Youth Work in the Context of Integration

Findings from interviews and fact-finding missions

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1. Introduction

This report was drawn up in the course of the project Youth Work in the context of Integration, which was implemented by the International Centre for Migration Policy Development (ICMPD), in conjunction with the Austrian Federal Chancellery, Family and Youth Directorate-General, between December 2018 and November 2020. This project was financed from the EU Structural Reform Support Programme (SRSP). The objective of this analytical report is to undertake a comparative analysis of governance, as well as of cross-sectoral cooperation in both fields – integration and youth work – on the basis of the Austrian provinces involved in the project: Upper Austria, Salzburg, Vorarlberg and Vienna. Further, this report presents and analyses the main findings from interviews, consultations and fact-finding missions to Belgium, Germany and Sweden, in the field of youth work and integration. Finally, it presents the main guidelines and trends for youth policy at the EU level in this context.

The large number of youths and young adults who came to Europe as refugees in the years 2015 and 2016 presented a challenge for both youth work and integration support services in Austria. At the same time, it demonstrated that despite the large number of existing youth and integration projects and programmes, there is scope for improving how these two fields are coordinated. This project was set up as a response to experience gained during this period. The objectives were to foster better networks among representatives of youth work and actors in integration, in order to establish greater knowledge and understanding in both policy areas of the approaches taken in each, and to improve the efficiency of coordination of all measures implemented by the various actors.

Both youth work and integration policy are cross-cutting issues, which cannot be restricted to a single field of action. In both policy areas, cross-sectoral cooperation is a central facet of policy development and practice on the ground. Success in both fields requires cooperation between various policy areas and levels, as well as participation from civil society. Therefore, the European Agenda for the Integration of Third-Country Nationals, for example, lays particular emphasis on close cooperation between the various levels of governance. “Effective integration can only be realised in partnership between the whole range of stakeholders such as the European institutions, Member States and national, regional and local actors,” is the position of this agenda, which recommends creating partnerships between national governments and regional and local authorities, as well as dialogue with stakeholder groups at all levels.

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1 In this report, the term “youth work” encompasses all measures, projects and activities to promote the development of young people in school and out-of-school settings and includes all institutions active in this field.

2 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: European Agenda for the Integration of Third-Country Nationals. COM(2011) 455 final
Cross-sectoral cooperation is also a key component of EU youth policy. As the Handbook on cross-sectorial cooperation financed by the Erasmus+ programme states succinctly:

"Public policies are successful when the decisions related to rights holders, and various social groups like young people, are made via a democratic process of discussion and the development of common proposals. Moreover, the decisions have to be taken at the level (for example, local, regional, national or international) where they are most efficient. Participation in decision-making and co-creation are the innovative trends in public management, which in the near future should become a daily practice."3

Cooperation across institutional and territorial borders fosters the development of new perspectives and ideas, by encouraging participants to blend their perspectives with those from other action areas. Cooperation also helps to avoid unnecessary duplication and leads to more efficient and more effective use of funds. There already is an established culture of cooperation between government and civil society in the youth and integration policy areas, but this culture could benefit further from increased cross-sectoral cooperation.

For this reason, this study has analysed existing forms of cooperation between these sectors and scope for improvements in this respect. The introductory section outlines the concept of multilevel governance, which provides the theoretical framework for this study.

Subsequently, the governance structures for integration policy and youth policy are described, along with the stakeholder landscape, based upon the situation in the four provinces covered in the project: Upper Austria, Salzburg, Vorarlberg and Vienna. These provinces were selected for the project because they are representative of the various types of Austrian provinces: Salzburg and Vorarlberg are relatively small provinces which have developed their integration support services and youth work in a highly autonomous manner. Meanwhile, since Upper Austria is a province with a large population, large surface area, and large number of district authorities, it is confronted by the usual challenges faced by such provinces. Finally there is Vienna, which as Austria’s only major city is subject to specific conditions for youth work and integration support services, and is characterised by super-diversity4. In the annex, there is a description of projects undertaken by the provinces, which illustrates the diversity of the approaches developed.

Subsequently, the framework conditions at EU level will be presented and relevant approaches of cross-sectoral cooperation in the fields of youth work and integration in selected EU countries will be presented. The study concludes with a series of recommendations.

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Methodologically speaking, this study is based upon three pillars:

A) Analysis of the academic literature (sparse for youth work in comparison with that for the subject of integration), relevant legal texts, and thematically relevant, publicly available documentation from institutional stakeholders in both policy areas. For Austria at the federal level, these comprise documents from the competent ministries and institutions, from the Ombudsman for Children and Young People, from the Austrian National Youth Council and from networks acting at federal level in the youth policy area. At the provincial level, we have drawn upon documents from the provincial offices responsible for youth or integration, external consultation and evaluation documents, and documents from NGOs active in these fields at the provincial level. At the European level, relevant documents from the European Commission and the Council of Europe have been drawn upon, as well as relevant documents from the institutions and organisations visited during the fact-finding missions.

B) Exploratory interviews on the subject of governance in the youth and integration policy areas with representatives of the competent ministries, experts, umbrella organisations and networks in these policy areas, as well as with representatives of provincial governments, NGOs, city governments and experts in the four federal provinces involved in the project. The purpose of the interviews was in particular to make a record of the institutions and organisations active in each policy area, to collect information on cross-sectoral organisational structures for cooperation, and to collect examples of cooperation. A total of 34 exploratory interviews were carried out and summarised or transcribed for evaluation purposes.

C) Reports from fact-finding missions in Belgium, Germany and Sweden. These reports provide insight into the experience gained with cross-sectoral cooperation in these three EU Member States and describe relevant organisational structures for cooperation and cooperation projects.

This study is rounded off with a chapter which summarises and makes comparisons and with recommendations for further cooperation between the two policy areas.
2. Austrian youth and integration policy as an example of multi-level governance

2.1 Introduction

In Austria, both youth and integration are organised as cross-cutting policy areas, which are developed at various decision-making levels (federal, provincial, municipal and town or city level, as well as at the level of the social partners with regard to labour-market aspects) and implemented in part with the involvement of, or on the initiative of, non-governmental organisations (NGOs) and other civil society institutions. The various decision-making bodies are authorised upon the basis of federal and provincial law, or by the appropriate administrative provisions at the federal, provincial and municipal, town or city level. Corresponding with these multiple decision-making levels, there are multiple levels of funding streams and instruments. The institutions acting on the ground have an obligation to report to various commissioning bodies, or are subject to the authority of various governmental units, due to the fact that they are assigned to different levels of the administration.

Given that the EU has no direct competence in either of these two areas, its role in both youth work and integration is restricted to creating incentives by awarding funding, and organising cooperation between Member States via the Open Method of Coordination.\footnote{Kröger, S. (2009), The Open Method of Coordination: Underconceptualisation, overdetermination, de-politicisation and beyond. European Integration Online Papers, Special Issue 1/Vol. 13, DOI: 10.1695/2009005}

This means that both policy areas demonstrate key characteristics of a form of regulation which is referred to in political science as multi-level governance. The most important elements of this concept are summarised below in a text panel; a more detailed presentation and discussion is to be found in Annex 1, along with references to the academic literature.

**Governance**

Unlike the term *government*, which describes the system for governing a country, *governance* is a process-oriented term which describes the cooperation of various stakeholders at different political and administrative levels; it distinguishes itself from conventional approaches to governing by openness to change and the involvement of diverse stakeholders. While conventional approaches to governing are defined by clear hierarchies and chains of command, governance is characterised by a juxtaposition of cooperation and the exercise of power without clearly demarcated domains; steering and control are not unilaterally executed by a competent institution; instead, they are interactive processes between collective stakeholders.
Multi-level governance

The concept of multi-level governance is an umbrella expression for various forms of polycentric political regulation and control processes, implemented by the collaboration of various institutional stakeholders on different hierarchical levels. In this context, a differentiation is made between two forms of multi-level governance:

• Type I describes regulatory systems which are based upon the interaction of nested levels, each with their own jurisdiction. There are clear demarcations between the levels, the boundaries of which are fixed and these levels regulate a diverse range of policy areas. A typical example of this are federally organised states, such as Germany and Austria.

• Type II multi-level governance describes regulatory systems which are characterised by the interaction of different institutional stakeholders in a common policy area. Cross-institutional cohesion is not created through a common jurisdiction, but rather by developing a community of practice which shares ideas about guiding paradigms and principles of practical action, and develops the authority to judge the accuracy of certain statements.

Participatory democracy

This expression describes the various forms of organised involvement of civil society stakeholders in decision making for various policy areas, and emphasises the democratic nature of the decision-making process, where there is participation by civil society.

The Democracy Cube described in detail in the Annex is a heuristic instrument for analysing the various forms of participatory processes, along three axes:

1) Participants
2) Communication and decision mode
3) Authority and power

The Democracy Cube describes a continuum ranging from conventional state-run administration without any involvement of external experts or stakeholders, via various forms of expert involvement and co-decision making, all the way to citizen participation processes, giving visibility to the many specific ways in which civil society stakeholders can be involved in the political process.

As a federal state with well-established involvement of the social partners in decision-making processes, in particular in labour market policy and social policy, Austria is an example of a multi-level system which long pre-dates the country’s EU accession. While there are constitutional arrangements for the involvement of the provinces, involvement of the social partners is achieved rather more via established negotiation procedures. Additionally, civil society organisations also have the opportunity – be it a much less favourable one – to make their voices heard within the framework of a consultative procedure on legislation.
The youth and integration policy areas have evolved through this multi-dimensional setting from the very beginning, even if there have been clear differences in the relevance of various levels; this means that the framework of competences in these policy areas is multi-dimensional and distributed across the various levels of the political and administrative system (federal, provincial and municipal levels).

2.2 Youth policy competences: organisational structure

2.2.1 Federal level

Youth policy and out-of-school youth work are cross-cutting issues shared between the nine provinces and the federal level; furthermore, they are also inter-ministerial issues, given that youth-relevant agendas are to be found across all ministries.

Competence for the portfolio for general youth issues and for coordinating youth policy lies with the Family and Youth Directorate-General of the Austrian Federal Chancellery. In order to establish youth policy as a cross-cutting issue, work began on developing a national youth strategy in 2012. The objectives of the Austrian Youth Strategy include to position out-of-school youth work as an important pillar for action in youth policy; to achieve visibility for the existing work being carried out for young people across all policy areas and action areas; and, to use this as a springboard for improving the coordination of measures between youth policy stakeholders.

In accordance with the Federal Youth Promotion Act, the work of youth organisations which are active across Austria shall receive funding from the Austrian Federal Chancellery. National networks such as the federal Network for Open Youth Work (bOJA), the Federal Network of Austrian Youth Information Services (Jugendinfos) and the Austrian National Youth Council (BJV) also receive funding.

The Austrian National Youth Council is defined in law as the advocacy organisation for all children and young people. Where the interests of young people are affected, the BJV enjoys equal status with the conventional social partners (such as the Austrian Federal Chamber of Labour, the Austrian Federation of Trade Unions, the Federal Chamber of Economy, the Conference of Presidents of the Austrian Chambers of Agriculture) and the Austrian Council for Senior Citizens: in these cases, the legislator has an obligation to consult the BJV. No less than 54 member organisations have a seat at the table and voting rights in the Austrian National Youth Council, whose members reach 1.5 million under-30-year-olds with their activities. For ten years, open youth work has been represented by the network bOJA (the Federal Network for Open Youth Work); BÖJI (the Federal Network of Austrian Youth Information Services) is the national association for all youth information service centres in Austria.

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6 Since the research for this report was carried out, the competent federal ministries in Austria have changed.

7 See https://www.boja.at/ (November 2019)
2.2.2 Province level

While it is the federal level which is tasked with coordination and management tasks, responsibility for implementing and shaping out-of-school youth work lies with the provincial and municipal levels. In the provinces of Carinthia, Lower Austria, Upper Austria, Salzburg, Tyrol and Vorarlberg, the obligation to protect children (mainly in respect of the UN Convention on the Rights of the Child) and to support young people is laid down in various ways in the provincial constitutions. There are no social policy objectives defined in the constitutions for the provinces of Burgenland, Styria and Vienna.

Even though the specific form varies from province to province, political responsibility is usually assigned to one or more members of the provincial government who have a department or unit assigned to them at the administrative level. The members of the provincial government responsible for the youth policy area and their staff meet with the competent federal ministry at the annual Provincial Youth Officers Conference, which is the most important coordinating body between the federal and provincial levels.

At the provincial level, there is a (Child and) Youth Advisory Panel to be found in most of the provinces, acting as an advisory body and involving the most important organisations which implement youth projects and support youth organisations. There are also umbrella organisations and province-wide networks for open youth work. The board of the federal Network for Open Youth Work is made up of representatives from these provincial networks.

The independent, province-level Ombudsmen for Children and Young People play a specific role: they have been set up to implement the UN Convention on the Rights of the Child. Firstly, they act as a point

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10 Provincial Constitutional Act of Styria 2010 (L-VG), LG LGBI. 77/2010 i.d.F. 115/2017

11 Constitution of the Capital City of Vienna (Vienna City Constitution – WSIV), LG LGBI. 28/1968 i.d.F. LG LGBI. 25/2018
of contact and advisory service on all children’s rights issues, be it for children, parents or institutions; they also mediate where conflict arises. Secondly, they carry out public relations work for children’s rights; they submit their opinions on draft acts at the provincial level; they lobby for children’s rights and publish position papers on issues in their field; they also arrange workshops and academic conferences. As a number of interviewees in all four provinces confirmed, the ombudsmen are invited to meetings and events relating to youth work.

Also particularly relevant to youth work are the boards of education in each province and the provincial offices of the Austrian Public Employment Service; generally speaking, both of these organisations are invited to those events and workshops which are relevant to youth work.

In the youth policy area, networking structures have also been long-established between the provinces. Particularly noteworthy are the annual meetings of the members of the provincial governments (Provincial Youth Officers Conference) and of high level civil servants with responsibility for youth issues.

2.2.3 Cities, towns, municipalities and regional organisational structures

At a municipal level, there are a large number of youth institutions which are either funded by the municipality alone or – in most cases – in conjunction with the province. It is often the case that the municipalities are also the contracting authority or funding body for institutions and projects maintained or run by civil society organisations, for open youth work or for projects organised by young people themselves.

The Municipal Codes enacted for the provinces of Burgenland, Lower Austria and Upper Austria include obligations for the municipalities which relate specifically to young people:

- The Municipal Code for Burgenland grants the municipalities the option of electing a Youth Councillor from among those elected members of the Municipal Council who are under 28 years old (see §33a). The Youth Councillor is tasked with supporting the mayor on youth related issues. If no Youth Councillor is elected, the mayor has an obligation to appoint a Municipal Youth Advisor.13

- The Municipal Code for Lower Austria obliges the municipalities of Lower Austria to appoint members of the municipal council for youth and for education (see §30a). These are appointed

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12 See https://www.kija.at/ (November 2019)
from among elected members of the municipal council and their role is to advise members of the municipal institutions on youth or education issues.\footnote{Lower Austria Municipal Code 1973 (NÖ GO 1973). LG LGBl. 1000-1 i.d.F. LG LGBl. 45/2019}

- The Municipal Code for Upper Austria obliges all municipalities in the province to set up a standing committee for youth, families, senior citizens and integration affairs, made up of elected members of the municipal council (see §18b).\footnote{Upper Austria Municipal Code 1990 (Oö GemO 1990), LG LGbl. 91/1990 i.d.F. 72/2019}

While this means that in these provinces, there is a legal obligation for youth affairs to be formally addressed in the municipal councils, municipal codes in the other provinces and the Vienna City Constitution\footnote{Carinthia General Municipal Code - K-AGO; LG LGBl. 66/1998 i.d.F. LG LGBl. 71/2018; Province of Salzburg Municipal Code 1994 – GdO 1994; LG LGBl. 107/1994 i.d.F. LG LGBl. 82/2018; Act of 14 June 1967, enacting a municipal code for the municipalities of the Province of Styria, with the exception of statutory towns and cities (Styrian Municipal Code 1967 – GemO); LG LGbl. 115/1967 i.d.F. LG LGbl. 29/2019; Act of 21 March 2001 on arrangements for municipalities in Tyrol (Tyrol Municipal Code 2001 – TGO), LG LGBl. 36/2001 i.d.F. LG LGBl. 82/2019; Act on the Organisation of Municipal Administration (Municipalities Act Vorarlberg), LG LGBl. 40/1985 i.d.F. LG LGBl. 62/2019; Constitution of the Capital City of Vienna (Vienna City Constitution – WStV); LG LGBl. 28/1968 i.d.F. LG LGBl. 25/2018} allow the municipalities or the city to decide freely which committees should be set up, if any. In these municipal codes, there is mandatory provision only for a monitoring committee.

