme, RAY-Cap is a part of the research focusing on capacity development in the YIA projects, RAY-LTE stands for the long-term evaluation.

Bigger municipalities and smaller towns (up to 50 000 inhabitants): these municipalities have usually a primary school, which becomes a scene for activities for children and youth within self-government. In some towns are also secondary schools (colleges), which belong under the regional self-government – therefore co-operation with a local self-government is not obvious or automatic. Within every self-government there is an employee, whose workload involves also the theme „youth“, namely as a rule up to 5% of their workload.

Bigger towns (over 50 000 inhabitants): on their territory, several primary and secondary schools (colleges) as well as universities (branches) are established and there are several organisations established by the self-government, such as e.g. culture centres. Generally, a youth centre, which is established by the self-government, operates here. The youth centre bears a responsibility for organisation of town's activities for children and youth; as a rule, they also coordinate town's youth parliaments (formed out of primary schools' pupils and secondary schools' students).

Croatia:

The organisation of youth work at the municipal level is mostly present in bigger cities and bigger municipalities, often (in terms of staff involved) comprised of an administrative officer, more rarely of a sector or office, in charge of youth. The youth work at the local level is mostly performed by the youth NGOs (youth clubs, youth info-centres and such).

Furthermore, the general societal developments have strong impact on the organisation of youth work. For example, in Portugal it is mentioned that due to the ageing of society the youth sector is not good developed. Also in **Germany**, a strong decline of youth workers is mentioned: "In 1998 44.560 people worked in the child and youth work sector. This number decreased until 2014 to 29.126. One of the possible arguments is the demographical change with less and less young people (above all in rural areas and in Eastern Germany)."

Summarizing the description for **Denmark** can hold for all the questionnaires included in the mapping:

The extent and nature of youth work in the individual municipalities is influenced by:

- Political focus on youth work
- Economic resources (taxes, etc.)
- The group of young people (cultural resources and tradition for participation)
- Temporary external factors (for example the refugee influx)

Examples of good practice:

Croatia:

The municipalities are scarce in dealing with youth work, and practically none of them have instituted a proper youth work mechanism, welcoming space or service guaranteeing adequate youth work. In north of Croatia, an exception is the city of Velika Gorica that made headway in youth work when it decided to establish a city funded youth club and later on in partnership with the NGO Zamisli, to embark on the journey of youth information.

Denmark:

Radical approach to youth work - A YOUTH POLICY (UNG POLITIK) and a "mobile youth office".

In Gentofte Municipality they have taken drastic steps in the development of a youth policy. The municipality has got its very own youth policy (referred to as UNG POLITIK) that has been developed in close cooperation between young people and politicians. Out of a number of different initiatives, one is the establishment of a "mobile youth office". The municipality has

given young people the opportunity to develop and operate a “mobile youth office”, which is to drive around in the municipality and involve other young people in different activities. The young people are given free scope to organize and conceptually develop the “mobile youth office” that will both serve as a food truck and have a scene on the roof. In combination with a resourceful group of young people the political prioritization provides the municipality with good opportunities to involve young people in concrete activities and even policy development.

The **main actors** of youth work are consequently the **employees** of municipalities organising and delivering youth work, youth lead youth organisations, NGOs and sport clubs as well as church-based organisations and social NGOs. Table 1 provides an overview on mentioned approaches (implying that these are the mostly observed in the countries but we should not assume that only these actors are active at the local level in the countries)

Country	municipality employees	commissioned youth work (private / NGOs)	youth organisations / youth organisations	lead / work	Sport- / culture- / social organisations / churches	other (e.g. schools)
Austria	x	x	x		x	
Belgium	x	x	x			
Croatia	x	x	x			
Denmark	x		x			x
Estonia	x		x		x	x
Finland	x	x	x		x	
France	x		x		x	
Germany	x	x	x		x	
Hungary	x				x	x
Iceland	x		x		x	
Italy	x		x		x	x
Latvia	x		x		x	x
Liechtenstein	x		x			
Lithuania	x					x
Norway	x		x			
Portugal	x		x		x	x
Slovakia	x		x		x	x
Slovenia	x		x			
Sweden	x					
Switzerland	x	x	x		x	
Total (#)	20	6	17		12	8

Summarising it can be pointed out that at the local level in all countries youth work is conducted by employees of the municipalities, mostly in youth centres, but also other provision entities exist. This does not imply that in all municipalities in all countries youth work is organised in this way. In many countries, the financial situation of the local administration forces them to focus on other issues than youth work.

Work with young people is also conducted by NGOs from different sectors like traditional youth organisations like scouts but also by sport clubs, culture organisations or schools.

In countries where youth policy is in the agenda of the municipalities, youth work is seen as the main instrument to implement local youth policy.

Outcomes of the kick-off event

Main message

- In order to manage municipal youth work a common understanding of its essence/role and value is needed;
- Additional efforts should be made towards filling the policy gaps by applying the knowledge based approach to policy making;
- Many countries still need to work towards sensitisation of the local politicians/policy makers in order to enhance their understanding and thus the value of youth work;
- Development of the local strategies and action plans is seen as priority in many countries;
- Introduction of innovative approaches to youth participation in the decision-making processes is seen as crucial.
- One way of mainstreaming youth in the municipal policies: putting the youth related paragraphs within the (local|) documents;
- There is a need to rethink the identity of youth work at the municipal level, and strengthen the role of local service for youth instead of being just perceived as `animation and fun`
- Main actors identified: Politicians, Youth Workers, and Youth (what about the rest of the policy makers and researchers?) How is the cooperation between the actors organised?
- Getting back to the roots: Communication should be both ways (practitioners-policy makers) and value based;
- The role of media should not be neglected and media literacy of youth (workers) should be strengthen.

Challenges and questions

- Missing definition of Youth Work
- There is no common ground and understanding of the meaning of youth work at municipal level and therefore it is hard to measure the results;
- There is a lack of recognition of social/added value of youth work in this regard especially at the municipal level.
- Budgeting
 - Having in mind that local authorities are usually the main supporters of the local youth work, some municipalities are challenged by the budget cuts;
 - Sometimes there is just the lack of flexibility of the existing mechanisms for budget allocation from the higher levels of governance;
- Municipal youth work is usually project based so there is a problem of sustainability.
- Planning and Implementation
 - Policy processes at the local level are heavily dependent on the politicians and therefore it is difficult to `share power`;
 - Young people (and youth workers) are not empowered to communicate their needs clearly;
 - Many local communities do not have their youth strategies and action plans developed (and it is hard to put this issue on the agenda);

- Policy making at the municipal level should be need based and participatory (should include young people)
- Policy change is taking place very slowly so time is another issue.
- Stakeholders
 - Complex arena, the main challenge is how to bring the different parts together;
 - Communication among them is another challenge especially in regards to 'translation' of the policy/political language to the practitioners and youth (and vice versa);
 - The potential of youth work to 'mediate' among the different players in the policy arena is not sufficiently recognised and capacities of youth workers should be strengthened in this regard.
- Evaluation
 - Monitoring and evaluation tools are missing (as well as the capacities to implement them on regular basis at municipal level) and therefore there is a lack of 'hard evidence' of the value and impact of youth work;
 - There is a lack of quality indicators of municipal) youth work;
 - Impact analyses are missing.