2.2.4 Civil society organisations

In Austria, there are non-profit organisations, independent youth clubs and social organisations which provide services in the youth work field. Religious and party political institutions may also fulfil these roles. There are many Austrian sport and cultural associations, associations with a social welfare background and emergency services, which run their own children and youth sections or similar departments, so being active in youth work.

The activities and other youth work services provided are paid for through these organisations’ own resources (labour by volunteers, contributions in cash or in kind), self-funded (income from events and activities, membership fees, donations and sponsorship) and financed through third parties (grants from the public sector or from non-profit organisations such as the church and political parties). However, the most important funding bodies for out-of-school youth work are by far the municipalities, the provinces and the federal government.

2.3 Integration policy competences: organisational structure

Federal governance frameworks in Austria and the way that integration policy has developed over time – which has been strongly influenced by the provinces – reveal the integration policy area as a complex multi-level organisational structure. In this structure, the arenas in which policy can be shaped
interconnect at federal, provincial and municipal levels, with the involvement of social partners and civil society actors. At the federal level, integration policy measures such as integration courses or integration monitoring are clearly provided for in law, and their implementation is outsourced to a large number of service providers. By contrast, integration policy measures at province and municipal levels are soft policies to a greater extent: they deal with integration issues in existing institutions, such as schools, in youth work, or in the Public Employment Service Austria; alternatively, they concern the implementation of individual measures and projects in cooperation with civil society organisations.

2.3.1 Federal level

At the federal level, the Austrian Federal Ministry for Europe, Integration and Foreign Affairs (BMEIA) – Directorate-General for Integration 17 is mainly responsible for integration policy. This Directorate-General funds children and youth-related projects, under a children and youth package. In the year 2019, it provided funds to over 30 projects for children and youth across Austria. 18

The Directorate-General for Integration is also the main funding body for the Österreichischer Integrationsfonds (ÖIF – Austrian Integration Fund), which drafts and implements integration policy measures on behalf of the Austrian Federal Ministry for European and International Affairs and carries out public relations work on the issue of integration. The Austrian Integration Fund has a local office in all provinces, which in addition to running mandatory integration courses and implementing other integration measures for various target groups, is also responsible for day-to-day coordination with activities carried out by the provinces. The Austrian Federal Ministry for the Interior is the competent ministry for legal aspects of integration – in particular for issuing residency permits and for asylum procedures. The competent authority is the Federal Office for Immigration and Asylum, which reports to the Federal Ministry for the Interior.

An Independent Expert Panel for Integration has been set up to advise the federal government on integration issues and act as a competence centre and central driving force for integration processes; this panel is enshrined in the Austrian Integration Act. It is made up of acknowledged and experienced public figures, with experts from the youth policy area also taking part. 19

Also notable is the Integration Advisory Council, which meets twice a year and has been a key body for networking and exchange of information at a federal and provincial level since 2010. This council has been enshrined in the Austrian Integration Act since 2017 and it facilitates cross-competence networking and coordination, as well as reciprocal reporting between the members of the council on the status of the implementation of the National Action Plan for Integration (NAP.I.). The following are

17 Since the research for this report was carried out, the competent federal ministries in Austria have changed.

18 See https://www.bmeia.gv.at/integration/projektoerung/foerderschwerpunkte/ (November 2019)

19 See https://www.bmeia.gv.at/integration/expertenrat/ (November 2019)
represented on the council: the federal level (all ministries), provinces, the Austrian Association of Municipalities, the Austrian Association of Cities and Towns, the social partners and the Federation of Austrian Industries (IV), as well as the five largest NGOs. This makes the Integration Advisory Council an important forum for exchanging information among the provinces and with the federal level, as well as with other institutions active across Austria.

The Federal Ministry for Labour, Social Affairs, Health and Consumer Protection (BMASGK) is competent for all aspects of integration on the labour market. The Austrian Public Employment Service (AMS) reports to the ministry and is the employment office operating under public law across the federal republic; AMS responsibilities include issuing work permits. In addition to this function, AMS is also responsible for providing advisory services and training to the unemployed and so is a key institution for organising and running (job-related) language courses and further training programmes for Austrian and foreign job seekers. While the Austrian Federal Ministry for European and International Affairs and the Austrian Integration Fund integration measures are targeted specifically at immigrants support for migrants provided by AMS – with the exception of language courses – adheres to the principle of mainstreaming, meaning that this support is integrated into all measures targeted for the unemployed. In 2016, arrangements were laid down for recognizing foreign educational and professional qualifications in the Recognition and Evaluation Act drafted in conjunction with the Directorate-General for Integration.

In order to make it easier to obtain recognition of qualifications gained abroad, contact points for persons with qualifications obtained abroad have been set up in Vienna, Linz, Graz and Innsbruck. These contact points hold consultations at least once a week to advise clients from those provinces without their own contact point. The contact points are tasked with supporting qualified migrants in the process of having their professional qualifications recognised, under the Recognition and Evaluation Act. Additionally, there is an internet platform which has been set up by the Austrian Integration Fund (Anerkennungsportal, in English: Recognition Portal), which provides information and guidance on the procedure for recognition, evaluation and professional permits for those applying for their qualifications to be recognised. Data on these applicants is sent to the Directorate-General for Integration once a year, where it is used for analysis.

It is possible to apply for the recognition (nostrification) of a foreign university qualification as being equivalent to an Austrian bachelor, master, degree, or doctorate at any university or other institute of

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20 See https://www.bmeia.gv.at/integration/integrationsbeirat/ (November 2019)

21 Since the research for this report was carried out, the competent federal ministries in Austria have changed.


24 See https://www.berufsanerkennung.at (November 2019)
higher education which offers a similar Austrian qualification. The National Information Centre for Academic Recognition (ENIC NARIC AUSTRIA\textsuperscript{25}) which has been set up in the Austrian Federal Ministry for Education, Science and Research is competent for issues relating to the international recognition of academic qualifications and titles. There are simplified nostrification procedures in place for certain university qualifications from Bosnia and Herzegovina, Italy, Kosovo, Croatia, Liechtenstein, North Macedonia, Montenegro, Serbia and Slovenia, as well as from pontifical universities. If necessary, ENIC NARIC AUSTRIA can itself undertake an evaluation of the foreign qualification. For many employers, this indicates that the qualification is equivalent, but it does not entitle the bearer to use an academic title in Austria.\textsuperscript{26}

In Austria, responsibility for education is shared between the federal, province and municipal levels. The municipalities are responsible for pre-schools and primary schools; the provinces are responsible for lower secondary education (with the exception of the lower selective secondary schools, competence for which lies with the federal level). Competence for those schools which do not lead to the Austrian secondary education certificate and for vocational schools lies with the provinces as well, while the federal level is responsible for selective secondary schools and vocational upper/post secondary schools. The federal level is also responsible for tertiary education.

At the competent ministry – the Federal Ministry of Education, Science and Research – there are a number of departments responsible for integration issues, including integration of migrants. Department I/IV (Pre-School Education, Social Education and Integration in Pre-School) deals with “integration issues and language and inter-cultural education in pre-school institutions”,\textsuperscript{27} Department I/III (Language education, Diversity and Education of Minorities) includes Unit I/3a, which deals with “diversity issues and inclusive education, taking into account immigration/languages, gender, social background, disability/impairment, and support for gifted students”.\textsuperscript{28} There is an Ombudsman for Values and Cultural Conflict in Directorate-General I (General and Vocational Education).\textsuperscript{29}

\textsuperscript{25} See https://www.bmbwf.gv.at/studium/academic-mobility/enic-naric-austria/ (November 2019)
\textsuperscript{26} See https://www.nostrifizierung.at (November 2019)
\textsuperscript{28} Loc. cit., p. 32
\textsuperscript{29} Loc. cit., p. 28
2.3.2 Province level

Integration is not specifically laid down as a task of the province in any of the nine provinces. However, with the exception of the provinces of Burgenland, Styria and Vienna, provincial constitutions do contain general objectives, which include promoting solidarity between all groups in society. Thus, the issue of integration is also covered. In the constitutions for Burgenland, Styria and Vienna, the provincial parliaments are generally granted leeway to act upon any agenda for which competence has not been ceded to the federal level; this also includes activities in the field of integration, which are not covered by the federal government.

In all provinces, there is a member of the provincial government to whom political responsibility for integration is assigned. In order to align their policy positions, these ministers with responsibility for integration hold an annual conference on a given topic. At the administrative level in all provinces, there is an office or department responsible for integration; this is either an independent department in itself or a sub-division, e.g. (a sub-division of) the department for social affairs and integration or the department for citizenship. The following provinces have a detailed integration strategy specifying objectives and measures for the policy area of migration and integration: Carinthia, Upper Austria, Lower Austria, Tyrol, Vorarlberg, and Vienna.

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31 E.g. see the wording of the Tyrolean Provincial Constitutional Act of 21 September 1988 on the Constitution of the Province of Tyrol (Tyrolean Provincial Statute 1989) (LG LGBl. 61/1988 i.d.F. LG LGBl. 71/2019): “The Province of Tyrol, while safeguarding the common good, shall ensure the unimpeded development of the individual, support the ability of the residents of the province to help themselves, the activity of volunteers in the service of the community, and support solidarity among all groups in society, and shall allow smaller communities to manage all affairs which are wholly or mostly their own concern, where it is appropriate for such communities to manage such affairs with their own resources.” (Art. 7.1.)

32 In Vienna, the competent municipal department is Municipal Department 17 Integration and Diversity.

Austria (updated in 2018), Tyrol (updated 2019) and Vorarlberg. The Integration Strategy for the Province of Lower Austria approved in 2012 is no longer available on the province’s official website.

In 2011, the province of Styria based its integration policy on a Charter for Living Together in Diversity, which is similar to a strategy document; a Work Programme for Integration was also drawn up in 2016, which laid down specific action plans and measures. The City of Vienna has published a brief, five-point document on its website entitled: The Vienna Integration Concept.


In the following provinces, there is regular reporting on integration and evaluation of existing province integration policy: Upper Austria\textsuperscript{41}, Styria\textsuperscript{42}, Vorarlberg\textsuperscript{43} and Vienna; the latter published four monitoring reports between 2010 and 2017 on the topic of integration and diversity.\textsuperscript{44}

In addition to the integration officers at the provincial level and the administrative bodies reporting to them, the provincial boards of education are the key point of contact for integration issues relevant to school education. The provincial offices of the Public Employment Service Austria (AMS) are the key contact points for the labour market policy area, in the same way that the social affairs departments of the provincial governments are for social issues.

Similarly as in the youth policy area, there are networking structures in place among the provinces. One example of note is the annual meetings of the members of the provincial governments and high level civil servants responsible for integration issues.

### 2.3.3 Cities, towns and municipalities

A large number of cities, towns and municipalities are providing specific integration support services and have set up their own functions and bodies for the integration policy area. However, the most recent study available on this topic dates back to 2009.\textsuperscript{45} There is a lack of up-to-date sources providing exact information on the number of such cities, towns and municipalities. At that time, 20 cities and towns had their own integration officer and/or integration strategy.

There are no specific provisions on integration in the municipal codes\textsuperscript{46} enacted by the provincial governments, except in the cases of Upper Austria and Styria. According to §18b of the Municipal Code


\textsuperscript{44} See https://www.wien.gv.at/menschen/integration/daten-fakten/monitoring.html (November 2019)


for Upper Austria, all municipalities in the province have an obligation to set up standing committees for youth, family, senior citizens and integration issues, drawn from elected members of the municipal council.

Likewise, §38b–38e of the Municipal Code of the Province of Styria obliges all municipalities with more than 1000 registered non-EU citizens to set up an Immigrant Advisory Panel, elected by these citizens in accordance with the same rules as for municipal elections. This panel has the task of representing the interests of non-EU citizens in the municipality and to advise such citizens on all issues concerning them. The municipality has an obligation to grant the Immigrant Advisory Panel access to all necessary information for these purposes and to provide it with the venue and funds necessary for members to carry out their tasks. The Immigrant Advisory Panel meets at least once a year and is required to submit an annual report on the situation of immigrants in the municipality to the municipal government.

There are no studies or other information available on the number of Immigrant Advisory Panels elected or their activities. The Immigrant Advisory Panel for the City of Graz publishes activity reports and an overview of its work on the city website.

2.3.4 Civil society organisations

There are a large number of civil society organisations involved in implementing integration projects. The central actors are the regional offices of the big five social charities in Austria: Caritas, Diakonie Österreich, Hilfswerk, the Austrian Red Cross and Volkshilfe; on various scales, these charities provide support and training, extra tuition for school education and integration advisory services, on behalf of and with funding from the provincial governments. The provincial offices of the ARGE MigratInnenberatung migrant advisory service provide advice on labour and social issues; these offices are funded by the Ministry for Labour, Social Affairs, Health and Consumer Protection, together with the province in which each office is based.
Additionally, in each province there are a number of local associations which have either been active in the field of integration for some time, or were set up in response to the movement of refugees in 2015. Among these, the project bureau okay.zusammenleben in Vorarlberg represents a special case. This organisation has been set up by well-respected individuals; it carries out work on behalf of the Province of Vorarlberg – which provides the majority of its funding – and, in cooperation with the province’s Coordinating Body for Integration Affairs in the Department for Social Affairs and Integration, it develops guidelines and projects relating to integration policy for the Province of Vorarlberg.

52 A number of interviewees indicated that in Vorarlberg, the integration of refugees was made easier by the fact that there were a large number of small associations and projects active in integration in the municipalities, who welcomed the refugees and were able to apply their experience in the integration policy area. In the Province of Salzburg in 2015, some 20 municipal-level associations for integrating refugees were set up, which were called Municipality XYZ Helps Out and implemented integration projects on the ground.

53 https://www.okay-line.at/ (November 2019)
3. The political and institutional framework for integration support services and youth work in Upper Austria

3.1 The development of integration support services in Upper Austria – a timeline

As a highly industrialised federal province, Upper Austria has been a destination for labour migration for quite some time. Immigration has been concentrated in and around the urban areas of Linz, Steyr and Wels, reflecting where industries are located.

When integration support services were assigned to the member of the provincial government responsible for social affairs in 2001, integration policy was established within provincial government and allocated budget for the first time. The Integration Office was set up within the Social Affairs Department of the Office of the Government of Upper Austria with the task of implementing policy. The responsibilities of this Integration Office include: coordinating integration projects and initiatives in Upper Austria; funding and support for institutions and organisations which actively provide integration support services; networking, knowledge transfer and cooperation with regional, national and international actors and institutions in the field of integration; and public relations and awareness raising.

In 2005, the Institute of Societal and Social Policy at the Johannes Kepler University in Linz was commissioned to produce an Integration Report. This study was the starting signal for a two-and-a-half-year process to develop an Integration Strategy, with contributions from around 200 different stakeholders (provincial and municipal administration, civil society organisations, immigrant community organisations and academia) from the field of immigration, at a regional and provincial level; this process was completed in 2008 by the Provincial Government of Upper Austria, with the adoption of the Upper Austria Integration Strategy. This Integration Strategy includes the Upper Austria integration policy guidelines, along with strategic measures and specific recommendations.

The process of drawing up this strategy demonstrates a clear focus on involving academic expertise and local actors. Given the diversity of regional workshops and seminars and the involvement in discussions of not only major provincial, federal and local actors, but also civil society and immigrant community organisations, it can be said that this process clearly reflects the paradigm of multi-level governance. At the political level, the decision taken by the parliament of Upper Austria in 2009 to adopt this Integration Strategy has helped integration issues to acquire and maintain relevance.

55 Loc. cit., p. 12
Even while the Integration Strategy was still under development, it was decided that there would be an implementation process with regular Integration Reports every two to three years. The first Implementation Report on the Integration Strategy was published in March 2011. This report describes how administrative structures in the field of integration have developed, along with a summary analysis of the measures and projects implemented, based upon the action areas in the Integration Strategy. The report goes on to say that one core task for the Integration Office was to network with selected municipalities and draw up guidelines for integration support services in small and medium-sized municipalities.

The second Implementation Report from 2013 provides in particular an overview of the measures taken in each action area and the projects planned. The third Implementation Report from 2015 describes not only the demography of immigrants and the measures taken, but also gives a detailed description of the networking efforts so far and the framework for involving cities, towns, districts and municipalities, through the Regional Competence Centres for Integration and Diversity (ReKIS).

The evaluation report for the Integration Strategy was published in January 2018 and provided an important basis for revising the Integration Strategy.

The report emphasised efforts to dismantle structural barriers and support equal opportunities as a core element of the concept of integration for institutional actors and stressed the key, coordinating role of the Integration Office for Upper Austria.

3.2 Governance structure for integration support services in Upper Austria

In 2010, a central coordinating body for integration policy was set up within the Office of the Government of Upper Austria: the Intra-Office Network for Integration and Diversity Issues; this network is responsible for implementing the Integration Strategy in the administration and for ensuring the involvement of the respective operational units. The network meets regularly (between once a fortnight and once a month), meaning that there is ongoing communication with all


departments of the provincial government. The Executive Director of the Office of the Government of Upper Austria is responsible for chairing the network; operatively and organisationally speaking, it is coordinated by the Integration Office for Upper Austria. The Integration Office is the unit responsible within the Office of the Government of Upper Austria for coordinating integration projects and initiatives in Upper Austria, providing funding and support for language courses, institutions, organisations and associations which actively provide integration support services, as well as assisting municipalities on integration issues. Several interviewees emphasised that it is advantageous having the network embedded within the Executive Office of the Provincial Government, which is the highest level of the provincial administration. Additionally, making participation mandatory for all heads of department, and holding regular meetings at short intervals, contribute to making the network the most important instrument for coordination at a provincial policy level.

In 2011, the Intra-Office Network for Integration and Diversity drew up a concept for intercultural orientation and for increased intercultural openness within the Upper Austria provincial administration. This concept is linked with the Management and Strategy Concept for Results-Oriented Administrative Management drawn up by the Executive Office of the Provincial Government, which is to be implemented by 2021 and involves embedding integration as a cross-cutting issue in the provincial administration. The medium-term objective is to implement the concepts of integration, diversity and intercultural competence into the strategic process of defining goals, planning and control (ZPS-Prozess), launched by the Office of the Provincial Government in mid-2014. To this end, the general expression migration has been applied in the process of defining goals, planning and control in the Province of Upper Austria since that time; the group of objectives entitled Integration and Diversity have to be taken into consideration and featured at all levels for goal setting and planning purposes. In doing so, integration and diversity are to be taken into consideration as cross-cutting issues across all government activities.

The Upper Austria Integration Office is the central body for management at the interface between different organisations and bodies. It is responsible for ensuring that there is a free flow of information between those parties involved in the integration process, for providing momentum for the launch of integrated concepts for action and the support thereof, and providing technical guidance for specific projects and measures. The second Implementation Report defines the following bodies as key contact partners:


in institutional systems of key importance to integration and a regional institutional network (e.g. the Austria Public Employment Service (AMS), Regional Health Insurance Fund, Provincial Board of Education, adult education institutions etc.);

- the provincial government, including district authorities;

- municipalities (politics, administration, companies owned by or closely associated with the municipality);

- organisations with a focus on integration services;

- immigrant community organisations.

The Integration Office publishes the Implementation Report on the Integration Strategy annually, and additionally has published a range of brochures with practical information to help migrants find their feet in Austria.64

Integration Coordinators have been set up at each district authority by the provincial authorities in an effort to regionalise integration support services. By January 2014, there was a member of staff responsible for migration, integration and diversity issues at every district authority in Austria. Such District Authority Integration Coordinators are responsible for contributing to preparation for District Network Meetings (together with the Upper Austria Integration Office), for organisational coordination and raising awareness of migration and integration issues and of diversity in their own district authorities. Furthermore, the District Authority Integration Coordinators act as internal points of contact for migration, integration and diversity issues in their own districts, while playing a bridging role to the Upper Austria Integration Office.

In order to implement integration support services at the district level, District Network Meetings with local stakeholders were set up and take place every other year. These network meetings were tasked with determining the main areas for action based on an analysis of the status quo, and implement projects which have been approved together with local actors. Thereafter, monitoring and impact assessments formed the basis for appropriate adjustments.

In addition to setting up integration coordination at the district level, in 2014, the province appointed the two largest charities, Caritas and Volkshilfe, to act as what were known as integration promoters in the largest municipalities; their tasks were to initiate discussions on developing municipal integration services and to provide guidance for such discussions, as well as to link these activities with the work of the district coordinators and that of the Upper Austria Integration Office. In order to support these processes, in conjunction with the Johannes Kepler University Linz, the Upper Austria Integration Office has developed a bespoke course on providing guidance for regional and municipal integration processes (iKomp vorort). Due to the challenges arising from the movement of refugees

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64 See https://www.integrationsstelle-ooe.at/24_DEU_HTML.htm (November 2019)
during and post-2015, these integration promoters have been transformed into Regional Competence Centres for Integration and Diversity (ReKIs) in the districts. As was previously the case, coordination was shared between the two charities Caritas and Volkshilfe. A total of 15 Regional Competence Centres have been set up.\textsuperscript{65} They are responsible for being the first point of contact at the municipal level for advice on all issues regarding integration of immigrants, chairing local development processes and bringing together all the actors in the region.

The challenges arising for integrating refugees led to further developments in integration policy frameworks in 2016. One major element of this was when the Integration Office set up the “Network for Integration”; this network serves as an information hub and coordinating body for province-wide implementation of integration measures, particularly for refugees, and comprises federal, provincial and local authorities, as well as civil society organisations and charities. In 2017, together with the Network for Integration, the Integration Office drew up the Integration Masterplan, which envisages a three-level governance structure for the province’s integration activities.\textsuperscript{66}

- The Provincial Steering Group – the former Network for Integration – is chaired by the responsible member of the provincial government and in charge of coordinating federal and provincial authorities and civil society organisations, with political stakeholders and the Upper Austria Integration Office. It is responsible for province-wide coordination and planning. It meets once a fortnight and is headed by the member of the provincial government responsible for integration.

- The District Steering Groups, which are headed by the heads of the district authorities and coordinate municipalities, NGOs and regional institutions, and report to the Provincial Steering Group. Information garnered from the Provincial Steering Group is shared with the District Steering Groups, which are led by the heads of district authorities and in which all relevant local actors are represented. The Integration Coordinator, a position created in all district authorities in 2014, is responsible for ensuring implementation of the above.

- The Municipal Steering Groups are chaired by their local mayors and coordinate specific integration services with civil society organisations and institutions which have local offices in the municipalities. Given that the Municipal Code stipulates that every municipality establish an Integration Committee, such committees are the first point of

\textsuperscript{65} ReKIs have been set up for the following districts: Braunau, Eferding, Freistadt, Gmunden, Grieskirchen, Kirchdorf, Linz-Land, Perg, Ried, Rohrbach, Schärding, Steyr-Land, Urfahr-Umgebung, Vöcklabruck, Wels-Land. \url{https://www.integrationsstelle-ooe.at/5334_DEU_HTML.htm} (November 2019)

\textsuperscript{66} Land Oberösterreich (2017), Masterplan Integration des Oö. Integrationsressorts, (Upper Austria [2017], Integration Master Plan of the Upper Austria Department for Integration), p. 4 \url{https://www.integrationsstelle-ooe.at/Mediendateien/MASTERPLAN_INTEGRATION%20O%E4.pdf} (November 2019)
contact at the municipal level. In 2017, Municipal Steering Groups were set up in seven municipalities.

The following figure illustrates the regional governance structure for Upper Austria’s integration policy.

**Figure 1: Governance structure for integration support services in Upper Austria**

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67 Land Oberösterreich (2017), Masterplan Integration des Oö. Integrationsressort, (Upper Austria [2017], Integration Master Plan of the Upper Austria Department for Integration), p. 4 https://www.integrationsstelle-ooe.at/Mediendateien/MASTERPLAN_INTEGRATION%20O%C3%96.pdf , (November 2019)
The 2018 Master Plan from the Department for Integration, which was revised and particularly addresses refugee immigration,68 and the revised Integration Strategy 201869 confirmed the new organisational structures rolled out in 2016. The Integration Masterplan emphasises in particular the major importance of decentralising integration services: in Upper Austria, the municipalities are where integration mostly plays out, which means that increasing regionalisation – by developing the three-level governance model – represented significant progress.70 In addition, the Master Plan defines six key areas as pillars of integration (living together and orientation, learning German without delay, education, training and qualifications as key to integration, housing, labour market and work, integration where it happens – starting in the municipality) and refers to specific objectives and measures for achieving these goals.71 The Master Plan also emphasises the role of the Upper Austria Integration Office as the body responsible for overseeing integration support services in districts and municipalities.72

For the area of integration of refugees, the Province of Upper Austria provided support for setting up the platform Zusammen Helfen in Oberösterreich – Gemeinsam für geflüchtete Menschen (Helping Together in Austria – Joining Forces for Refugees), which was described by interviewees as being the most important hub in the field for coordinating civil society organisations with the province. Funded by the Province of Upper Austria, this platform covers all large civil society organisations which are actively involved in supporting refugees, runs a telephone helpline for legal advice and is involved in a large number of integration projects. Additionally, it carries out public outreach work on the topic of integration, organises clinical supervision for people caring for refugees and maintains the province’s pool of experts, which was set up by the Upper Austria Integration Office and the Regional Competence Centres for Integration and Diversity to provide experts on various issues to give presentations at a municipal level. Another core task of this platform is to organise regional conferences on integration, which facilitate the coordination of integration activities at a regional level.

The 2018 Evaluation Report on Integration Services in Upper Austria indicates that the three-level governance structure was very positively assessed in the focus groups held during the course of the

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72 Land Oberösterreich (2018a), loc. cit.; p. 27
evaluation, since this framework ensures involvement by the municipalities and province-wide coordination of integration on the ground. Additionally, the systematic and knowledge-based strategic approach taken by the Integration Office creates a clear framework for pragmatic solutions.\textsuperscript{73} The report also indicates that establishing a well-defined framework for competences at a provincial and district level has encouraged a number of large civil society actors to set up clearly defined competences for integration, in order to have qualified and authorised contact persons available to the authorities. At the same time, this has fostered relevant networking among civil society actors.\textsuperscript{74}

All interviewees emphasised the importance of regionalising integration support services to their own work on the ground. Above all, due to the regular network meetings at a district level and the work of the ReKIs, there had been a steady flow and regular exchange of information between the various authorities and NGOs. At the district level over recent years, there had also been a slow improvement in how immigrant community organisations were involved; although there was still room for improvement in this regard. The arrival of large numbers of refugees during and post-2015 had led to powerful mobilisation of civil society – following which around 80% of municipalities in Upper Austria welcomed refugees, bringing the issue of immigration to municipalities which had previously hardly been confronted by it at all. In this regard, the pre-existing regional networking framework had contributed a great deal to improving accommodation and care, but then reached its limits to some extent, since volunteer efforts had tailed off after a while.

A number of interviewees also mentioned the importance of the annual Provincial Integration Conference as an opportunity to network and hold meaningful discussions on the challenges specific to integration. Representatives from politics, administration, advocacy groups, NGOs active in the field and other, major organisations, along with experts participate in the conference. Since different topics are focused upon every year and academic lectures are given in conjunction with the actual conference and practical workshops, the conferences appeal to a broad range of actors. There are regularly between 200 and 300 actors participating in these conferences. In 2019, the 12\textsuperscript{th} Integration Conference was held on the topic of Integration through work... it’s what we make of it.\textsuperscript{75}

\textsuperscript{73} Güngör & Kratzmann (2018), loc. cit., p. 37
\textsuperscript{74} Güngör & Kratzmann (2018), loc. cit., p. 39
\textsuperscript{75} The Integration Conference reports can be found here: https://www.integrationsstelle-ooe.at/integrationskonferenz_DEU_HTML.htm (November 2019)
3.3 Youth work in Upper Austria

The Province of Upper Austria does not have a juvenile code of its own. General legal provisions concerning youth work are to be found in the Upper Austria Youth Protection Act, which among other matters, lays down the province’s obligation to support young people’s development (§1.2), as well as to make society aware of its responsibility to contribute to this (§1.5), and to implement the United Nations Convention on the Rights of the Child (§1.6).

A Provincial Youth Advisory Panel was set up by a 1998 decision of the Government of Upper Austria, tasked with advising the provincial government on all issues concerning youth. Currently 36 youth organisations belong to this panel, including issue-oriented organisations, such as the youth sections of the Austrian Alpine Association and the Volunteer Fire Brigade, alongside youth sections of political parties and religious communities. The Provincial Youth Advisory Panel meets at least twice a year; it is chaired by the Upper Austria Provincial Youth Unit, which is also where its offices are based.

The Youth Unit, which has been set up as part of the Office of the Government of Upper Austria, is the central coordinating body for youth work in Upper Austria. It coordinates youth work carried out by cities, towns and municipalities, publishes informational materials and brochures, regularly publishes studies on youth issues, and is the funding agency for youth work by cities, towns, municipalities and associations. Furthermore, it organises education and training measures in the youth policy area and arranges workshops and seminars on relevant subjects. Also noteworthy is the association 4Yougend, which runs the 4YouCard on behalf of the Youth Unit; this is the youth concession card for Upper Austria (the largest youth concession card system in Austria). 4Yougend also provides support for many large youth events for the Province of Upper Austria and acts as a regional office for EU youth programmes.

The Provincial Youth Unit is also responsible for the Regional Offices for Youth Services in Upper Austria, which are based in 14 of the province’s districts and three statutory towns and cities; it is stipulated in the Provincial Youth Protection Act that these local offices be set up. The local Youth Service offices are a service point for young people where they can receive information and advice on a broad range of issues, from job seeking to school and leisure activities. They are also the first point of contact for the municipalities regarding youth work and organise workshops and presentations for schools, youth centres, youth groups and municipalities.

As in other provinces, in Upper Austria the Ombudsman for Children and Young People (KJA) plays an important role in youth work. This ombudsman is invited to all meetings relevant to youth issues; additionally, there is a regular exchange of information as warranted at a staff level. As the head of the

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76 Upper Austria Provincial Youth Protection Act (Oö. Landesjugendschutzgesetz 2001 – Öö. JSchG 2001), LG LGBl. 93/2001 i.d.F. LG LGBl. 1/2019

Upper Austria Ombudsman stated, she was also regularly invited to networking meetings in the integration policy area and presented the organisation and its work at various events in the integration landscape.

The Upper Austrian statutory towns and cities of Linz, Wels and Steyr, as well as a number of other towns and municipalities have their own youth department in their town/city government, or youth committee in the city, town or municipal council. Additionally, the City of Linz has set up a youth advisory panel. For statutory towns, the Youth Services Offices in the districts are the central interface where youth work on the ground is coordinated with the province; at a government level, this coordination takes place as warranted between the Provincial Youth Unit and civil servants at a town or city level.

The central coordinating body for statutory education is the Board of Education of Upper Austria. This board is a member of the Provincial Steering Group for Integration and regularly works as warranted in cooperation with the Upper Austria Child and Youth Welfare Services, the Ombudsman for Children and Young People and the Provincial Youth Unit.

### 3.4 Cooperation between the youth and integration policy areas

The Upper Austria Provincial Government is appointed based upon the principle of proportional representation. This means that all of the parties represented in the provincial parliament (Landtag) are entitled to appoint a certain number of members of the government, depending upon their share of parliamentary seats, independently of whether they are in the majority in the parliament or in opposition. This also means that in Upper Austria, political responsibility for the youth and integration policy areas is shared between members of the government who are politicians from the majority parliamentary coalition, and politicians who are in opposition. Additionally, while the integration policy area has been assigned to a single member of the provincial government, that of youth is shared between four. Youth care and support services, with the exception of youth protection services, report directly to the provincial governor; coordination of child and youth welfare services with school-based social work is under the authority of the deputy provincial governor; child and youth welfare services and educational youth protection are under that of a member of the provincial

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78 See [https://www.ooe-kindernet.at/index.htm](https://www.ooe-kindernet.at/index.htm) (November 2019)

79 This state of affairs is only found in the federal provinces of Lower Austria, Upper Austria and Vienna. While in Vienna, those non-executive city councillors belonging to the opposition are not in charge of any government office, in Lower Austria and Upper Austria, opposition politicians also carry provincial government responsibility. See also the following example from the literature on the proportionality system (in German): Fallend, F. (2015), „Der Proporz muss weg“: Zu aktuellen Verfassungsreformdebatten in österreichischen Bundesländern. In: Europäisches Zentrum für Föderalismus-Forschung Tübingen (EZFF) (Hg.): Jahrbuch des Föderalismus 2015: Föderalismus, Subsidiarität und Regionen in Europa. Baden-Baden (Nomos), p. 278–292
government who belongs to one of the opposition parties; legal protection for minors reports to yet another member of the provincial government.