Ideas / Plans from the Project Gallery

- Development of local youth strategies and action plans (SI, BEFL, LT, LV, EE);
 - Piloting initiatives aiming to support capacity development of municipal youth work practitioners aiming to foster mentorship and peer learning (PT, LV);
 - Enhancing position and strengthening political component of municipal youth work and improvement of advocacy and lobbying potentials of youth workers (DE, AU, NL, EU);
 - Linking youth work development with the current policy and political cycles (especially local elections) as an opportunity for development (IRELAND, BEFL);
 - Making the existing mechanisms of youth participation (especially structured dialogue) more meaningful for youth (DE);
 - Establishing criteria and advocating for the status of 'youth friendly cities' (HR, BEFL),
 - Promoting knowledge based approach to local youth policy development including monitoring and evaluation of its implementation (IR, SI, HU, AU, FI);
 - Establishment of the relevant advisory bodies at the local level (youth advisory councils in IE), regional advisory councils of mayors (AU) and national advisory cross sectoral bodies (SI);
 - Establishment and improvement of the existing mechanisms for vertical accountability (EE, NO, FI);
 - Establishment of Alumni youth work association (SI) as potentially powerful advocacy tool (SI).
-

3.2 Objectives for municipal youth work

The main aims of youth work at the municipal level are in all countries similar to the national aims of youth work, but we can also see some very interesting additions.

In general, we can say that youth work aims at the social and personal development of the young person and supporting him/her with the transition to adulthood and the inclusion in society, by offering opportunities for participation. It also provides non-formal and informal learning chances for skills development and capacity building. Thus, youth work also plays a role in preventing social exclusion, fostering employability and promoting innovative capacity.

The resolution of the Council and of the representatives of the governments of the member states, meeting within the Council, on youth work describes it as follows: Youth work takes place in the extra-curricular 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. Youth work is organised and delivered in different ways (by youth led organisations, organisations for youth, informal

groups or through youth services and public authorities) and is given shape at local, regional, national and European level, dependent e.g. of the following elements:

- the community, historical, social and policy contexts where youth work takes place,
- the aim of including and empowering all children and young people, especially those with fewer opportunities,
- the involvement of youth workers and youth leaders,
- the organisations, services or providers, whether they are governmental or non-governmental, youth-led or not,
- the approach or method used taking into account the needs of young people.
- In many Member States local and regional authorities also play a key role in supporting and developing local and regional youth work.

[...]

Youth work - which complements formal education settings - can offer considerable benefits for children and young people by providing a wide and diverse range of non-formal and informal learning opportunities as well as appropriate targeted approaches.

Youth work invites young people to take responsibility and be accountable for their actions by giving them an active role in its development and implementation. Youth work can provide a comfortable, safe, inspirational and pleasant environment, in which all children and young people, either as individuals or as part of a group, can express themselves, learn from each other, meet each other, play, explore and experiment.

[...]

In transmitting universal values regarding human rights, democracy, peace, anti-racism, cultural diversity, solidarity, equality and sustainable development, youth work also can have added social value because it can:

- promote social participation and responsibility, voluntary engagement and active citizenship;
- strengthen community building and civil society at all levels (e.g. intergenerational and intercultural dialogue);
- contribute to the development of young people's creativity, cultural and social awareness, entrepreneurship and innovation;
- provide opportunities for the social inclusion of all children and young people;
- reach young people with fewer opportunities through a variety of methods which are flexible and quickly adaptable.

Nevertheless, the aims – maybe also the hidden, non-official targets – of youth work at the local level seem to be somehow also more profitable also for the local community. So on the one hand identification with the municipality and region can be a declared aim of local youth work in some countries to prevent migration; on the other hand youth work is often aimed at preventing vandalism, violence, and risk behaviour and keeping the young people from the streets.

Austria:

The main aim of municipal youth work seems to be quite naturally the inclusion of young people in community life on all levels (including political participation – this is also due to the fact that in Austria young people have the right to vote starting at 16). Having active citizens that participate in associations and thus gain a strong identification with the municipality is seen as essential.

Especially for smaller, rural municipalities it seems to be very important to keep the young people in the region and avoid migration to urban areas. Since this is of course also related strongly to offers of education and employment it can be tackled only partly at the local level alone.

Sweden:

In Sweden in general youth work is still mainly a “keep the boys of the street through providing fun leisure time activities” – business. It has a weak identity and low status in relation to school and social services.

Slovakia:

Self-governments want to have „trouble-less“ youth that will be active and obedient, which, of course, differs from the reality.

Iceland:

The main aim is to provide youth with facilities and support to engage in leisure activities with their peers in a safe environment, often through participation in programmes and events organised by professional youth workers.

4. Developing the quality of youth work policy and practice

4.1. How do municipalities recognise youth work and actors of youth work?

Recognition of youth work is a strongly discussed topic over the last years. Already in the EU Strategy for Youth – Investing and Empowering (EU 2009) it was asked for the support of youth work and its recognition for its economic, and social contribution. The last big European symposium on Recognition of Youth Work and non-formal education was 2011 in Strasbourg. The discussion focuses often on the value of youth work for young people and the validation of voluntary activities as well as non-formal and informal learning. The Study the Value of Youth Work stated regarding youth organisations: “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. (EC 2014, p. 92). This study also refers to the recognition of youth work as a profession and points out the diversity among the European countries (EC 2014, pp. 115). Furthermore, the Council Resolution from 2015 invites the EU Member States to “promote better recognition of the contribution of youth policies to the overall goals of European policies addressing young people, considering positive effects on active citizenship, employment, social inclusion, culture and innovation, education and training as well as health and well-being” (EU 2015/C 417/01).

What is recognised as youth work at the local level is – consequently – even more diverse, and the forms of appreciation of the value of youth work for the local community shows the whole bandwidth from ignorance to highlighting excellence.

It was pointed out that the public often perceives voluntary or professional youth workers as „those playing with children“, and youth work is perceived as spending free time (**Slovakia**) or that the “actors’ work is rarely recognised, even when they are city employees, they have lower hierarchy and their work is considered as less important” (Croatia). Also in the German answer to the questionnaire the (rather) negative public image was regarded as an element of pressure for youth work and thus “... the German Child and Youth Welfare Organisation (AGJ) demands from the field a much more self-confident presentation of their services. At

the same time, it is necessary to make sure of the positive impact of the services and to publicly account for them." (**Germany**) And thus it is also mentioned, that also the social pedagogue Deinet "observes a „mixture of stagnation and frustration" among municipal youth workers given the manifold problems like financial cuts, (youth) political failures, facilities resistant to any kind of change, distrust between different organisations in the field, overaged staff etc." (**Germany**).