Interviewees from administration and NGOs cited both opportunities and challenges arising from this state of affairs: on the one hand, the broad distribution of responsibility for youth and the involvement of the opposition allow broad coalitions to be built on these issues; on the other hand, this situation makes it more difficult to reach decisions and to implement new ideas. In the area of youth policy in particular, this distribution of responsibility between governing and opposition parties increases the need for the administrative departments responsible for youth work to communicate and coordinate.

At the administrative level, it was reported that there was regular coordination on all issues which affect both policy areas between the youth and integration departments at the Office of the Government of Upper Austria. Often, the JugendService – as the district level organisation of the Department for Youth – was also included in this coordination, in order to ensure that the view of the districts was taken into account. The district centres of the JugendService are also represented on the steering groups and thus involved in district integration support services.

A number of interviewees emphasised the importance of the District Steering Groups for Integration and the Competence Centres for Integration and Diversity (ReKIs), which are based in the districts; these are key forums for organising cooperation between the integration and youth policy areas at a regional level. Given the significance of refugee support services over recent years, the ReKIs have been assigned an even greater role in embedding youth work into integration policy; they have also undertaken to involve the large civil society organisations such as Caritas and Volkshilfe, which are themselves also active in both policy areas. Youth institutions are not formally included in the District Steering Groups for Integration; however, since youth centres and youth facilities are either managed by the cities, towns, municipalities or NGOs, which are themselves involved in integration support services, networking takes place internally within these organisations. Interviewees mentioned that in the statutory towns and cities, coordination within these two policy areas takes place at a town or city level and with the provincial government via the Provincial Department for Youth and the Provincial Department for Integration. Here too, the support throughout the process provided by the ReKIs is particularly valuable to the municipalities during the development of integration projects; this ensures that stakeholders from the youth policy area are involved in the integration work connected to the municipalities.

The regular integration conferences held at a provincial level were also referred to by many interviewees as providing an important venue for networking; at these conferences, there are significant discussions between academia and those working at the coal face. Representatives from various youth work actors also regularly take part in these conferences. The Upper Austria Integration Award, which is presented on an annual basis, is another excellent opportunity for discussions to foster networking between the youth and integration policy areas.

However, a number of interviewees indicated that there are regional differences in how relevant integration issues are in youth work: while in the cities and in places with refugee reception centres or accommodation this issue has been highly relevant for quite some time, in more rural areas it tends to
play only a minimal role, so in such areas there is little connection to integration for youth work. That said, this has changed as a result of settlement of refugees: the youth work facilities available on the ground have provided a place for young refugees to have contact with other people. This has motivated youth centres to tackle issues of refugees and migration to a greater extent, and it has also led them to determine the need for training in related policy areas.

3.5 Desirable changes and improvements

Interviewees from both the youth and integration policy areas referred to a highly formal networking framework with a detailed concept of governance in the integration policy area, and rather more ad-hoc, yet still close-knit networking in the youth policy area. Cooperation between provincial government units was described as very good and efficient. At a regional level, it was the ReKIs in particular which acted as central networking hubs. However, the issue of integration varies extensively across regions: it is not a core issue in youth work in more rural areas, interviewees said.

Interviewees from the youth work policy area in particular referred to the often precarious situation regarding the funding for youth institutions and facilities, which makes long-term, sustainable youth work difficult. It can be observed that there has been a shift in responsibility for funding to the municipalities, which are not in a position to provide the necessary resources. One key desire for all interviewees from this policy area was sustainable long-term funding for youth work, although this issue may be being made more acute by the very high density of youth institutions requiring funding. For example, given that it has over 200 youth centres and youth clubs, Upper Austria is the province with the highest number of such facilities.

Some of the interviewees maintained that one of the reasons that close cooperation between the youth and integration policy areas is so typical is that in Upper Austria, major organisations that act as youth work providers are also active in the integration policy area. However, it would be desirable to have the diverse networking activities organised in a yet more structured manner, or to enable discussions on the issues to take place on a more continuous basis. The size of Upper Austria was often cited as a special challenge – journeys to meetings often required too much time; in this regard, developing digital communications infrastructure could be helpful.

Some interviewees cited the problem that it was almost impossible to apply for EU funds from the European Social Fund, except in the case of those integration projects related directly to the labour market. Generally speaking, alignment between the EU Social Fund and AMIF\(^80\) is poor, given that granting of funds under the ESF is overseen by the ministry responsible for labour and social affairs,

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and that under AMIF by the ministry responsible for integration\textsuperscript{81}; also, these ministries/the funds use different application procedures, making it difficult to acquire funding for projects involving cooperation. In general, it would be desirable to have greater support from the province when drawing up applications for AMIF projects, due to the heavy administrative burden when applying for funding.

\textsuperscript{81} Since the research for this report was carried out, the competent federal ministries in Austria have changed.
4 The political and institutional framework for integration support services and youth work in Salzburg

4.1 The development of integration support services in Salzburg – a timeline

The beginnings of integration policy in the Federal Province of Salzburg date back to the early years of the new millennium. In April 2006, Salzburg’s provincial parliament resolved to set up an advisory panel on integration. Then in 2007, the parliament requested that the provincial government launch the process of developing an integration strategy. That same year, an Immigration Unit was set up within the provincial administration (as part of the Department for Culture, Society and Generations). The Immigration Unit’s tasks included “the coordination of migration projects and initiatives with the aim of improving and facilitating integration; arranging funding and support from the Province of Salzburg for integration measures; establishing networks for collaboration, knowledge sharing and cooperation with both internal services and external cooperation partners; the preparation of expert information on migration, public outreach and awareness raising on the need for an active integration policy.”

At the end of 2008, the results of the strategy process were presented to the provincial government: the Integration Strategy for the Province of Salzburg, entitled *Immigrants in the Province of Salzburg: A Concept for Better Integration*. The measures implemented by the provincial authorities as a consequence focused on language training and on developing and strengthening intercultural competence. Funding allocated for advisory and counselling services was offered both for advice and support provided by Citizen Service Points in municipalities with a high percentage of immigrants and for counselling offered to immigrants by immigrant community organisations. Following the provincial state elections in 2013, the provincial government set up the Integration Advisory Council as an advisory body. This advisory body was founded in 2015 under the name Integration Platform.

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4.2 Governance structure for integration support services in Salzburg

The central coordinating hub for integration activities at the administrative level in Salzburg is the Youth, Generations and Integration Unit. Due to the fact that the policy areas youth and integration have been merged, the head of unit is responsible for both youth and integration matters. There has been a Track record for integration support services available on the unit’s website since 2015, which shows a wide variety of projects funded and initiated by the unit. The unit mainly exercises its governance functions in the Steering Group for Asylum and Integration, which is chaired by the competent government member of the province. This group is made up of representatives of all the relevant authorities and of the major NGOs active in this area; it convenes approximately six times a year.

Another significant network is Flight, Asylum, Integration; founded in 2015, it enables major civil society actors in this field to link up with the provincial authorities, and organises regional events with the province’s support.

This integration platform is the central body for coordination between the Salzburg provincial authorities and the relevant civil society organisations in the integration policy area. It comprises 13 members with voting rights, of which ten represent immigrant community organisations and three represent civil society institutions, alongside non-voting members from the Austrian Integration Fund (ÖIF), the Integration Office of the City of Salzburg and the Integration Unit of the Province of Salzburg. The platform’s meetings are held as warranted throughout the year (50 meetings in 2016-2017). It has set up working groups on various topics, advises the provincial government on integration matters, comments on topical issues and seeks to lend its voice to the immigrant community.

Other major actors in this field, which the province’s Integration Unit involves in work on relevant issues or projects, are the Integration Officer of the Board of Education of the Province of Salzburg and the provincial office of the Austrian Public Employment Service (AMS).

The Province of Salzburg established 2019 as the year of dialogue (Dialog 2019). This initiative, which was launched by the Youth, Generations and Integration Unit, was inspired by the idea of overcoming the polarisation characterising the discourse on integration and setting the stage for a broad societal debate on the issue. The intention was to include as many people as possible with as varied experience.

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88 See https://www.salzburg.gv.at/themen/gesellschaft/integration/information/leistungsbilanzen (November 2019)


90 See https://www.bildung-sbg.gv.at/organisation/integrationsbeauftragte/ (November 2019)
as possible in this exchange, in order to collect diverse opinions, develop ideas and formulate possible solutions. For this purpose, dialogues were organised in various parts of the province.\textsuperscript{91}

Not only the Province of Salzburg, but also the City of Salzburg has set up an Integration Office. In 2006, the city tasked the consultancy Hafelekar and the Immigrant Centre Tyrol (ZeMIT, Zentrum für Migrant/innen in Tirol) with developing an Integration Concept for the City of Salzburg. Taking into account the responsibilities and resources of the City of Salzburg, the concept defines guidelines, objectives and measures for five central policy areas: labour and economy, participation – politics – administration, training and education, culture – youth – housing, and social security – health – care services – preventive health care. While the political responsibility for integration rests with the competent councillor of the City of Salzburg, the city Integration Officer is the central point of contact at the administrative level.\textsuperscript{92} The Integration Officer is part of a joint structure, the Citizens’ Service of the City of Salzburg, which posts its annual reports on its website.\textsuperscript{93}

\section*{4.3 Youth work in Salzburg}

The Province of Salzburg Youth Act\textsuperscript{94} sets the legal basis for the province’s youth policy. The act defines the responsibilities and principles for youth support services, establishes the Youth Advisory Panel for the Province of Salzburg and lays down a number of provisions for the protection of young people. At the political level, competence for youth affairs rests with the member of government responsible for housing, childcare, science, integration, women, youth & generations, families, adult education and public libraries.\textsuperscript{95}

The provisions on the advancement of young people include an obligation for the province to support youth work carried out by youth organisations and municipalities, in particular by youth centres; they also specify that an advisory and information service should be set up for young people in every district. The Youth Advisory Panel, which has been established at the Office of the Government of Salzburg with the task of advising the provincial government, includes representatives of youth organisations active in Salzburg as well as representatives of youth centres and youth clubs; representatives serve

\textsuperscript{91} See https://www.salzburg.gv.at/themen/gesellschaft/integration/dialog2019 (November 2019)

\textsuperscript{92} The Citizens’ Service of the City of Salzburg pools the services of the Officer for Women’s Affairs, the Integration Officer, the Youth Officer and the Officer for People with Disabilities.

\textsuperscript{93} See https://www.stadt-salzburg.at/internet/politik_verwaltung/buergerservice/beauftragtencenter_332996/beauftragtencenter_311244.htm (November 2019)


\textsuperscript{95} See https://www.salzburg.gv.at/pol/landesregierung/klambauer (November 2019)
for three years. The advisory panel’s activities are organised by the Youth, Generations and Integration Unit at the Office of the Government of Salzburg. Its responsibilities include:

- drawing up opinions before funding rules are adopted or amended;
- drawing up comments on draft laws or ordinances which concern children or youth;
- organising joint projects with and for children and youth;
- setting major specific objectives for youth support services;
- sharing and producing information about events, campaigns and projects being carried out by children’s and youth organisations and youth centres.\(^{96}\)

At the government level, the Youth, Generations and Integration Unit at the Office of the Government of Salzburg is the central hub for the province’s youth policy. This unit is the central awarding body for funds provided to associations and municipalities and for support given to youth organisations represented on the Youth Advisory Panel. Furthermore, it organises further training courses for youth workers, as well as workshops and conferences, and publishes brochures and information leaflets on various issues. Due to the fact that the youth and integration policy areas have been combined in the same unit, coordination between them has been institutionalised at the government level, and the head of unit is the central contact person for both youth and integration affairs.

When it comes to implementing specific projects in practice, an association set up by the province, known as *akzente Salzburg*, plays a central role.\(^{97}\) This association was created in 1986 as the basic organisational structure for youth work in the province at the suggestion of the provincial government, because an association enjoys greater flexibility in its actions than an authority. Its board includes representatives of provincial authorities, the City of Salzburg, districts, education authorities, police and the Austrian Public Employment Service (AMS). It thus serves as a central communication hub for the relevant public-sector bodies in the youth policy area.\(^{98}\) The association is financed by the Province of Salzburg and is the central player for implementing provincial youth work. Several interviewees emphasised the advantages of connecting the institutions represented on the board through top-down communication channels, as this allows for faster and more efficient cross-sector cooperation.

The association headquarters are in the City of Salzburg, with regional offices in the five sub-regions of the province (Flachgau, Lungau, Pongau, Pinzgau, Tennengau). It also operates a youth information point (*akzente Jugendinfo*) in the City of Salzburg, on behalf of the province. The regional offices

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\(^{96}\) See https://www.salzburg.gv.at/themen/gesellschaft/jugend/landesjugendbeirat (November 2019)

\(^{97}\) See https://www.akzente.net/home/ (November 2019)

\(^{98}\) Outsourcing youth work to an association is also advised in light of the provisions of the Austrian civil servants legislation. Civil servants are obliged to report any breach of law; in youth work, this factor would put a severe strain on efforts to build relationships of trust with young people.
coordinate regional youth work undertaken by municipalities and local associations on the ground and form a bridge to provincial youth work.

As the central implementing body for the province’s youth policy, the association’s responsibilities include both implementing and coordination tasks. Its main responsibilities are:

- acting as a point of contact for municipalities on youth issues;
- managing and supporting development of youth projects;
- organising youth meetings at district and regional level;
- providing support for setting up regional youth platforms;
- setting up networks among youth institutions;
- carrying out youth studies.

Being the competent specialist body for the prevention of drug dependence, the association also offers further training for educators, youth workers, people working in apprenticeship training, etc. Its cultural affairs unit is a point of contact for organising cultural projects for young people, providing information about workshops and facilitating exchanges between theatres and young people, in addition to running the Erasmus Youth in Action agency. In the field of education and participation, the association offers a basic training course for out-of-school youth work.99

The Board of Education of the Province of Salzburg100, the Salzburg Ombudsman for Children and Young People101 and the Salzburg youth department of the Austrian Public Employment Service AMS102 should also be mentioned as relevant actors in the youth sector.

4.4 Cooperation between the youth and integration policy areas

Having one and the same member of the provincial government competent for both youth and integration matters and having both policy areas combined in a single unit of the Office of the Government of Salzburg, ensures coordination at the political and administrative levels of the Province of Salzburg. In actual practice, youth work in the province is mainly coordinated by the association akzente Salzburg, which has been set up by the provincial authorities for this purpose. The

100 See https://www.bildung-sbg.gv.at/ (November 2019)
101 See https://www.kija-sbg.at/0/0/nc/home/kija-sbg.html (November 2019)
102 See https://www.ams.at/regionen/wien/geschaeftsstellen/ams-jugendliche#salzburg (November 2019)
association’s unit for youth work at regional and municipal level\(^{103}\) provides advice to municipalities and local associations on developing and implementing youth projects. In the integration policy area, there is no comparable degree of decentralisation at the level of the five sub-regions: in this area, the Integration Unit coordinates cooperation with the districts and the municipalities, with the platform *Flight, Asylum, Integration* acting as an event organiser on a regular basis.

In the City of Salzburg, both policy areas have their own institutional framework within the Citizens’ Service, which includes both a youth officer and a diversity officer, with a high degree of coordination between the two, as both of them work together in the same organisational unit and in the same building. The City of Salzburg diversity officer is a statutory non-voting member of the province’s Integration Platform, ensuring a direct link with one of the province’s key institutions for advice and coordination in the integration policy area.

Several interviewees emphasised the significance of the association *akzente Salzburg* as a networking hub for regional youth work. They stated that, being a province with a relatively large area, the challenges faced by Salzburg in the youth sector vary a great deal, and in 2015-2016, the sub-regions were affected to varying degrees by the need to organise accommodation for refugees. In this context, the local offices of *akzente Salzburg* played a vital role in ensuring coordination between youth work and integration support services, a task that was simplified by the limited number of local actors and the fact that they usually knew each other in person.

Interview partners also stressed that meetings organised on an ad-hoc basis by the district authorities to discuss the organisation of accommodation for refugees and the topic of integration also served as important forums for coordination.

Interviewees described practical cooperation between youth work and integration support services as well-developed and characterised by short lines of communication. Since Salzburg is a relatively small province the institutional structures for both policy areas are manageable in terms of size and numbers, and most actors know each other personally from events or workshops. These personal contacts intensified over the course of the refugee movements of 2015-2016, when an increased number of workshops on traumatisation and intercultural communication were organised in the youth sector. In those municipalities and districts that provided shelters for refugees, local youth centres and facilities were asked to contribute to the support services offered to young refugees. While, in many cases, this brought them to the limits of their capacity, it also led to stronger connections with the field of integration.

Most interview partners did not think that more formalised connections between the youth and integration sectors were necessary, adding that informal ways of networking as needed produce faster

and better results. They added that the infrastructure made available by the association *akzente Salzburg* ensured close links to the integration sector and was able to provide support when needed. Representatives of a streetwork association added that from a professional point of view, youth work and integration support services need to have a degree of separation in organisational terms as well as for other reasons. After all, young people need spaces where they can cross the boundaries imposed on them by their communities of origin and this might not be possible if cooperation between the two fields were too close.

### 4.5 Desirable changes and improvements

Most interviewees highlighted their main concern as being the unstable funding situation facing youth projects and, in particular, projects in the refugee sector. In some youth centres, the fact that the number of users had risen following the arrival of refugees resulted in a massive burden for staff, since the staff/user ratio was not increased to match the considerably higher number of users, and no funding was available to increase the available space. Additionally, most youth workers had not been trained to work with traumatised youth, and although appropriate training is now being provided, too few courses are available. Furthermore, basic training for social workers does not cover these issues either.

Interview partners pointed out that as part of a general trend, youth institutions are now increasingly financed at a local level; however, municipalities often do not have the necessary funds, which has led to youth work becoming increasingly precarious. As a consequence, the number of trained social workers who are willing to accept a job in youth work is declining steadily and youth workers’ average level of qualifications is decreasing as a result.

As regards cooperation with schools, there were marked differences in opinion. Some interview partners noted that good cooperation is ensured by the fact that the Board of Education of the Province of Salzburg is represented on the board of *akzente Salzburg*, while others referred to specific practical problems that they had encountered in their cooperation with schools. For example, representatives of open youth work are not very welcome in some schools, while other schools are happy to work with them. Cooperation depends too much on the position of the head teacher and therefore, more structured cooperation would be desirable.

Several interviewees from the youth sector would like to see better coordination of initial and further training for youth workers; migration and integration should be a compulsory part of basic training modules and not offered only as further training, as is presently the case.
5 The political and institutional framework for integration support services and youth work in Vorarlberg

5.1 The development of integration support services in Vorarlberg – a timeline

In the case of Vorarlberg, the beginnings of an integration policy in its own right date back to the 1990s. Momentum first came from the sphere of culture in 1991, when more than 150 projects and events around the subjects of migration and cultural diversity were organised under the newly launched programme *KultUrsprünge*, which had been set up with the support of the province’s Cultural Affairs Department. After these initial efforts from the province’s cultural sector, the political level followed in 1995 by publishing the first Integration Report; however, this report was drawn up mainly with security policy issues in mind. It was the first time the province had produced a general overview of the subject and defined it as a policy area. That said, the issue was handled with a mostly reactive approach, and the report did not include any specific measures or strategies.

The next step towards establishing integration firmly on the agenda was taken in 2001/2002, by the town of Dornbirn, which was the first Austrian town or city to develop an integration strategy, thus, giving a clear signal that integration services were becoming increasingly professionalised. This integration strategy was inspired by that of the city of Basel (adopted by the government of the Canton of Basel-City and referred to as an *integration model*), which in 1999 had become the first city in Europe to draw up an integration strategy. The same authors also worked on the integration strategy for Dornbirn. The Dornbirn strategy resulted in a wealth of recommendations and in the creation of a unit for integration services within the town’s administration; additionally, it encouraged several other municipalities to establish their own dedicated organisational structures. As a consequence, several other towns and municipalities also developed their own integration strategies or similar guidance documents.

From an analytical point of view, these strategy processes served several fundamental purposes: they provided a framework for actors from politics, the administration, the education sector, social welfare institutions and civil society to develop a consensus on how to address this issue and how to reach a common basic understanding across various institutional structures and professional contexts. Furthermore, in line with type II multi-level governance, these processes provided a test track for new forms of cooperation between public institutions and civil society.

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It was this bottom-up process which prompted the federal province to reorganise the governance structure in place for the integration policy area. In this context, the provincial government decided to make recourse to a model of cooperation between public administration and civil society associations, tried and tested in the area of social policy since the 1980s. At that time, Vorarlberg had set up the Institute for Social Services, thus becoming a trailblazer for public private partnerships in the area of social services in Austria. The province tasked the association Aktion Mitarbeit, which previously had been working in the labour market sphere, to set up a Project Bureau for Immigration and Integration, called okay.zusammenleben (okay.livingtogether).

The Project Bureau for Immigration and Integration okay.zusammenleben has since become a knowledge and competence centre, which has supported the development of a wealth of specific actions implemented by municipalities, educational institutions or civil society organisations in municipalities and in education. In 2006, the Province of Vorarlberg set up a Coordinating Unit for Integration Affairs as a point of contact at the provincial government level. In 2008, in order to further improve coordination between the political level, administration and civil society, the provincial government established an integration conference, which was to be held on a regular basis, as well as a cross-party steering group; this was followed up in 2010 with an Integration Committee. Finally, that same year, all the parties represented in the provincial parliament (Landtag) adopted the province’s Integration Strategy, which has since served as the programmatic foundation for the province’s integration policy.

5.2 Governance structure for integration support services in Vorarlberg

The public administration in Vorarlberg, which is a small federal province both in terms of size and population, is characterised by diverse forms of cooperation between the provincial authorities and towns, municipalities and districts.

At the level of the provincial administration, integration has been established as a policy area since 2006. Between 2006 and 2010, integration affairs were embedded in the Department of the Interior and Security, before being transferred to the Department of Social Affairs and Integration in 2010 as what is now known as the Coordinating Unit for Integration Affairs. The Project Bureau for Immigration and Integration okay.zusammenleben, which was set up in 2001 with support from the province, assists with the development and implementation of specific integration measures on behalf of the provincial government.

The Vorarlberg Integration Strategy, which was approved by unanimous vote in the provincial parliament in 2010, also lays down the distribution of responsibility between the province’s Coordinating Unit and the Project Bureau okay.zusammenleben: the Coordinating Unit works mostly within government, in order to establish integration as a cross-cutting matter across departments (mainstreaming approach), carrying out a management and coordination role and acting as an interface with external partners. Meanwhile, the Project Bureau okay.zusammenleben compiles technical expertise, develops integration programmes and specific measures and is involved in
awareness raising, knowledge transfer and monitoring activities in the integration policy area, thus providing a forum for reflection for all actors in the sector.

Following the adoption of the Integration Strategy in 2010, the parties represented in the provincial parliament also resolved to set up a cross-party Steering Group for Integration and Migration and an Integration Committee.

Another body established through the Integration Strategy is the annual Integration Conference. The conference acts as an interface and a forum for dialogue between the various actors in the integration policy area, be they from politics, the administration or civil society. Each annual conference is organised around specific priority issues and follows a broad invitation policy. In 2018, the priority issue for the 14th Integration Conference was Living and Working Together in Diversity, whereas the 2011, 2012 and 2013 editions focused on the issue of youth. The Integration Strategy also defined other areas relevant to integration policy in seven fields of action. However, in line with the mainstreaming approach taken, these areas are outside the remit of the Coordinating Unit for Integration Affairs.

In addition to the institutions set up at provincial level, many towns and municipalities have also been active in the integration policy area. In their evaluation of the Vorarlberg Integration Strategy in 2015, Güngör and Perchinig concluded that judging from the high number of integration strategies and dedicated institutions and committees in towns, municipalities and institutions, no other federal province in Austria has followed such a distinctively bottom-up approach.

In addition to the institutions that exist across all federal provinces such as the Austrian Public Employment Service (AMS) and the boards of education, other important stakeholders in the area of integration include pre-schools, which are mainly run and thus managed by the municipalities or towns themselves; the Institute for Social Services (ifs), whose services include youth counselling; integra Vorarlberg, which provides labour market services, including those for the long-term unemployed; and in the area of adult education, the Vorarlberg branch of the BFI vocational training institute (among others), which organised courses on behalf of the Austrian Integration Fund (ÖIF) together with the adult education centres VHS and WIFI (the further training institute of the Austrian Economic Chamber) up until 2019. Caritas Vorarlberg is the most important provider of support services for

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108 2011: Young people and the contexts of their lives – a change of perspectives; 2012: Growing (up) in Vorarlberg – The situation of the second generation; 2013: The transition from school to work.
110 Güngör & Perchinig (2015), loc. cit.; p. 35; an overview is also available on this website (in German): https://vorarlberg.at/web/land-vorarlberg/contentdetailsseite/-/asset_publisher/qA6AJ38txu0k/content/staedtegemeinden-regionen?article_id=296110 (November 2019)
refugees and asylum seekers, alongside the Institute for Social Services, which runs several UMR sites and coordinates social work in schools (on behalf of the Child and Youth Welfare Service).

As described above, the Project Bureau for Immigration and Integration okay.zusammenleben acts as the central hub for organising cooperation between the province, the municipalities and NGOs. It also plays an important role in mainstreaming processes and drives innovation in the integration policy area: this organisation takes it as read that activities and measures are developed with a view to sharing them with partner organisations, public administration and/or civil society. Knowledge transfer sessions are organised on a regular basis expressly for this purpose, in order to share okay.zusammenleben’s know-how with other institutions.

5.3 Youth work in Vorarlberg

The Children’s and Young Persons’ Act of the province of Vorarlberg is the legal basis for supporting youth work in Vorarlberg. This act obliges both the province and the municipalities to support open youth work in Vorarlberg. It is required by §7 of the act that the province establish a Children’s and Youth Advisory Panel, with representatives of children’s and youth organisations, as well as an umbrella association to bring together organisations doing open youth work. The Children’s and Youth Advisory Panel is managed by the Office of the Government of Vorarlberg.

At the administrative level, the unit responsible for youth work in Vorarlberg is the Operational Unit for Youth and Family (within the Department of Pre-School Education, Schools and Society, Group IIa). In addition to being the Provincial Youth Unit, this unit is also responsible for managing youth policy, acts as a service and coordination office and is the managing body for the Youth Advisory Panel. The province also provides funding and support to many organisations providing out-of-school youth work, such as youth organisations, youth clubs and youth centres. Additionally, the Operational Unit organises its own Vorarlberg-wide events (e.g. the Young People’s Oratory Competition or the Youth Projects Competition). Very often municipalities also have their own dedicated youth agendas, and many towns have appointed a youth coordinator.

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111 Unaccompanied minor refugees
112 Gesetz über die Förderung und den Schutz von Kindern und Jugendlichen (Kinder- und Jugendgesetz) (Act on the Promotion and Protection of Children and Young Persons [Children’s and Young Persons’ Act]). LG LGBl. 16/1999 i.d.F. LG LGBl. 63/2018
113 See https://vorarlberg.at/web/land-vorarlberg/contentdetailseite/-/asset_publisher/qA6Ajl38txu0k/content/jugendredewettbewerb?article_id=192179 (November 2019)
114 See https://vorarlberg.at/web/land-vorarlberg/contentdetailseite/-/asset_publisher/qA6Ajl38txu0k/content/jugendprojektwettbewerb?article_id=1191969 (November 2019)
115 See https://vorarlberg.at/web/land-vorarlberg/contentdetailseite/-/asset_publisher/qA6Ajl38txu0k/content/jugendreferate-in-vorarlberg?article_id=194618 (November 2019)
Open youth work is characterised by a large number of stakeholders of different sizes which, as a rule, are tied very closely to their specific location in a town or municipality. These open youth work venues are funded 65% by their municipalities and 35% by the Province of Vorarlberg; 10% of their budget has to be generated by their own activities. Particularly in larger towns and regions, open youth work is characterised by a socio-spatial focus, and providers attune their provision to the regions and cover various fields from integration, education and training activities through to youth work, social work, or prevention services. Particularly in larger towns, services offered include mobile youth work and outreach work. Taktisch klug, a service organised by koje (Coordination Office for Open Youth Work, see below) and financed by the Vorarlberg Social Fund and which comprises the providers of open youth work, provides support for developing and implementing regional services offered across Vorarlberg.

In 2004, an umbrella association for open youth work providers was set up in Vorarlberg, the Coordination Office for Open Youth Work, or koje (its predecessor, the Umbrella Association of Leisure Centres in Vorarlberg, had existed since 1977). As the local equivalent of – and one of the founding members of – bOJA, the Federal Network for Open Youth Work, the Coordination Office acts as a coordination hub and service centre for its members; engages in awareness raising and public outreach work; and provides quality assurance, concomitant research and further training, e.g. through various expert working groups. Koje initiates and supports projects and its tasks include establishing regional, national and international contacts.

As a competence centre for open youth work, koje also coordinates the allocation of funding: in an unparalleled approach, Vorarlberg is the only federal province in Austria to provide for a very close structural link between youth work and (youth) social work and prevention work (anti-radicalisation, anti-violence and anti-bullying initiatives). Since 2007, the Social Fund has made funding for violence prevention programmes available to youth work providers. An awarding body composed of the management of koje, representatives of the Child and Youth Welfare Service and representatives of the Ombudsman for Children and Young People is responsible for awarding the grants. Koje’s board assists youth work providers to submit and plan projects, organises the exchange of expertise in a dedicated working group and documents project outcomes. Activities in the areas of deradicalisation and prevention of extremism came under a specific funding priority, with the awarding body composed of representatives of the Ombudsman for Children and Young People, koje management and the head

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117 See https://www.taktischklug.at/ (November 2019)


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of open youth work services in the town of Dornbirn. There were open youth work organisations among the successful applicants.\textsuperscript{119}

In the youth work sector, these funding structures have lead to increased professionalisation and steady development of competences in these areas which are relevant to integration – in some cases over many years.\textsuperscript{120} However, it must be said that these kinds of cross-sectoral cooperation also depend on the location, because they are managed to a large extent by the municipalities, which provide the core funding for youth centres. When it comes to the kind of integration support services offered as part of open youth work in Vorarlberg, there is not only an overlap with prevention work, but also with education, training and labour market services, both in terms of topics chosen and of fields of action. Thanks to these developments, some locations for open youth work in Vorarlberg have been able to establish themselves as central players in the field of integration, and their flagship projects now serve as good practice examples across Austria.

Furthermore, in Vorarlberg there is also a vibrant landscape of associations in the area of youth work. The association aha – Jugendinformationszentrum Vorarlberg runs youth information services (Jugendinfo) in the province.\textsuperscript{121} Both representatives of open youth work and of youth work associations are represented on the Children’s and Youth Advisory Panel (the youth information centres have been coopted as a member). Some towns also have their own youth advisory panel. Training courses for both open and community youth work are offered at FH Vorarlberg/Schloss Hofen university of applied science, in cooperation with the Province of Vorarlberg.\textsuperscript{122} Two additional training programme providers are Vorarlberg-Akademie and Engagementwerkstatt Flüchtlingsintegration: they provide training courses for volunteers, including those active in the refugee sector, and inform them about activities in the field of open youth work and those offered by youth associations.

5.4 Cooperation between the youth and integration policy areas

Overall, the amount of overlap between youth work provided by associations, open youth work and the integration sector is rather limited, despite several joint projects.\textsuperscript{123} Aha – Jugendinformationszentrum Vorarlberg and koje jointly organise a series of further training courses

\textsuperscript{119}Kinder- und Jugendanwaltschaft des Landes Vorarlberg (2017), Tätigkeitsbericht 2017 (\textit{Vorarlberg Ombudsman for Children and Young People} [2017], 2017 Activity Report), Feldkirch, p. 34
\textsuperscript{121}See https://www.aha.or.at/ (November 2019)
\textsuperscript{122}See https://www.schlosshofen.at/bildung/soziales/jugendarbeit/ (November 2019)
\textsuperscript{123}Gspurnig & Heimgartner, loc. cit., p. 46
called “am.puls” which addresses associations doing youth work, among others. Another initiative, which was launched under the name of “welcome.zu.flucht” during the movement of refugees during and post-2015, resulted in individual instances of cooperation between open and associational youth work in the integration policy area.