In **Italy**, with reference to the latest RAY research, it is pointed out that people involved in youth work do not feel recognised as youth workers – and often do not recognise themselves in that way.

In the majority of countries, a positive development regarding recognition of youth work can be obtained, like in Austria, where "the establishment of national structures for different forms of youth work and the financial support for them has given a boost to quality development and recognition. In the past ten years job profiles, quality criteria catalogues and quality development tools have been developed and are being implemented." (**Austria**)

Recognition of youth work at the national level – via the status of a profession or with nationwide accepted educational pathways – can be found in **Estonia**, in **France** or in **Finland**; also the Flemish Community in Belgium attests "youth leader's trainings, organised by recognised national youth organisations, federations or movements" (**Belgium**). Also in Croatia first steps to a national recognition of youth work are mentioned.

In various countries youth work is recognized at the local level – because they employ youth workers or grant funding for organisations providing youth work and they also appreciate the impact of youth work for the life of young people and the value for the community - but to different degrees and often depending on the interest and the understand of the politicians.

Slovakia:

Within several self-governments positions of youth workers have been created, which is an evidence of increase of youth work significance at least on the side of some mayors.

Denmark:

All municipalities are increasingly oriented towards voluntary communities, associations and (partly) self-organized citizen-driven initiatives within the youth area. Municipalities consider these actors as valuable sources of knowledge and insight into specific target groups and access to the youth environment, which would otherwise be difficult to reach, according to the municipalities. All municipalities in this mapping exercise especially welcome local voluntary environments and increasingly wish to enter collaborations with them.

Slovenia:

Youth work is recognised very differently. In municipalities where local structures have some knowledge on what youth work is, what are its contributions to society and young people their work, efforts and impact are recognised quite well. But that is the case for minority of Slovene municipalities. Most of the municipalities don't have any knowledge or interest in youth work or anything connected with it. Thus, youth work is not recognised or supported in sufficient manner.

Iceland:

Youth work in general, both delivered by municipalities and NGO's, is recognised mainly at the political level as a source for healthy and organised leisure activities and as a mechanism of drug and alcohol prevention.

Examples of very ambitious methods of recognition can be found in Finland and in the Baltic states. Here the work and value of youth work is recognized via contests and awards.

Estonia:

The Estonian Youth Work Centre holds recognition contest to award the best actors in youth work (school youth worker of the year; youth centre youth worker of the year; hobby school youth worker of the year; youth union of the year; youth camp of the year; municipality of the year; hobby school of the year; event of the year in youth work).

The actors and their work are also recognised by municipalities. The main aim is to highlight the people and organisations who have contributed to youth work and improved the youth field. Municipalities have the right to choose categories in which they give recognition. In some municipalities they choose the youth worker of the year where in other municipalities the list is longer (Youth worker of the year, best hobby school of the year, Youth centre of the year, long-time contribution to the youth field etc.).

Latvia:

At the national level contest „Work with youth” is organized every two years and is conducted by Ministry in cooperation with The National Youth Council of Latvia and Representation of the European Commission in Latvia. The main idea behind the contest is for Ministry to express their recognition to municipalities, persons involved in youth field and youth organisations and NGO's for their investment into improving youth life quality.

In **Sweden**, the organisation KEKS tries to increase the recognition of youth work through information for communities. KEKS clear and common aims have made youth work more recognisable in the eyes of both society and politicians. We (KEKS staff) do seminars around youth work for politicians and we also visit different city councils in order to talk about youth work. Since our idea about youth work (that it should be based on participation and non-formal learning) differ from the traditional Swedish idea about youth work as leisure activities and 'entertainment' for young people this is an important task for us and we feel that we are making progress, even if much remains to be done. (**KEKS / Sweden**)

Overall it can be deduced that the recognition of youth work, the actors and the value of youth work lacks in most countries institutionalisation. It is often depending at the local initiatives and the individual approach of policy makers at the local level. The employment of youth workers in the towns and cities or the commission of NGOs to fulfil the tasks is a first step, that the issue gains importance.

4.2. Monitoring and quality development

The approach to monitoring and evaluation of the work done and the organisation of youth work at the local level is very heterogeneous – from no monitoring system at all to a strict top down methodology of control. In the questionnaire from Germany it is stated, that “quality in youth work (understood as an educational process) is never really measurable” (nevertheless Social Book SGB VIII obliges in § 79 the public bodies responsible for youth services to develop appropriate standards for the assessment of quality and to undertake measures to guarantee their implementation).

In the questionnaire of **Croatia** it is regretted that there “is virtually no quality assurance or support to quality development” because every form of youth work at the municipal level is welcomed.

In some countries evaluation is linked to funding of youth work, implying that the initiatives and organisations providing youth work have to deliver reports and evaluations of their work to the municipality's administration to legitimate further funding. This approach is followed for example in the Flemish Community in Belgium. The situation is quite similar in Slovenia, where also the youth work providers are in charge of monitoring and quality assurance of their own offers. "In case of youth centres that is being done on the level of each centre and in the framework of their umbrella organisations (Youth Network MaMa). Youth work providers among youth organisations are either left on their own (local youth organisations) or are stipulated to monitor and evaluate their youth work in the framework of organisational models that are developed at the national level" (**Slovenia**). For latter, the scout movements are mentioned as good examples.

In **Slovakia** the State School Inspection is auditing youth centres, since they are closely connected to the education system. The municipalities do not interfere with this, nor with the quality development of NGOs conducting youth work.

In **Latvia** a monitoring of the municipal youth policy is conducted via a questionnaire that is sent out to all municipalities. Thus, the Ministry of Education and Science is carrying out youth policy monitoring every two years in order to collect data as a basis for the further development of plans and measures. It is mentioned, that it is generally "a matter of finances and work capacity which municipalities lack for organizing monitoring and quality development measures".

Also top down is the monitoring system in **Norway** organised. It is the responsibility of the county governors and their offices are the central government's representative in the 19 counties "to check and make sure that the municipalities solve the tasks appointed by the central government according to set standards, and by law". Furthermore, "the municipal administrations need to report (and are monitored by) ministerial or executive agency actors if they receive funding from specific grants or schemes, or solve specific tasks appointed by them by the ministry/executive agency" (**Norway**).

In **Finland** the regional state administrative agency (AVI) has the task to develop and implement national youth work and youth policy at regional level. Among other tasks AVI falls the award and control of subsidies but also the evaluation of sufficiency, quality and reach of youth services. Municipalities design their strategy for the term of 4 years, defining priorities and methods of operation to be carried out. The results are monitored by the municipalities themselves.

In **Austria** no consistent system to quality assurance in local youth work is established. Nevertheless, incentives and support from federal and regional level (like quality development tools, awards, funding etc.) exist to foster quality development of youth work in the municipalities.

Also the Danish approach is not unified; in the questionnaire different models including evaluation research, support of municipalities for quality development, or inter-municipal cooperation and exchange. Municipalities in **Denmark** are responsible for auditing their own tasks yearly using external audit companies. This revision has to be submitted to the National Audit Office of Denmark, which in turn, can conduct thematic audit visits in the municipality.

A multidimensional approach is in place also in **Germany** where a huge consensus exists that quality development is a common task of both the public bodies responsible for the youth services and the voluntary sector (youth organisations, NGOs etc.). Methods used are e.g. interviews with youth, regular team meetings, supervision, cooperative counselling, active

human resource development, regular planning meetings and conferences, the implementation of quality circles or external counselling are used for quality development of youth work.

Lithuania:

In Lithuania, a methodology for quality assessment of youth policy in municipalities was developed to maximize efficiency of the programs and measures implemented in the field of youth policy at the national and local levels and harmonize development of youth policy in all municipalities of Lithuania. Each assessment report is comprised of local context; data collected according to 9 indicators and its analysis (preconditions for youth policy implementation; youth participation; support for young people; youth non-formal education, youth training and counselling; youth information, inter-agency dimension, cross-sectorial dimension, integrity of youth policy, improvement and innovations of youth policy, international relations and cooperation), good practice and assessment summary. The reports are made public and are also available online.

Furthermore, the Department carries out monitoring of open youth centres and spaces, initiates and takes part in the discussions involving leaders and officials responsible for sustainable development of youth policy in municipalities. In parallel, the Department implements training courses on youth work and open youth work for the representatives of other systems and institutions, e.g. police, sports, culture, children day care centres etc.

Estonia:

Youth work quality evaluation model is a tool for municipalities. With this model the municipalities can map the strengths and also areas in need of development. Based on the results it is possible to plan future developments and monitor progress. The evaluation is voluntary for the municipalities. It is carried out by comparing the local governments' good practice in youth work which is reflected in the youth work quality evaluation models developed by the Estonian Youth Work Centre. Procedurally it means a self- and external assessment. [...] In 2016 there were 53 municipalities which took part in quality evaluation.

Germany:

In the last years one instrument has reached more and more attention in the quality debate at the local level: the quality- and efficacy dialogue (Qualitäts- und Wirksamkeitsdialog). This instrument is especially based on the idea that only in a common process and common dialogue between all stakeholders and providers of youth work the effects and impacts of this field can be discussed and monitored.

One problem for quality development is a lack of clear accountability between the national, regional and municipal level and further on to the providers of youth work.

It seems that in many countries the local level is obliged to implement national youth policy approaches but can do this with many degrees of freedom and self-determination. Results and success are seldom systematically monitored and used for further development.

Outcomes of the kick-off event:

Main messages

- Quality youth work means: strategic, relevant, innovative, with clear outcomes to be further disseminated.
- Quality can be defined as a tension between the current situation and a better world of tomorrow.

- Quality can be defined by a question: how well do we reach our aims? Thus, quality development can be defined as the following learning process: defining indicators; setting aims in relation to the indicators; measuring the indicators.
- Supporting quality in youth work is a vital point in current debate, with the local level responsibility in the forefront of these endeavours.
- How can we support quality development of youth work in different environments? Even definitions of youth work widely differ: sometimes youth work is clearly defined, sometimes it is only defined as "out of school education", sometimes not defined at all.
- Quality management can be either explicit (direct youth work laws and strategies) or implicit (youth work is included in other strategic documents/laws) or none (youth work is happening without any umbrella documents to shield it, and it still seems to work well enough).
- What actors should have a say in quality assurance/development? Local administrations, employees, NGOs, youth organizations, schools, culture organizations? Other? Only some?
- Accountability and quality development is approached differently: top-down approaches (assessments of given tasks); assessment and quality development tools (to be used at the municipality levels); involving young people (quality and efficiency dialogues)
- Quality development should be a joint process of youth workers, administrations, policymakers, and young people, because we need the different perspectives.
- youth work quality development system: set of tools to gather and utilize knowledge in order to improve youth work.
- Indicators must grow from the reality in which they are to be used: this needs to be done at the responsible level (e.g. municipality).
- Recognition of youth work is also approached differently: youth work as a profession? youth work as a municipality employment/position in municipality? Recognition contest of different youth work initiatives?
- Education and training Youth workers should have a proper training (even the volunteers!) and stick to the outlined principles in order not to diminish the professional level of open youth work.
- Youth work in cooperation with other sectors needs a reputation which would make youth work equal to other sectors at the negotiation table and this could be done by raising the overall professional level of open youth work.
- Decision making in the politics needs to be understood and influenced by the youth sector. But it seems that youth work(ers) have no idea of political processes and powers (meaning and will of the majorities), it is focusing on itself (professional capabilities). "Youth workers should advance their qualification in lobby work skills."
- Who is necessary to enhance quality development in this respect? Policy expert, networking expert, senior consultant, youth expert, regional youth office, policy analyst, political and administrative sciences expert...??
- Should young people be engaged in quality development? Tripod (youth policy, youth work, youth) means that it should

Challenges and questions

- Fears (of measurement and comparisons within the sector and to other sectors; creating structures and becoming too formal as a sector; creating limits to ourselves, because we are diverse and we are afraid to tell what youth work is and is not).
- Communication (both within the youth field and from the youth field to the outside world);
- Setting of aims (who is setting goals for youth work? Who should be setting goals for youth work? Are goals always set or is youth work sometimes being done without any clear aims?);
- Prioritisation of the quality development (youth workers are overburdened, they do not have time to devote to the quality development processes, such as documenting and reflecting on what is being done; but the quality development needs to be seen as a long-term asset, investment which needs to be done now in order to improve the youth work in the future).

- Youth work is very diverse, it is hard to come up with general quality development strategies;
- Quality development tools and practices should be user friendly, easy to use, and ideally also as little time-consuming as possible; quality development process should be inspirational, show potential, and help overcome fears.
- If youth work does well in evaluations, will there be cutbacks, because "it is no longer needed" (no youngsters using drugs and sleeping on the streets and fighting with their parents...)?
- Challenges to the quality development in youth work: What is necessary in terms of quality development: Continuous, structured, systematic quality development. This then leads to increase of recognition and credibility of youth work, due to achievements of youth work!