In addition, interviewees mentioned the following examples of cross-sectoral structures for cooperation:

- **Integration Conference**: an annual forum for dialogue bringing together a variety of actors in the field of integration from politics, public administration and civil society; every year, the conference focuses on a current issue on which it is perceived that there is a need for an exchange of opinions. Youth work representatives participate on a regular basis.

- **koje expert working groups**: their objective is to ensure a transfer of knowledge between open youth work staff, contracting organisations and system partners. Working groups have been set up for various issues; currently, there are separate working groups for youth work for boys and girls (Boys, Girls and Together), and one for outreach work (Mobile). The working group on Intercultural Matters, in which integration topics were of particular relevance, and the Anti-radicalisation group continue to play a significant role.

- **Platform Netzwerk mehr Sprache** (cooperation platform for the promotion of multilingualism): this cooperation platform, which was set up in 2011, aims to promote equal access to education in eight towns and municipalities in Vorarlberg. The platform has launched a municipal development process aimed at coordinating activities and exchanging information between all institutions working on the ground in different fields (e.g. early education, multilingualism in the public sphere, promoting a culture of cooperation).

- **Provincial coordinating structures** in the fields of preventing extremism and promoting a culture of democracy (since 2015/2016):
  - steering group (2-3 meetings/year), includes the members of the provincial government competent for integration, social affairs, society and integration as well as education;
  - expert body: holds an annual meeting in the form of a conference;
  - coordination group: working plenary, 4-7 meetings per year; implements approved measures.

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5.5 Desirable changes and improvements

In the interviews, all respondents concurred that due to Vorarlberg’s relatively small size and the limited number of actors and institutions, there were generally few difficulties with coordination and networking, especially at a socio-spatial level. On the other hand, some actors pointed out a need for improved coordination of activities between the youth work sector and the various action areas in the integration policy area, in particular with regard to support services provided to refugees during the asylum procedure. In this context, facilitating cross-sector project calls and cross-sector applications for public funding would make a significant contribution to increased cooperation between the two policy areas. Furthermore, some interviewees considered that while increasing the scope for cooperation between schools and youth work would be a major challenge, it would be especially desirable.

Since they have to rely on volunteer work, youth work associations often lacked the good networks their peers in professional structures benefit from, since good networking depends on resources. Sometimes, cultural differences could also be an obstacle to the inclusion of young people with a migration or refugee background in associations. Possible reasons mentioned were that these young people were often unaware of these organisations, or that they simply lacked interest in a given activity. For a variety of activities offered, there are rather strict preconditions: interviewees said that this was the case with many sports associations, which have a high degree of professionalisation even in the youth sector and expect a great deal of commitment from young people. For young refugees in particular, this could be a challenge. In addition, often these associations are very much in demand, so that there is little incentive for them to reach out proactively to these target groups.
6 The political and institutional framework for integration support services and youth work in Vienna

6.1 The development of integration support services in Vienna – a timeline

Vienna is characterised by a specific political and governmental structure in the integration and youth policy areas, arising from its dual status as a city and a federal province and from the fact that it is also the capital of Austria. Since it is the country’s political centre, many key providers and umbrella organisations for the two policy areas are headquartered there. As a consequence of longstanding immigration to the city, Vienna has a vibrant landscape of civil society structures in the areas of migration and integration.

As early as 1971, the City of Vienna set up the Viennese Immigrant Fund – the first housing cooperative specifically geared towards offering accommodation to newly arrived immigrants from abroad (or people from other parts of the country) quickly and unbureaucratically. Nevertheless, the starting point for an Viennese integration policy in its own right came only with the founding of the Viennese Integration Fund in the year 1992. It was decided to establish a fund owned by the City of Vienna, but outside the city’s administrative structures, so as to shield it from political debate and allow for the involvement of all political parties. Under the same approach, Vienna’s mayor was appointed as the Fund’s president, and the president of Caritas Österreich, one of the country’s largest charitable organisations, as its vice-president.

In its practical work, the Viennese Integration Fund focused on establishing contact and advisory centres in the city districts, providing advice for immigrants on residency rights, and collecting and processing sociological data on the living conditions of immigrants who have settled in Vienna. Cooperation with NGOs remained limited due to the fact that the Fund always considered itself as part of the city administration.

With the appointment of a dedicated City Councillor for Integration, Women’s Issues, Consumer Protection and Personnel in 1996, the Viennese City Government significantly raised the status of integration issues in the policy hierarchy. The city commissioned europaforum Wien to conduct a study comparing integration policy structures in place in eleven European cities and one Canadian city. The outcome of the study was a recommendation to introduce a diversity policy approach with direct governance by a dedicated diversity department embedded at a high level in the city administration. This served as a catalyst to reorganise governance structures in the integration policy area. The city government launched a consultation process, involving the relevant government departments as well as two charitable organisations, Caritas and Volkshilfe. This process led to the decision to dissolve the

125 See https://www.mein-wien-apartment.at/ (November 2019)
Integration Fund and directly integrate this issue into the city administration: in 2004, the Municipal Department 17 for Integration and Diversity was founded, and the Viennese Integration Fund was wound up.

6.2 Governance structure for integration support services in Vienna

The city of Vienna is both a city and a federal province and is therefore characterised by a number of specific political and administrative features. The City Senate, which is also the provincial government, is composed of executive city councillors who are members of the ruling parties, and of city councillors without a portfolio who have been nominated by the opposition parties. The City Senate is chaired by the mayor. The executive city councillors draft motions and requests for matters within their sphere of competence for the City Council, and the City Senate decides by simple majority whether to submit them to the City Council.

Since the city councillors without a portfolio from the opposition parties also participate in the City Senate meetings, these meetings effectively have the main purpose of formally adopting draft documents that have previously been agreed between the city government and the administration. Coordination and preparation regarding the details in these documents takes place at weekly meetings of an informal body – the Amtsrat – which brings together the mayor, the deputy mayor, the city councillors from the ruling parties, the Chief Executive Director of the city administration and the heads and/or experts of the Municipal Departments competent for the matters in hand. Whenever necessary, representatives of one of the city’s autonomously-managed funds, or of associations commissioned by the city to perform certain tasks, may also be invited to provide information.

The Viennese city administration is made up of 70 Municipal Departments (MDs). Integration has been defined as a cross-cutting matter, which is coordinated by Municipal Department 17 for Integration and Diversity. Currently, the responsibilities of MD 17 include:127

- developing the basic principles for implementing and developing the Viennese integration and diversity policy; in particular, improving knowledge on migration and immigration, increasing awareness of cultural differences and identifying barriers to accessing services and reducing those barriers;
- providing information and support to other internal services and to organisations which deal with immigration, in order to strengthen intercultural skills used in the course of their work (diversity management);
- providing stimuli for and participating in the City of Vienna’s model projects and activities in the fields of integration and diversity;

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127 Distribution of responsibilities of the Vienna City Administration in 2019
– developing and implementing measures and projects aimed at helping newly arrived immigrants from abroad to settle in Vienna;

– developing, promoting and providing language learning and educational activities for immigrants, in particular with regard to support measures for newly arrived immigrants from abroad;

– cooperating with internal and external partners, in particular with immigrant community organisations;

– observing and taking part in integration-specific developments and projects initiated by other federal provinces, the federal level and/or at European and international level;

– supporting measures, projects and initiatives relevant to integration, as well as projects relevant to diversity;

– evaluating relevant measures in the fields of diversity and integration.

Additionally, MD 17 is also responsible for oversight of Interface Wien GmbH, an educational and training institution owned by the City of Vienna. In line with the city’s diversity philosophy, other policy areas relevant to integration are outside the remit of MD 17. Examples of this are labour market issues and education (both matters of federal responsibility): the Austrian Public Employment Service (AMS) is the responsible authority for labour market issues; whereas the Vienna School Board is responsible for education with the exception of specific targeted measures in the area of adult education which are not linked to compulsory schooling. Examples of relevant policy areas at the level of the city administration include housing (within the responsibility of the city administration’s Administrative Group responsible for Housing, Housing Construction, Urban Renewal and Women’s Issues), public health (Administrative Group responsible for Social Affairs, Public Health and Sports) and basic support services for asylum seekers (Fonds Soziales Wien, or Vienna Social Fund).

Vienna follows a mainstreaming approach in the field of integration; which means that many policy areas relevant to integration do not fall within the specific competence of Municipal Department 17, but rather are assigned to the unit or body responsible for that policy issue overall.

Municipal Department 17 implements numerous services offered to specific target groups and targeted towards all newly arrived immigrants in Vienna. Since 2015, additional services have been developed for refugees (asylum seekers and beneficiaries of protection) and other newly arrived immigrants as a specific target group. The services on offer mainly include language courses, basic education programmes and other adult education measures, such as bridging measures for access to training and advisory services. In the area of basic education and compulsory school qualifications for the target group of young people, facilities, projects and measures are often co-financed by the federal provinces and the federal government within the framework of the joint Initiative for Adult Education.

A further important point of contact for integration of refugees is the Wiener Bildungsdrehscheibe (Vienna Education Hub), which was set up in late 2016 to help identify the educational needs of those
asylum seekers entitled to basic support services in Vienna, and to refer them to the relevant providers. The Vienna Education Hub is run by a subsidiary company of the Vienna Social Fund (FSW), the KWP (Kuratorium Wiener Pensionist/innen-Wohnhäuser, a care provider for senior citizens owned by the City of Vienna) and the City of Vienna (MD 17) itself. For older youth, the contact point for people with qualifications obtained abroad (AST) may also be a useful source of information. In Vienna, AST is run by the Migrant Advisory Centre.

In addition to the established charities – Caritas, Volkshilfe, the Austrian Red Cross and Diakonie Österreich – many other civil society organisations and associations are involved in integration support in Vienna. In particular, they act as providers of basic support services, support unaccompanied minor refugees, and provide counselling and education services. For instance, Diakonie Österreich and Integrationshaus have dedicated advice centres for young people. Accessing certain healthcare services such as psychotherapy can be particularly difficult for refugees, which is why some associations offer these services. Many civil society initiatives were launched (too many to list exhaustively here) following the arrival of large numbers of refugees in the period of 2015-2017. Many of these initiatives were initiated by long-established immigrants to help the newly arrived.

### 6.3 Youth work in Vienna

The City of Vienna has its own youth protection act, but no specific legislation on youth support services. This act does not include any provisions that go beyond youth protection in the strictest sense.

Youth work in Vienna has a long history, with the first youth centres being set up as early as during the 1960s.

In the city administration, responsibility for youth work lies with the Department for Education and Youth, which is also in charge of adult education, public libraries and the city’s music school and fashion school. The head of the Youth Unit also holds the role of Provincial Youth Officer for Vienna. In this capacity, the youth officer cooperates with the competent federal ministry and the respective departments of the other federal provinces, as well as with other relevant bodies in Austria and abroad. The Youth Unit is responsible for the following issues:

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130 Some of the initiatives, associations and NGOs that are still active are listed on the website of CORE: [https://www.refugees.wien/initiativen-fuer-integration/](https://www.refugees.wien/initiativen-fuer-integration/) (November 2019). In addition, Municipal Department 17 gives an overview of the promoters of large projects that received more than EUR 5,000 in funding from MD 17 in 2018: [https://www.wien.gv.at/menschen/integration/foerderungen/gefoerderte-grossprojekte.html](https://www.wien.gv.at/menschen/integration/foerderungen/gefoerderte-grossprojekte.html) (November 2019)

planning, managing and coordinating open youth work in Vienna and the community-based Fair Play Teams as well as all other activities for young people;

drafting and negotiating funding budgets;

providing support/funding for different associations and helping them to set up networks;

establishing networks with other departments and organisations (both national and international);

providing support/funding to youth associations.

The Youth Unit also serves as hub for strategic developments initiated by the city, builds foundations for other tasks and coordinates provision on specific issues under initiatives such as “Werkstadt junges Wien” (workshops for children and young people), “Respekt:Gemeinsam Stärker” (a prevention programme for Viennese schools), “wiener spiellstraßen” (on re-claiming streets as residential space, especially for children), etc. Additionally, the unit launches campaigns on priority issues such as “mitbestimmung.ja” (on democratic participation and involving young people in decision-making) for the years 2019-2020.

Provision for open youth work in Vienna includes:

- leisure, sports and cultural activities for children and youth;
- supra-regional services and activities such as “wienextra-kinderinfo” and “wienextra-jugendinfo” (children’s and youth info centres), the children’s museum Zoom, the children’s university and “wienextra-ferienspiel” (play schemes during school holidays);
- indoor services and activities such as youth centres and youth clubs;
- outdoor services and activities such as leisure and sports activities organised in parks, as well as mobile youth work and street-based work.

Overall, the association Verein Wiener Jugendzentren (Vienna Youth Centres)\(^\text{132}\) is by far the largest open youth work provider (for both indoor and mobile activities). Numerous other big and small associations complement this provision, with some offering both indoor and outdoor activities. Furthermore, youth work providers offer leisure activities for children and young people in all Viennese districts as part of a special programme for parks,\(^\text{133}\) as well as the Fair Play Teams programme, which is currently offered in 16 districts in Vienna and is aimed at resolving conflict.\(^\text{134}\) Thanks to consistent funding levels, people working in Vienna’s child and youth work services benefit from a relatively stable

\(^{132}\) See https://www.jugendzentren.at/ (November 2019)

\(^{133}\) See https://www.wien.gv.at/freizeit/bildungjugend/jugend/park.html (November 2019)

\(^{134}\) See https://www.wien.gv.at/freizeit/bildungjugend/fair-play/ (November 2019)
employment situation, all the more so as the funding is secure. Vienna also boasts a large number of well-established associations in the youth work sector. The association wienxtra runs the Viennese youth information centres; its board includes representatives of Viennese youth organisations and Municipal Department 13. In some cases, associations which carry out community youth work are also involved in open youth work, e.g. the Vienna branch of the association Kinderfreunde; there is also some overlap with the pre-school education sector.

One characteristic trait of the youth work landscape in Vienna, both with regard to active stakeholders and providers of funding, is that Municipal Department 13 performs many functions that an independent umbrella organisation (which does not exist at provincial level) would normally carry out, such as knowledge management, enabling cooperation, or basic and further training; in Vienna, this is offered at the wienxtra Institute for Leisure Time Education, which enjoys an excellent reputation. MD 13 also runs a coordination point for international youth work, which coordinates visits of foreign delegations and organises visits to other countries on various issues. Three to four times a year, MD 13 organises a networking forum for youth work associations.

6.4 Cooperation between the youth and integration policy areas

When examining the governance structure in the integration and youth policy areas in the federal province of Vienna, one could speak of a multi-layered network of cooperation, in which the political level of the city councillors, the administrative level consisting of Municipal Departments and districts, the funds owned by the city and various other service providers are closely intertwined. While Municipal Departments and – at the political level – city councillors are responsible for developing and shaping policy objectives, implementation is frequently delegated to the funds or enterprises that are owned by the city (such as Interface or Vienna’s adult education centres), or to external provider organisations through public private partnerships. (ibid.)

There are very close structural links between actors in the youth sector, in particular MD 13, the wienxtra youth information centres, the Institute for Leisure Time Education and certain providers of open youth work and youth work associations. The situation is very similar for the various actors in the integration sector. That said, overlaps between the two policy areas are less pronounced: even though there have been many instances of project-based cooperation following the arrival of large numbers of refugees in recent years, and platforms for networking have been launched (see below), the

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135 See https://www.wien.gv.at/freizeit/bildungjugend/jugend/organisationen.html (November 2019)

136 Gspurning & Heimgartner 2016, p. 84

137 Perchinig, B. (2017), City Migration Profile: Vienna. Mediterranean City-to-City Migration – Dialogue, Knowledge and Action. Vienna (ICMPD), p. 25
organisations which provide integration support services and youth work, respectively, are different, and their organisational structures only partly overlap.

At the same time, the Municipal Departments and organisations involved attach great importance to cooperation and interaction, both horizontally and vertically. Cooperation is also defined as an integral part of the tasks of Municipal Departments 13 and 17.

The intertwining of projects can mainly be attributed to the mainstreaming approach in place in MD 17. Firstly, this means that as far as possible, measures and services are not developed with a specific target group of immigrants in mind, but rather that awareness is constantly raised at all levels of the city’s administration about the diversity of their clients. Secondly, relevant integration projects have been launched by MD 17 over the years, and then transferred to other Municipal Departments.