Ideas / Plans from the Project Gallery

- Quality development present in almost all projects.
 - Main quality development levels presented in the projects: individual youth worker development (skills development, job shadowing, good practice sharing, etc.), youth sector development (local action plan setting, implementation of international EU and CoE youth work related recommendations on the local level, etc.), and twofold development of both via youth worker education implementation (setting up courses in formal education and recognizing youth workers as a profession which needs a particular vocational training in order to be done well).
 - Projects reach out to actors within the youth field as well as outside of the field with respect to quality development; most prominently, local administrations and local politicians were mentioned for potential bond-making.
 - Research, data gathering, and evaluation are present, again, in most of the outlined projects; this is a good sign, as the evaluation processes tend to help the quality development in case they are exploited well.
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5. Users of local youth work – Reaching out to marginalised groups

Generally, it can be summarised that youth work is in all countries open for all young people and not restricted to certain groups, but we do find a big variety of internal differentiations – mostly according age, but also regarding certain groups like pupils or students and other groups that are addressed by rather targeted forms of youth work.

Finland:

As a part of public youth services, youth work activities should be equally open for every young individual living in Finland.

Germany:

In general, there are no extra defined target groups for youth work. According to the law youth work should be open for all young people. This is what it clearly distinguishes from other fields of youth welfare like youth socio-educational provisions (youth social work).

The age groups cover a margin from 5 to 29 years – in different countries and with different offers:

In **Slovakia**, where youth work is strongly connected to schools, the primary age group are children and youth aged 5 to 14, older youth are reached by traditional youth organisations. In **Latvia** youth work is connected with the Youth Guarantee and thus reaching out for young people (not in education, employment or training – NEET) aged 15 to 29. Different age groups are targeted with various youth work opportunities in other countries.

As it is pointed out in the answer from Croatia, youth work reaches "different groups of people, but more due to the versatility and a wide spectrum of NGO work. So, the NGOs consider all of the abovementioned groups, while the local governments and youth sectors of the Croatian employment service mostly have a general approach to youth" (**Croatia**).

We can observe to main directions: either youth work – being theoretically open and accessible for all young persons – offer opportunities for mainstream youth already engaged in society and interested in participation and not reaching disadvantaged youth or youth work is accepted by certain groups at risk of social exclusion.

Examples for the first characteristic can be found in Latvia, where (inter alia) the “main groups reached by youth work on the level of municipalities are mostly young people active either in social life in schools, leisure activity places and/or youth organizations” (**Latvia**). In the **Flemish Community of Belgium** it is pointed out regarding local youth initiatives that are in general very successful, reaching approx. 500.000 young people: “Nevertheless, it remains a fact that most initiatives reach the “mainstream” child and youth population, sometimes described as “white middle class youth”. In this respect youth work only succeeds in reaching out for some target groups, when specific initiatives and strategies are developed.” (**Belgium**)

In **Denmark** both excluding forms of youth work are present, reaching – as it is described – either groups of marginalized or non-marginalised young people: “The non-marginalised young people are not divided further into groupings. Focus is placed on initiating activities that can enrich the young people's everyday life and support the young people's opportunities for participation in various democratic processes, for instance by the opportunity to engage in a youth council or in a municipal task committee.” But not all of them can be reached by youth work. Those young person, being marginalized “can be divided into several sub-groups, for example young people with substance abuse problems, young criminals, mentally vulnerable or ill young people, young people receiving social benefits, young people with physical or mental disabilities, young people with a refugee background, young people outside the education system and/or job market and the like. Within this grouping, the target groups for the municipalities are defined by the challenges/ issues most present in the individual municipality” (**Denmark**). In one questionnaire is also stated that “despite the standard to be open for all young people youth work is always in need to work with specific target groups that are in the political focus because they are causing problems.” (**Germany**) And for France it was stated that “every city has his own target group. Often the young people the most in trouble are favoured with however the real difficulty. Indeed, generally the politics targeting exclusively the young people, the most in trouble, fail as far as they are perceived by these young people as stigmatising. Thus, cities most committed in politics in the direction of the young people try to register these target public in a more global approach addressing the set of the young people with a particular attention regarding follow-up for the young people most in difficulties.” (**France**) “As a rule of thumb, the larger the municipality (by population) the more targeted services are catered to specific groups.” (**Norway**)

But in many countries youth work shows “a growing concern with unemployed young people, NEETS and social excluded” (**Portugal**). “Some target groups have their youth organisation organised at the national level (e.g. LGBTQ), or on regional level (e.g. some youth organisations for young people with disabilities). Targeted youth work on a local level mostly deals with young people in long term unemployment, in socially vulnerable situations, or from diverse cultural backgrounds in migrant communities or ethnic-cultural minorities. Youth work of this kind is mostly to be situated in centre cities and bigger municipalities.” (**Belgium – Flemish Community**)

An example for such an approach is also Iceland, where it is stated that “The general goal of all youth work is to be open to all young people with an emphasis on reaching marginalized youth. Larger municipalities organise specific youth work for young people with mental disabilities. LGBTQI youth work is mostly organised by NGO's but significant steps towards

complete acceptance and inclusion of LGBTQI youth have been taken in the last few decades.”
(Iceland)

In Switzerland the “services and facilities offered by OKJA (open child and youth work) are, in principle, open to all children and young people in the catchment area. However, experience shows that the provision tends to be used more heavily by boys than girls, many of whom, in turn, have a background of migration. In principle, open child and youth work makes available a diverse range of services, facilities and activities in order to appeal to different young people.”
(Switzerland).

Also “youth work in Finland recognises the needs of different target groups and some work might be targeted to certain groups according to resources and needs of municipality e.g. outreach youth work. Important target groups are also informal groups of young people and NGOs” **(Finland).**

It is also pointed out, that youth work at the municipality level aims to have an offer for all groups of young people (frequently in the same youth house, club or centre) but often in “reality the one or other “subgroup” can “occupy” a youth centre and prevent other groups of coming to this youth centre. Youth workers endeavour to offer matching activities for different target groups like gender-based.” **(Liechtenstein)**. This problem is also highlighted in the French questionnaire where the predominance of boys and young men in public spaces and in youth facilities opposite of girls and young women is mentioned. In **Germany** also the over-representation of youth with migrant background in youth centres is noted. Also in “Sweden in general youth centres reach mainly boys (ca 80 %) with a living situation a bit more problematic than the average (working class, migrant background, etc). The “official” target group is most often “all young people”, but the “un-official” one is boys that are hanging in street corners” **(KEKS/Sweden)**.

In general, it can be said that all the mentioned subgroups of youth are reached in youth work, but not in all municipalities, but with the same intensity and not with the same success. A group which is seen as very difficult to include in municipality youth work are young people with disabilities.

A new group and one that following the questionnaires will gain importance are young refugees.

Objectives and dialogue groups of youth work correspond in all countries. Officially youth work is open to all young people, but it is also clear that not all young people are attending youth work offers. According to the country’s tradition youth work addresses either the well-established middle class young people or the marginalised. Self-development, inclusion in society and participation are the main objectives but also fostering employability or prevention are mentioned as aims – but always responding to the target groups.

Outcomes of the kick-off event

Main messages

- Marginalisation is another term, with another meaning than vulnerable young people, youth at risk, handicapped young people, groups with special needs.... Marginalisation is obviously a “buzz word” today.
- Two approaches:
 - Youth work should reach marginalised

- Youth work should be accessible to everyone, just to include young people, to give them knowledge, skills and entertainment --- learning in a fun and informal way and it has to be universal for all young people. Youth work is different from social work and it has to build its identity separately from it.
- Most of policy makers make an emphasis on certain groups because they do not look out of the box and they are not keen on making additional efforts to recognise what kind of target groups there are
- Message of Annemette Krabbe: "If you believe in youth work you can include everyone" pointed to one of the crucial principles in "reaching out to the marginalised groups".
- Principles to reach to marginalised groups: Ownership of the process by young people
- It is important not only to work with marginalised youth, we have to create context when young people feel included and would like to get engaged. Youth work should be about participation and informal learning – to get entrepreneurial mind-set.
- Civil society organisations carry on a great deal of youth work at the municipal level
- Youth work is mostly project-based and youth workers struggle to implement all activities with limited budget
- "Social" programme aims are related to learning social skills / are these identical aims for youth work? (Handling feelings; Teamwork; Recognising; Expressing oneself; Analysing; Listening; Providing care and support)

Challenges and questions

Factors from the 'macro' perspective:

1. Lack of national (legislative) framework
2. Funding
3. Political willingness between the local actors to engage in a productive communication
4. Transferability of national policy into the local level; local strategic plans are often copied from the national level, without efforts to recognise the needs of the youth on the local level and prerequisites to fulfil their needs
5. Importance of geographical context and its relation to the finances – larger municipalities have more infrastructure and finances, but also there are more commercial youth activities in larger towns (e.g. paid leisure time activities), which makes them inaccessible to the majority of youth.

Factors concerning youth workers, their competencies and habitus

1. Youth worker has to be a social activist in order to efficiently work with youth
2. Lack of knowledge/competencies and professional network of youth workers; not only on how to work with young people, but how to reach them, especially regarding their various socio-economic background
3. Lack of principles to include young people in decision making.

Factors related to young people:

1. There are young people who are perceived as marginalised and should be reached by youth workers, but these young people do not perceive themselves as marginalised (young active disabled persons)
2. Young people should be invited to the right kind of safe and supporting space; young people should not be observed as 'objects', but as 'actors'; they have to feel ownership of the process and activities
3. Lack of motivation of young people to get engaged.

Cross-cutting challenges related to the reaching out to the marginalised groups:

1. Networking and communication among different actors in the youth field
2. It is not 'popular' to work with marginalised young people; stigmatisation of the youth workers if they work only with the marginalised youth
3. Change in mentality of the local residents – accepting different
4. Problem in reaching out to the young people who are not registered at any public office

5. Young marginalised people not only need to be 'cured', but to be empowered. Very often projects last for shorter period of time, which is not sufficient for covering both components.

Ideas / Plans from the Project Gallery

- Youth should be set up as a political priority
 - Youth should be engaged, supported and empowered
 - Youth participation at the local level should be strengthened
 - Youth work activities should be tailored according to the youth needs
 - There should be conferences organised for marginalised groups
 - Youth work should be more dedicated to street work
 - Mobile youth work should be more developed
 - Youth work should benefit from experience sharing and peer education among young people
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6. Challenges and problems for youth work at the municipal level

The main challenges for youth work, beside its bad image and youth work's strive for recognition, are seen on the one hand in the main emerging challenges for young people and on the other hand big societal developments changing and endangering traditional forms of youth work: Rising unemployment of young people in some regions, migration to bigger cities or emigration to other countries, the roll-out of full-time schooling leaving less and less leisure time for young people, changes in the composition of the population (by ageing, migration, refugees), the need of cooperation and cross-sectoral approaches, digitalisation, information overflow and more.

Belgium Flemish Community:

... to reach out for more cultural diversity among its participants. A discussion in this respect is also the potential development of youth work within communities of migrants or ethnic-cultural minorities.

- to find an answer to the future demographic development of more and more children and young people living in urban environments, and more specific in the 13 centre cities and Brussels. [...]

- finding and keeping young volunteers in local youth initiatives.

Finland:

It is challenging to support the engagement of young people. This means finding right methods to activate and empower young people, finding them (outreach work) and to respond quickly to the changing trends of young people. Also, the digitalisation among young people is happening faster than suitable youth work methods respond.

Lithuania:

After the change of a City council the repetitive work to prove the added value of youth work and voluntary service slows down the development of services. Emigration (from small cities to big cities, as well as to foreign countries).

Croatia:

... overall lack of vision by the local politicians that makes it virtually impossible to ensure a proper local youth policy, therefore, youth work is by proxy, neglected as a possibility.

Denmark:

Lack of interdisciplinary collaborations (as the SSP), that have a holistic approach to young people: *) It is a challenge that e.g. particular political committees have opposition towards being linked together.

- Lack of resources of time, economy, and human resources (enthusiasts, those involved in youth work as something other than an 8-16 job), and
- Lack of competencies (particularly when dealing with new youth groups such as refugees).

Furthermore, impending and already impeded financial restrictions and lack of resources in the municipalities are seen as the most important challenge for youth work. It was mentioned in almost every country. Beside lacking financial resources also the lack of qualified personnel – induced and connected to strong fluctuation of human resources in the sector is mentioned as a challenge – not only for the youth work at local level but also for support measures.

Last but not least, the lack of political recognition and support – at the local, regional and often national level – as well as the lack of sustainable political planning are perceived as challenging.

6.1 Integrating European projects in everyday municipal youth work

To integrate international youth work in everyday municipal youth work is not an easy task, since youth work already lacks the deserved recognition on the local level. From the point of view of the European partners of local youth work a main challenge lies in the fact that the environment is too bureaucratic, not youth-friendly, too hierarchical. “Sometimes, employees of municipalities in charge of youth feel isolated within the municipality because there is ignorance from colleagues about their work, about youth work, about the importance to include young people in decision-making” (SALTO Participation). But also the quality of municipality youth work is seen critically and challenging for further development, so are the competencies of the staff often not sufficient and neither are monitoring or evaluation of their work implemented.