In addition to the platforms and networks mentioned above, interviewees mentioned several other relevant structures for cross-sector cooperation, including:

- MD 13 Youth Platform: a platform for information and exchange with meetings approximately every three months with representatives of the administration’s services (e.g. MD 11, MD 17 and Wohnpartner, which offers a conflict resolution service for Vienna’s municipal housing residents), youth work organisations and associations, wienxtra, the Vienna School Board, the parents’ councils, the police (especially the crime prevention service and the criminal investigation department), etc. City councillors (i.e. members of the City Senate, that is to say the city government) and members of the City Council (which is also the provincial parliament) may also be invited as warranted. The purpose of these meetings is to exchange information and identify opportunities for cooperation. The platform makes it possible to build up effective networks and opens up new opportunities for cooperation.

- KIJU Network: networking meetings of approx. ten relatively small open youth work providers.

- Meetings of the authorities and organisations involved in organising leisure and community-based activities in parks, including Municipal Departments 13, 11 and 42 as well as the providers involved.

- Platform for social work in the public space: an internal networking platform, which includes representatives from the City Administration’s various Administrative Groups and has the objective of sharing relevant facts and information about who does what in the public sphere with the respective city councillors and of avoiding duplication.
• Coordinating Unit Youth – Education – Employment: within the framework of the Vienna Training Guarantee and at the intersection between school, training and employment, this body acts as a coordinating unit between the Austrian Public Employment Service (AMS), the Vienna Social Fund (FSW), the Federal Ministry of Social Affairs Support Service (SMS) and the Vienna Employment Promotion Fund (waff). The unit provides a platform for exchange of information for these institutions, as well as for advisors and teachers, with the objective of reducing gaps in the support and services offered and improving coordination where services overlap, e.g. by organising working groups, analysing instances where there is overlap and managing information efficiently. In addition, the Coordinating Unit provides support to the Steering Group of the Vienna Training Guarantee programme and cooperates with the federal School-to-Work Transition Coordinating Unit (KOST) and the coordinating units of other federal provinces. (Interview W2).

• Vienna Network for Democratic Culture and Prevention Work: an internal working group set up by the City Administration in 2014 and coordinated by the Vienna Children’s and Youth Ombuds-Office; meetings are held about once a month, to exchange knowledge, possible solutions and examples of good practice, to discuss recent challenges and to define new objectives for this field of action. Municipal Departments 10, 11, 13 and 17, the Vienna School Board, Vienna police, the local youth employment service of the Austrian Public Employment Service (AMS), the Vienna Employment Promotion Fund (waff), the Vienna Social Fund (FSW), the Human Rights Office of the City of Vienna and the Vienna Coordinating Office on Substance Abuse and Illegal Drugs participate in these meetings. The working group, which deals with operative aspects, is supported by a steering group, which includes six members of the Vienna provincial parliament and the city council.

• In addition to the coordination efforts made by the municipal departments, socio-spatial coordination is also considered a high priority in the integration and youth policy areas alike. District-level coordination meetings are organised at fairly regular intervals, with participants from the administration, and religion-based and civil society organisations operating on the ground, along with representatives from the city’s funds, the police and the educational sector. These networking structures (Regional Forum, Youth Forum, Social Forum) have not been imposed from the top down; rather, their composition varies from district to district. This means that integration and youth work actors have the opportunity to network in the same local forums for exchange in the

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138 See https://www.koordinationsstelle.at/ (November 2019)
139 See https://kja.at/site/praevention/netzwerk-deradikalisierung-praevention/ (November 2019)
140 Cf. Perchinig 2017, p. 25
majority of cases, although not consistently in all cases. Youth Parliaments (e.g. the *word up* project), which are being organised in several districts, represent another regional approach to fostering the inclusion of young people.

- Links with the schools sector exist in the form of the numerous above-mentioned projects and through MD13’s Youth Platform, the Coordinating Unit Youth – Education – Employment and the Vienna Network for Democratic Culture and Prevention Work. Exchange between youth work, the integraton sector and schools also takes place at a regional and socio-spatial level. In general, direct cooperation between schools and youth work is considered challenging. The project “Respekt: Gemeinsam Stärker” (Respect: stronger together) is a new initiative which aims at fostering cooperation between schools, youth work, the integration policy area and initiatives promoting the interests of girls and women and has been conceived as a prevention programme for Viennese schools with “special challenges”. The aim of this initiative is to encourage mutual respect between teachers, pupils/students and parents and to reduce cases of discrimination and degrading behaviour in schools. The project is first being implemented at new middle schools and pre-vocational training schools in cooperation with Municipal Departments 11, 13, 17, 57 and the Vienna School Board.

During the refugee movements of 2015-2017 a special coordinating structure was introduced, headed by the managing director of the Vienna Social Fund as asylum coordinator (officially referred to as Project Manager for Refugee Affairs). As part of this structure, several bodies for coordination were set up which also brought actors from the integration and youth work policy areas to the table. For several of the city administration’s policy areas, an even greater focus than ever was required on asylum seekers as a target group, and so on integration as an issue. Several Municipal Departments designated their own asylum coordinators. MD 17 set up a designated point of contact for support services for refugees (CORE project). The Vienna Education Hub was established in 2016 as a point of contact for asylum seekers in the area of education, with the intention of implementing the Viennese approach to integration from day one (i.e. while the asylum procedure is still ongoing).

Municipal Department 11, the Child and Youth Welfare Service, was – and still is – responsible for support services for those refugees who are unaccompanied minors. In this area in particular, the issues of youth, refugees and integration overlap in many ways. Due to the high numbers of young refugees, an asylum coordinator was established in the autumn of 2015. Municipal Department 11 provides support and accommodation to young people up to the age of 14 years, whereas the Vienna Social Fund is responsible for over-14-year-olds.

In the framework of the project *CORE – Integration at the Centre*, existing provision was adjusted to the needs of young refugees (e.g. Start Wien – information modules for young refugees), and new activities were launched (e.g. a peer mentoring programme for young refugees). According to the interview partners, it was thanks to the close cooperation between MD 13 and various stakeholder organisations, as well as civil society initiatives, that these young people were given opportunities to
socialise and establish new contacts and choose from a variety of appropriate activities mainly in the leisure sector.

6.5 Desirable changes and improvements

The importance of cooperation across sectors and departments was consistently referred to throughout the interviews. Interviewees also assessed the level of networking across and beyond the city administration’s services as generally positive.

A small group of interviewees made the assumption that cooperation between youth work and the integration policy area is not exploited to its full potential. There is a need for further awareness-raising of the fact that youth issues should generally be considered cross-cutting issues for all institutions and authorities. Several actors said that they would welcome closer cooperation between youth work and schools. With regard to educational measures, it would be desirable to increase data sharing. Interviewees generally agreed that the level of networking and cooperation at the federal level and across federal provinces is quite low. In the same way, there were not sufficient networks in place between youth work and integration at the European level.
7 Youth work in the context of integration – Debates and practices across Europe

Austria is not the only country working to integrate young immigrants and refugees; many European countries, too, have adopted various policies to this end. It hence makes sense to engage in a dialogue with other countries on this subject so as to learn from each other. The EU promotes this kind of dialogue between its Member States by means of a number of instruments, and provides funding for youth integration projects under its support programmes.

The first part of this chapter examines existing EU programmes and sources of funding for youth work and integration activities, and describes their objectives and agendas in regard to cross-sector collaboration. Certain limitations apply here, however, since the current multiannual financial framework expires at the end of 2020 and the new European Parliament has just been elected. Also, the information presented here does not claim to be exhaustive.

The second part of the chapter explores relevant cross-sector collaboration approaches in the fields of youth work and integration in selected EU countries and analyses the corresponding opportunities and challenges. The majority of the case studies covered here were presented to the participants of the project’s fact-finding missions to Sweden, Belgium (Flanders) and Germany (North Rhine-Westphalia), the details of which are provided in the corresponding reports. These examples illustrate how cooperation between different policy areas can work in practice.

7.1 Description of the debate, programmes and funding at the European level

In recent years the number of policies adopted at the European level, too, to promote the integration of young refugees and migrants has risen strongly, a trend that has become particularly apparent since the major refugee flows towards Europe began in 2015. Migration and integration have moved up the agenda of the EU and the Council of Europe.

In the field of youth work, besides the adoption of various pieces of legislation aimed at, inter alia, integration and social inclusion, existing EU youth programmes have been adjusted to include measures to promote the integration of young migrants and refugees. Notable in this regard are the youth mobility programme Erasmus+ and the European Social Fund (ESF). This has created opportunities for funding integration measures using sources other than the dedicated asylum and migration funds.141

As a result, the idea of targeted coordination between the various sectors is gaining traction. Many current policy documents call for stronger cross-sectoral cooperation in the fields of youth and

141 See EU-CoE Youth Partnership: Guidelines on working with young refugees and migrants – Fostering cross-sectoral cooperation. 2019 p. 7
integration across various levels of administration as well as between all relevant actors which, besides public authorities, include non-governmental organisations, immigrant community organisations and the private sector.¹⁴²

Migrant integration at EU level

The main responsibility for integration issues lies with the EU’s Member States. By contrast, the EU’s competences are limited to promoting dialogue and mutual learning between Member States, supporting the monitoring of integration outcomes and providing funding.

The most important document in regard to EU integration policy is the Action Plan on the integration of third country nationals. One of its aims is to strengthen cooperation with relevant actors,¹⁴³ which has helped to align integration measures across various policy areas at the EU level. These include activities in the youth sector, too, for example a special call on social inclusion in the European Commission’s Erasmus+ programme.¹⁴⁴

In the course of implementing the Action Plan on the integration of third country nationals, various networks were set up and existing ones strengthened in order to support cooperation, mutual learning and general communication between representatives of national authorities and to promote a dialogue with civil society groups. These networks include the European Migration Forum, the European Integration Network and a Partnership under the EU Urban Agenda.

In addition, the integration outcomes in relation to third country nationals in the Member States are analysed and monitored as part of the country reports and country-specific recommendations (CSR) in connection with the European Semester. The 2019 CSR for Austria¹⁴⁵ explicitly call for Austria to take action in 2019 and 2020 to support disadvantaged groups, including people with a migrant background.

EU youth policy

¹⁴² See Action Plan on the integration of third country nationals
- Council conclusions on the role of youth work in the context of migration and refugee matters
- Resolution of the Council of the European Union and the Representatives of the Governments of the Member States meeting within the Council on a framework for European cooperation in the youth field: The European Union Youth Strategy 2019-2027
- Recommendation CM/Rec(2019)4 of the Committee of Ministers to member States on supporting young refugees in transition to adulthood

¹⁴³ See Action Plan on the integration of third country nationals (November 2019)

¹⁴⁴ See EU-CoE Youth Partnership: Guidelines on working with young refugees and migrants – Fostering cross-sectoral co-operation. 2019, p. 6 (November 2019)

As with integration, youth policy, too, is managed by the Member States individually. To some extent the term youth work is interpreted very differently from country to country, with major variations in the job descriptions of youth workers and in the recognition of their qualifications. There is also variation in the Member States’ definition of what constitutes a young person, with the age range spanning 12 to 35. That being said, the European youth work community does share some values and principles and has several years of experience with inclusion and participation.  

This is also reflected in the development of a common European Youth Strategy, which may be seen as the foundation of the EU-wide youth policy. In November 2018, under Austria’s EU Council Presidency, the current youth strategy was negotiated with the overarching aim of achieving greater cross-sectoral cooperation in order to, inter alia, improve policy decisions with regard to their impact on young people across all sectors including social inclusion.

The two main documents that refer to cross-sectoral cooperation between youth work and integration are the Council conclusions on the role of youth work in the context of migration and refugee matters, which were also adopted under Austria’s EU Council Presidency, and the Council of Europe’s Recommendation of the Committee of Ministers to member States on supporting young refugees in transition to adulthood. Both highlight the relevance of cross-sectoral cooperation.

In the Council conclusions on the role of youth work in the context of migration and refugee matters the Member States conclude that youth work requires networking and research. The Member States are called upon to take various forms of action, such as mapping and disseminating examples of good practice; establishing a clear cooperation framework of the different sectors which are part of the integration process; supporting the establishment of a dialogue between youth workers and other professionals who encounter young refugees and other migrants; exploring the role youth work could play in capacity-building within other policy areas; creating cross-sector networks and partnerships; and organising cross-sector seminars or conferences.

Three of the 50 recommendations of the Council of Europe on supporting young refugees in transition to adulthood (recommendations 6, 42 and 43) make explicit reference to closer cooperation between youth work and other sectors so as to assist young refugees and migrants. Recommendation 6, for instance, stipulates that the Council of Europe’s member states should foster comprehensive interdisciplinary cooperation between institutions in areas such as child protection, youth, health, education, social protection or welfare, migration, justice and gender equality, including between national, local and regional authorities.

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146 See EU-CoE Youth Partnership: Guidelines on working with young refugees and migrants – Fostering cross-sectoral cooperation. 2019, p. 9 f. (November 2019)

Various other tools relevant in the European youth work field flag up the benefits and limitations of cross-sectoral cooperation and make viable suggestions for said cooperation. The recommendations of the Expert Group on the role of youth work for young migrants and refugees, for instance, provided input for the Council conclusions on the role of youth work in the context of migration and refugee matters and include a practical toolbox with examples of good practices from across Europe for the benefit of youth workers who support young migrants and refugees. The publication focuses on building cross-sector partnerships in four dimensions in which youth work has a specific contribution to make. These dimensions correspond to the various stages that young migrants undergo, and also take account of the hosting society.

The EU-CoE Youth Partnership also makes mention of the relationship between youth work and integration and makes concrete recommendations for strengthening cross-sectoral cooperation when working with young refugees and migrants. It highlights the challenges and benefits of cross-sectoral cooperation, recommends the mapping of stakeholders, and provides hands-on advice on building cross-sectoral partnerships. The recommendations are largely based on information that was supplied by representatives of various policy fields and from a number of Member States during a seminar that aimed to build bridges between different sectors so as to promote the social inclusion of young refugees and migrants.

EU programmes promoting integration measures for young people

Since 2015 most EU programmes and funding schemes aimed at young people have earmarked some of their resources for activities promoting integration and social cohesion.

Under the current budget (2014-2020), EU funding for integration activities is available under the following programmes:

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149 See https://pjp-eu.coe.int/documents/42128013/47262325/FINAL+Guidelines+working+with+youth+refugees+and+migrants.pdf/08d37000-7062-4a06-ae51-6b143752bb6

150 See BRIDGES TO NEW BEGINNINGS: Developing synergies between different sectors supporting the inclusion, human rights and participation of young refugees and migrants (November 2019)

151 See EU-CoE Youth Partnership: Guidelines on working with young refugees and migrants – Fostering cross-sectoral co-operation. 2019, p. 7 (November 2019)
The most important programme in the youth field is Erasmus+, under which EUR 400 million is set aside for improving social inclusion through education in the Member States.\textsuperscript{152} Using the legal basis of Erasmus+ as a starting point, an Inclusion and Diversity Strategy was developed to ensure the promotion of social inclusion and the participation of people with special needs or with fewer opportunities. The Strategy aims, inter alia, to promote cooperation with other sectors at local, national and international levels. A number of Erasmus+ projects feed into this objective.\textsuperscript{153}

In addition, the Erasmus+ Programme guide\textsuperscript{154} lays out which Strategic Partnerships-related project formats are eligible for support in order to promote cross-sectoral cooperation in the youth field. The project Becoming a Part of Europe (2016-2019) for instance, was financed through Erasmus+. It brought together eight National Agencies\textsuperscript{155} for a dialogue on best practices, the dissemination of these best practices, and the development of new approaches and methods in youth work in the context of

\textsuperscript{152} See Action Plan on the integration of third country nationals (November 2019)

\textsuperscript{153} See Erasmus+ Inclusion and Diversity Strategy (November 2019)

\textsuperscript{154} See https://ec.europa.eu/programmes/erasmus-plus/resources/programme-guide_en

\textsuperscript{155} National Agencies are national Erasmus+ offices that assist the European Commission, the Executive Agency and local authorities in implementing the programme.
integration of young refugees. Besides producing a compendium of 86 good practices, the project drew up a number of policy recommendations calling for the development of models for cross-sectoral cooperation that would enable young migrants and refugees to benefit from holistic support. For this to happen, the project concluded that among others, the benefits of youth work need to be recognised, so-called one-stop shops created, and networks and partnerships supported between NGOs, youth work providers and national and local authorities.\(^{156}\)

Another example in this regard, is the work conducted by MOVIT-SI, Slovenia’s National Agency, to find out how Erasmus+ projects can support cross-sector inclusion activities. It organised two events in 2017 on this topic and summarised the insights in a guidebook.\(^{157}\)

Erasmus+ also provides funding to the SALTO Inclusion & Diversity Resource Centre,\(^{158}\) which offers training tools, publications, information and other material for individuals and institutions working with young people with fewer opportunities.