Outcomes from the kick-off event

Main messages

- European projects (Erasmus+) help locals to feel European! It could be a very important input to transport European values, not only for young people, but for the municipality at large
- For successful integration of European / international projects clear plans are needed (action and implementation plans, personnel development plans, networks, structures for international youth work on the local level, communication/PR strategy...)
- European Projects can foster qualification of people connected to youth work, but also qualification to implement such projects is needed
- It needs a driving force in the municipalities, it needs political will, therefore, it is important to have good examples: A (national) pilot project /model of practise for highlighting the benefits but also showing the prerequisites would be very useful, here the (financial) support of the national Ministry would be advisable
- A local network is essential for European projects (cross-sectoral e.g. with schools, youth NGOs, sport, culture, social work). These networks might have other approaches to European programmes (Erasmus + education) and/or other contacts and can provide additional support

Challenges and questions

- European projects need resources and capacities that might not be available in the municipal youth work: financial and human resources
- Language barriers - Municipalities often cannot respond to calls for cooperation, cannot take part in projects initiated in English as language capacities within the public authority are limited
- Limits in availability - It is mainly officers responsible for youth who can be involved in activities / cooperation. Due to the nature of a youth officer's work, it is often not possible for

- them to be away from their office for a couple of days to take part in an activity, to get engaged in a process
- No proximity to direct internal decision-making - A youth officer in the structure of a local authority is usually not in a position to make decisions or pledge a commitment, which often makes a youth officer in a project less able to engage in processes, initiate change, involve partners etc.
 - Fluctuation - Staff and roles within a municipality often change more quickly than what the different initiated processes can adapt to, inconstancy in staff is a challenge in the cooperation with them
 - Limited resources - Time constraints - An officer dealing with youth issues at a municipality often is responsible for a couple of other fields (education, environment, sport, international issues, equal opportunities etc. - as mentioned above), youth issues will only be one of their focuses; but a Erasmus + project is time-consuming
 - Financial constraints - Budget allocations to youth issues are often scarce at municipalities or not flexible enough to adapt to the actual needs or support local initiatives – and Erasmus + projects do need additional funding
 - IT capacities – Applications have to be filled in online, insecurity of municipal youth officers/youth workers
 - Weak position of youth work in the municipality, but international European work take extra time; fear that “normal” work suffers
 - Remoteness of municipalities –
 - five day projects might last easily 7 days, since travel to the next international airport takes such long time
 - young people get to know the adventures outside, in the “big” world, and feel unsatisfied in the small remote municipality afterwards
 - The ideas of European projects might stand in contradiction with the aims of the municipal youth policy and youth work – getting people mobile vs. offering people opportunities to make them stay
 - Motivation of both, youth workers and young people, might not be sufficient.
 - In some municipalities youth work per se is not seen as important, but also the benefit of such European projects is not clear. Thus, there is no political interest in the municipality. Europe (Brussels) is far away, not only geographically but also far from understanding the local realities, and real needs. Furthermore, the image (and reality) exist, that European projects need too much bureaucracy.

Ideas / Plans from the Project Gallery

- European projects included in most of the countries, since the Erasmus+ programme is seen as essential. Here information campaigns, information tours or special offers online were mentioned
 - One of the main ideas is to enable and foster study visits, job shadowing and exchange of youth workers, youth officials and youth policy makers on a bilateral basis. Also models of practice should be provided
 - Training for youth workers/youth officials to enable them to use European/International programmes
 - Trying to get involved in the development of the next EU Strategy
-

6.2 The role and position in cross-sectorial cooperation

Outcomes from the kick-off event

Main messages

- Awareness and need of intra-sectoral cooperation was mentioned more often than cross-sectoral cooperation. In terms of connections and interlinkages, only vertical linkage between local and European level were mentioned. Nature of the interlinkages, roles and responsibilities of different

actors were not mentioned (youth work is a salad bowl – big variety of aspects in youth work; Bring different youth work areas together and set definitions)

- Often just a very vague and general idea exist that cooperation and cross-sectoralism is necessary and good. But no concrete partners are presented in a precise way, relationships between them were not described either.
- **Some examples for what is advised:** Advocacy, lobbying recommendations for quality education or youth workers; (sharing, exchanging good practices, different realities in local youth work (eg. urban-rural, different education, ...); Translator – connecting different groups; Better communication between youth work, formal and non-formal sector; Connected: culture-youth work-care-education-sports; partnership; communication, building bridges

Main message from "Learning to fly"

- The presenter suggested that youth work **needs to connect to other actors** and fields if it is to strengthen its position in power-games, in decision-making, and have a stronger say when it comes to allocation of resources. **Decision-making in contemporary democratic societies and power structures is essentially a game of finding allies, building coalitions, convincing others**, etc – hence building coalitions and finding allies is crucial part of gaining and exercising social and political influence.

Challenges and questions

- cross-sectoral cooperation is not seen as a crucial factor when it comes to providing support to young people. (The extent of its importance varies from no importance at all to notable importance though.

Ideas / Plans from the Project Gallery

- European team: Vertical intra-sectoral cooperation mentioned: support for networks as platforms for dialogue with national and European actors, local youth work providers. Improve dialogue between actors at different levels.
 - Belgium FR: Networks and lobbying mentioned. Intra-sectoral cooperation between different actors like Department of youth, JINT, VVSG and others.
 - Estonia: Cross-sectoral cooperation was mentioned: formal and non-formal education (INNOVE, NGOs, international partners). Intra-sectoral vertical cooperation was mentioned: cooperation with umbrella organisations (ENTK, EANK, ENK, Youth Agency)
-

Concluding remarks

Overall results of the mapping exercise tell us that there are diverse policy and legal frameworks for the development of quality youth work at the municipal level in the participating countries. However, **policy dimension of youth work at the local level** heavily depends on the ways in which the youth policy in general is managed at the higher layers of governance (regardless of the level of autonomy of the respective local entity).

In many cases however, **the knowledge and policy gaps** have been identified in regards to the specific **models of governance of youth work at the local level** as well as to the existing horizontal and vertical lines of responsibility in developing and supporting quality youth work at the municipal level.

The **knowledge base** also needs to be strengthened regarding **the national level policy frameworks** that define the role, institutional structure and resources of youth work at the municipal level. This especially refers to the existing models of good practice in implementing cross-sectoral cooperation and youth (work) mainstreaming.

Special attention should be also put on the role of **European stakeholders** that influence youth work at municipal level (European institutions, European Networks etc.) in regards to

their support to quality development of youth work related strategies and services at the local level.

Capacity building of the local stakeholders for efficient usage of the European funding schemes with the priority of local youth work is another area to be considered.

Like the youth policy approaches also the **organisation of youth work** at the municipal level shows a high degree of diversity, where in general the different national approaches are influenced by the a) the (in)dependency of local policy and administration of national and regional policy and administration in general, b) the strategic involvement of municipalities and cities in the organisation and implementation of youth policy, and c) the youth work tradition.

Thus, the **main actors of youth work** are employees of municipalities, NGOs commissioned to fulfil task in youth work, traditional youth work organisations – often youth lead, like scouts – but also clubs and organisations generally active in in other fields like culture, tradition, sport, social or environment but also working with young people.

Depending on the youth work tradition and the main actors are the **groups reached by municipal youth work** different; nevertheless, youth work is as open and accessible for all young people in a certain age group, and aims at social and personal development of the young person, inclusion in society, participation but also health provision and prevention are main goals. New dialogue groups for youth work are seen especially in disadvantaged groups, unemployed young people but also refugees or other groups in need of support.

A **main challenge** of youth work at the local level is in many countries the lack of recognition. Here good examples for active involvement of municipalities in national recognition strategies can be found. Parallel (and possibly interdependent) to the lack of recognition is the deficit regarding systematised forms of monitoring, accountability and quality development certifiable.

For further research on the youth work at the municipal level a quantitative research in cooperation with municipalities' associations or organisations of regions could be interesting (and probably realistic), identifying the offers of youth work in the single municipalities, compare them with existing regional and or municipal statistics (population, migration, economy, education, labour market) and to ask for needs of the municipalities to develop youth policy and youth work.

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Annex

I) Questionnaire for the National Agencies

The purpose of this questionnaire is to support the mapping exercise in identifying the policy, legal and operational framework of youth work at the municipal level in a European and national context. The information provided in the questionnaire should derive from official documents and supported by references. **Please provide your answers directly into this word document and send it to manfred.zentner@donau-uni.ac.at and cc: judit.balogh@jint.be until 31st March.**

The answers should provide only an overview; they don't have to be too detailed or too elaborate: The motto is quality not quantity. **But please, elaborate especially differences/contradictions between policies and realities in your country!!!**

Country: _____

A) Situation on administration / policy / youth (work) policy

Please describe the administrative structure of municipalities in your country.

2. Please describe the situation of youth in your country by desegregating the information according to the following criteria: a) How is youth defined by age range? b) Gender ratio, c) Are there big differences in the educational level? d) What about the territorial distribution of young people? e) Is migration resp. are minorities a big topic in your country? f) Urban/rural ratio, g) Socio-economic status.

3. Is there a national youth strategy (a youth law) (an overarching public document indicating the major direction of youth policy) in your country?

3. a) If yes, please describe if and how youth work is mentioned in the strategy.

4. Does a specified legislation on youth work exist in the country (national level legislation / municipal level legislation / etc.), and if so, how is youth work defined, what is its role, scope and task?

5. What is the level of autonomy of municipalities in setting priorities, defining local policies, creating local programmes? Please mark the expression most fitting for your country in the table:

The central government defines targets and sets programmes local governments should implement.	
The central government sets targets and indicators but municipalities are independent in creating local programmes and methods.	

Targets, indicators, programmes and methods are defined entirely at the local level	
other / varied:	

6. Which bodies (national or regional level) provide professional support concerning youth matters for municipalities? Indicate the lines of accountability of municipal youth policy?

7. Is it mandatory for municipalities to provide services for youth (e.g.: volunteering, participation, community building, exchange programmes), and if yes, how are they organised?

B) Youth work practice at the local level

8. Describe how youth work is frequently organised at the municipal level? Who are the main stakeholders of municipal youth work / youth services? Please describe the main trends that hold for most municipalities, refer to perceived differences!

8.a. Who are the main actors (e.g.: employees of the municipalities, volunteers, national/regional service providers, private business, religious groups, NGOs, sport clubs, etc.)? Please describe the main trends that hold for most municipalities, refer to perceived differences!

9. How are the actors and their work recognised? Please describe the main trends that hold for most municipalities, refer to perceived differences!

10. What are the main groups reached by youth work on the level of municipalities? (e.g.: boys, girls, unemployed youth, young people from migrant families, refugees, young persons with physical or mental disabilities, socially excluded, LGBTQI, etc.) Are there defined target groups for municipal youth work? Are there contradictions?

11. What are both the main aims and challenges of municipal youth work? Please, describe the main trends that hold for most municipalities, refer to perceived differences!

12. How is the monitoring, quality assurance and support of quality development organised at the municipality level? Please describe the main trends that hold for most municipalities, refer to perceived differences!

13. Please describe the main methods of funding of youth work at the municipal level (e.g. employment, funding, EU-programmes, EU-funds, ...). Please describe the main trends

that hold for most municipalities, refer to perceived differences!

And indicate the ratio of funding coming from different sources

	percentage
municipal level	
national level	
European level	
other (private sponsoring, foundations, etc.)	

C) Cooperation NAs - municipalities

14. Please describe the cooperation between municipalities and NAs. How many contacts does the NA have with municipalities yearly? What are the main concerns?

How many projects with municipalities / municipal youth work exist? How many in which programme lines?

How does the NA support municipal youth work?

What are the main challenges for NAs in cooperation with municipalities?

Thank you for answering the questions. Please send the document to: manfred.zentner@donau-uni.ac.at and cc: judit.balogh@jint.be.

II) Questionnaire for European organisations, institutions and networks

The purpose of this questionnaire is to support the mapping exercise in identifying the policy, legal and operational framework of youth work at the municipal level in European and national context. The information provided in the questionnaire should derive from official documents and be supported by references. **Please provide your answers directly into this word document and send it to manfred.zentner@donau-uni.ac.at and cc: judit.balogh@jint.be until the 15th of April.**

The answers should provide only an overview; they don't have to be too detailed or too elaborate: The motto is quality not quantity.

Organisation / institution: _____

The questions below refer to the experience, perception and opinion that were developed within your organization / institute concerning municipal level youth work.

- 1) Please describe the main methods of how your organisation is providing support for municipal youth work.
- 2) Please describe how you in your organisation perceive how youth work is frequently organised at the municipal level? Who are the main stakeholders of municipal youth work / youth services? Please describe the main trends that hold for most countries, refer to perceived differences!
- 3) Who are the main actors (e.g.: employees of the municipalities, volunteers, national/regional service providers, private business, religious groups, NGOs, sport clubs, etc.)? Please describe the main trends that hold for most municipalities, refer to perceived differences!
- 4) How are the actors and their work recognised? How does your organisation support the local/municipal recognition of youth work? Please describe the main trends that hold for most municipalities, refer to perceived differences!
- 5) What are the main groups reached by youth work on the level of municipalities? (e.g.: boys, girls, unemployed youth, young people from migrant families, refugees, young persons with physical or mental disabilities, socially excluded, LGBTQI, etc.) Are there defined target groups for municipal youth work? Are there contradictions?
- 6) What are both the main aims and challenges of municipal youth work? Please, describe the main trends that hold for most municipalities, refer to perceived differences!
- 7) How is the monitoring, quality assurance and support of quality development organised at the municipality level? Please describe the main trends that hold for most countries, refer to perceived differences!

Thank you for answering the questions.

Please send the document to: manfred.zentner@donau-uni.ac.at and cc: judit.balogh@jint.be.