Several documents consider close coordination between the various EU funds to be of the essence. For instance, the *Action Plan on the integration of third country nationals* explicitly calls upon the Member States to not only make use of the dedicated Asylum, Migration and Integration Fund (AMIF), but also to access other sources of EU funding in order to promote the integration of third country nationals and create synergies between the various policy fields and administrative levels.\(^{159}\)

The *Erasmus+ Inclusion and Diversity Strategy* also urges the National Agencies to liaise with other programme agencies to enable cross-sectoral cooperation on integration. Relevant partners would be the possibly separated National Agency for the Erasmus+ programme part which covers the formal education field and the implementing agencies for the European Social Fund.

As the AMIF budget for the 2014-2020 period was scaled back compared to the prior financial period, the Commission has produced guidelines to assist Member States in ensuring that funding instruments are used to their maximum potential and in an integrated and strategically coordinated way.\(^{160}\)

A toolkit on the use of EU funds\(^{161}\) in the 2014-2020 programming period has been created to assist national and regional funding authorities in implementing integration strategies for people with a migrant background. In this context, the managing authorities of the individual EU programmes and

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\(^{156}\) See BpE: Becoming a part of Europe: Policy recommendations (November 2019)


\(^{158}\) See [https://www.salto-youth.net/rc/inclusion/aboutinclusion/](https://www.salto-youth.net/rc/inclusion/aboutinclusion/) (November 2019)

\(^{159}\) See Action Plan on the integration of third country nationals (November 2019)

\(^{160}\) ibid.

funds are considered to play an essential role given they are in a position to bring together various policy fields and in turn, can develop a holistic and integrated approach that can render the use of EU funds more effective and efficient. The toolkit also proposes that Member States consider setting up a national coordination body which would be responsible for aligning various EU funding streams with the strategic policy framework. To ensure that measures are as closely suited to the target group’s needs as possible, as per the toolkit, Member States should consider the multi-level governance approach and involve NGOs.162

At the EU level, too, efforts are being made to achieve greater alignment between the individual programmes. For instance, the Thematic Network on Migrants met in 2018 in Helsinki to discuss how to create stronger synergies between ESF and AMIF.163

Individual Member States have already begun to coordinate various integration-related EU programmes. One example is Finland, which in 2016 established a coordination group that is tasked with identifying synergies between EU integration programmes. The group communicates regularly, coordinates joint calls for tender, organises networking events also at regional level, and visits projects. This helps to improve cooperation between individual agencies on the one hand and the various administrative levels on the other. Early on in the programming period, Italy worked closely with regional authorities to adopt an integrated approach that took account of the objectives and measures of ESF, AMIF and national funds in order to boost the effectiveness of the country’s integration policy.164

7.2 Relevant instances of cross-sectoral cooperation between the youth work and integration policy areas at EU level and in selected EU countries

Under the present project, Austrian representatives of national and regional authorities and stakeholder organisations in the youth work and integration fields undertook two fact-finding missions to Sweden as well as Germany (North Rhine-Westphalia) and Belgium (Brussels and Flanders) to learn about examples of good practices in regard to cooperation between the youth work and integration fields.

Selected relevant instances of cooperation mechanisms in the visited countries are described below, separated by type. Vertical cooperation denotes cooperation approaches between various administrative levels, while horizontal cooperation refers to cooperation across sectors. Finally, cooperation with external stakeholders relates to partnerships with, inter alia, NGOs, parental

162 See Toolkit on the use of EU funds for the integration of people with a migrant background (November 2019)
163 See HOW TO DEVELOP BETTER SYNERGIES BETWEEN ESF AND AMIF? CONCLUSIONS FROM THE HELSINKI MEETING (November 2019)
164 ibid.
networks and the private sector. That being said, all examples described here feature a mix of horizontal and vertical cooperation elements.

### 7.2.1 Vertical cooperation: Connecting administrative levels

Given that both integration and youth work are managed at the local level, local authorities play a special role as the instance that coordinates the integration activities of all relevant actors. However, to create the structures required for the social integration of young migrants and refugees, use existing resources most effectively and enable a holistic approach, mechanisms must be put in place that allow for cooperation with other levels of administration.

In Sweden, there are several networks at the regional and sub-regional levels that meet regularly to discuss measures and strategies to promote the integration of young migrants and refugees. For instance, the Reception and Integration Network for the Gothenburg sub-region meets five times per year to discuss current issues, address common challenges and share examples of good practice. The network includes the regional employment service, regional administrative bodies and all 13 municipalities in the sub-region.

As an established body with regular meetings between representatives from all municipalities in the Gothenburg region and the most important regional authorities, the Reception and Integration Network is a platform where members can engage in a dialogue and learn from each other. It is only open to representatives of public authorities.

The national government is represented in these regional bodies through what are known as länstyrelser, or County Administrative Boards. Each region has a län styrelse that is responsible for ensuring that decisions taken by the parliament and/or government are implemented at the regional level. Their remit also includes cooperation with and support for youth organisations.

Two examples of Swedish public-sector bodies that operate at the local level and support local integration activities are Delegationen för unga till arbete (DUA) and Delegationen mot segregation (DELMOS). Both organisations analyse structural challenges such as unemployment among young migrants and refugees or segregation trends across policy fields without, however, assuming responsibility for overcoming them. Although delegationen are independent governmental agencies, they closely liaise with the ministries.

DUA is responsible for reinforcing the impact of labour market policy measures at the local level by promoting existing cooperation between local authorities, the national employment service and other relevant actors and working with the municipalities to create new forms of cooperation.

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165 See https://www.dua.se/ (November 2019)
166 See https://www.delmos.se/ (November 2019)
DELMOS is tasked with implementing the Swedish government’s long-term reform programme to reduce social segregation in cooperation with selected municipalities, regional and national authorities, as well as civil society groups, researchers and other relevant stakeholders. Based on a nationwide survey on segregation, 32 municipalities were selected and provided with government funding to combat and reduce segregation factors in these communities.

The long-term outlook of the strategy to combat segregation in Sweden’s communities combined with the problem-centred approach employed by the two delegationen means that holistic action can be taken to overcome the challenges of unemployment among young migrants and refugees and of segregation. The fact that there is a national presence at the local level creates greater trust between the two administrative levels.

The current and future existence of the delegationen, however, is heavily dependent on the current political climate, seeing as it has no basis in law. That being said, DUA is more political in nature and is structured along the lines of a public authority, making it the better established of the two organisations.

DUA’s management board consists of a politician at the helm plus representatives of various government agencies, the Swedish association of local communities and regions (SKL), social partners, civil society groups and the private sector. The DUA office is run by an office manager, high-ranking civil servants and representatives of the national employment service, municipalities, youth organisations and administration. Meetings are held four or five times a year.

Ahead of establishing a delegation, it is vital to raise awareness of their role to ensure that the municipalities buy in to their presence. In the case of DUA, the competent labour minister visited local authorities to explain the role of DUA as a driving force behind all partners.

In Germany, too, the Federal and Länder governments implement programmes that promote the integration of young migrants and refugees locally. The programme Willkommen bei Freunden167 (2015-2018) worked with full-time staff and volunteers to support alliances for young refugees at the district and local levels and provide them with access to education and social participation.

Rather than provide funding for new projects, Willkommen bei Freunden was designed to help existing structures to build networks. Amongst other things, the programme advised local and district authorities on giving refugee children and adolescents access to education and social participation, compiled a set of examples of good practice, and developed a toolbox168 to assist local authorities in integrating refugee children, adolescents and families.

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Another federal government-funded programme is Youth Migration Services (Jugendmigrationsdienste, JMD),\(^\text{169}\) which supports young migrants aged 12 to 27 in integrating in Germany, serving as a focal point for all issues related to integration. At the time of writing, there were 456 JMD centres across the country, all of which report to Germany’s Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ). The counterpart scheme for adults is the Migration Advisory Service for Adult Immigrants (Migrationsberatungsdienst für erwachsene Zuwanderer, MBE),\(^\text{170}\) which assists all immigrants aged over 27 and reports to the Federal Office for Migration and Refugees (BAMF). There are four independent organisations that provide youth migration services on behalf of the JMD. The JMD represents the national administration at the local level and, in this capacity, maintains a presence in various local working groups.

In North Rhine-Westphalia (NRW), there is a challenge in that the many integration programmes are funded by a variety of ministries between whom communication can be difficult, as an interviewee indicated. For instance, the Federal Ministry of Education and Research (BMBF) is responsible for the local education coordinators. Meanwhile, North Rhine-Westphalia’s integration agencies (Integrationsagenturen)\(^\text{171}\) fall within the remit of the State Secretary for Integration at the Ministry for Children, Family, Refugees and Integration (MKFFI) of North Rhine-Westphalia, as do the municipal integration centres (Kommunale Integrationszentren) which, however, partly answer to North Rhine-Westphalia’s Ministry of Education. NRW’s Ministry of Labour is responsible for the schemes Einwanderung Gestalten NRW\(^\text{172}\) and Gemeinsam Klappt’s.\(^\text{173}\) The Federal Youth Ministry (BMFSFJ) provides funding for the programmes Willkommen bei Freunden and Jugend Stärken.\(^\text{174}\) All these programmes focus on building networks between existing structures. Funding is available, for instance, for advisory services for municipalities and districts, the compilation of examples of good practice, and the development of toolboxes. The youth welfare offices receive funding under their local municipalities’ budget, with support provided by what is known as a Landschaftsverband, or regional council.

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\(^\text{169}\) See https://www.jugendmigrationsdienste.de/en/ (November 2019)

\(^\text{170}\) See https://www.bmi.bund.de/DE/themen/heimat-integration/integration/migrationsberatung/migrationsberatung-node.html (November 2019)

\(^\text{171}\) See https://www.mkffi.nrw/integrationsagenturen


\(^\text{174}\) See https://www.jugend-staerken.de/ (November 2019)
7.2.2 Horizontal cooperation: Cooperation across sectors

Political will

Cross-sectoral cooperation in youth work and integration depends on the political will of a local authority, as illustrated by the cases of Mechelen (Belgium, Flanders) and Wuppertal (Germany, North Rhine-Westphalia). In Mechelen, mayor Bert Somers, a well-known figure across Europe, was the driving force behind the city’s approach to integration. In Wuppertal, it was helpful that a cross-party political consensus on recognising integration as an opportunity was in place ahead of implementing local integration measures.

Definition of integration

Wuppertal’s project Gemeinsam im Quartier\(^\text{175}\) reflects the city’s broad and strongly inclusive interpretation of integration. Here, integration efforts are aimed squarely at all residents in a given neighbourhood, whether they have a migrant background or not. The project brings together project managers working in the integration and youth work fields as well as other local community actors, who then implement targeted activities that respond to the specific challenges on the ground. The project is coordinated by the immigration and integration department of Wuppertal’s municipal integration centre (Kommunales Integrationszentrum) and the youth welfare office. All of the low-threshold activities under the project aim to promote social cohesion and work with relevant actors on the ground to improve local residents’ living conditions and enhance the general environment.

Funding integration measures

The provision of funding for integration activities is not just determined by the size of the respective municipal budgets. Funding for integration projects for young migrants and refugees can also be ensured by adopting innovative cost-cutting approaches and applying for EU assistance. To this end, the city of Mechelen for instance has appointed two employees who are responsible for identifying sources of funding for integration activities. Wuppertal, meanwhile, has created synergies between the migration and integration fields and uses private accommodation for migrants and refugees, which has freed up resources for integration projects.

Cooperation between different types of policy sectors

In both cities, cooperation and coordination between what are known as “hard” and “soft” sectors (security and migration vs. integration, social affairs, youth) has been promising. Mechelen undertook a number of measures to enhance security (more police, CCTV installation, etc.), then invested heavily in the youth field and in social services. Awareness-raising activities were implemented among the most relevant actors to boost acceptance of the structural changes resulting from internal and external cooperation.

North Rhine-Westphalia began to reorganise its integration activities as early as 2002. In preparation for merging its immigration and integration activities, the city of Wuppertal set up a migration and integration department. The work done in these two fields varies enormously: migration is regulatory in nature, while integration has a largely social character. Merging these two areas has been a success, however, given that they began to cooperate loosely before later merging formally into a joint department with all staff in the same office building. Other cities across North Rhine-Westphalia are currently following Wuppertal’s example, reorganising their administrative structures to form joint migration and integration departments.

**One-Stop-Shop**

In Wuppertal, resources are deployed more efficiently through what is known as a one-stop shop. The city’s municipal integration centre has a strong coordinating role when it comes to integration. Despite a stretched budget, the city is investing heavily in integration. With over 70 employees, its integration centre is the largest of its kind in the state. Its cross-sector responsibilities include liaising with immigrant community organisations; adapting institutions and authorities to the changing needs of a society shaped by immigration; training, also for experts and multipliers; organising anti-racism initiatives; and promoting volunteer work with refugees. It also works with a broad variety of partners. The centre is a member of Wuppertal’s working group on migration, under which it liaises regularly with the migration services of local charities; it also engages with language schools, the Federal Office for Migration and Refugees, immigrant community organisations, the teams from the immigration and integration department, the local job centre, a working group for the vocational integration of young people, neighbourhood integration networks, the youth welfare office and project management groups.

A state coordination office\(^{176}\) supports all municipal integration centres across North Rhine-Westphalia in communicating with each other and sharing knowledge and expertise.

**Contractual partnerships**

DUA, the Swedish *delegation*, uses contractual partnerships to promote cooperation between municipalities and local employment services. DUA staff met up regularly with representatives of the municipalities and employment services to assist them in consolidating the resources of relevant local stakeholders and ensuring these were deployed effectively. Using a toolbox that was developed in cooperation with relevant stakeholders, DUA set up the contractual partnerships, which make specific reference to a list of activities and a framework for future cooperation. Once the municipalities signed the contractual partnership, they received funding for their planned activities. DUA succeeded in concluding contracts with all municipalities in Sweden within just three months.

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\(^{176}\) See [https://kommunale-integrationszentren-nrw.de/](https://kommunale-integrationszentren-nrw.de/) (November 2019)
Government grants enabling individual municipalities to run pilot programmes have proven effective since they allow participating municipalities to try out new approaches.

Case management

Some programmes focus on case management, either to recognise systematic challenges and then introduce optimisation processes (see, e.g., North Rhine-Westphalia’s state-wide programme *Einwanderung Gestalten*) or to provide specific target groups (young migrants and refugees) with dedicated support (see, e.g., Sweden’s coordination bodies *Insjöriket* or Germany’s *Jugendmigrationsdienste*). Strategic cross-sectoral cooperation is key to all of these programmes.

The city of Wuppertal used the resources it was granted under *Einwanderung Gestalten* in order to create a strategic link between the various levels of the integration sector with the youth work sector. To this end, the municipal integration centre joined forces with the city’s youth department and other partners to create “integration chains” for refugee families, assisting them from the day they arrive until they settle in their chosen neighbourhood.

Sweden’s coordination bodies (*Insjöriket*) consist of representatives of the employment services, the national social insurance system and the regions and municipalities. They meet regularly to discuss individual cases in an effort to reduce unemployment and sickness rates and generally ensure coordination between the participating bodies. The *Premiär* programme, which is run by the coordination office of the municipalities in the Gothenburg region (Mölndal, Härryda, Partille, Lerum and Alingsås), deals specifically with the challenges faced by young migrants and refugees (see below for details).

Germany’s *Jugendmigrationsdienste* (JMD) also work with their clients to draw up personal integration plans and in doing so can draw on a broad-based network involving language courses and schools, amongst others. The JMD conclude cooperation agreements with their partners.

Cooperating with schools

The *Respekt Coaches*\(^{177}\) programme is run jointly by the JMD, mainstream schools and vocational colleagues with funding from Germany’s Federal Ministry of the Interior. It aims to prevent religious radicalisation and is offered in 166 schools across the country. Various relevant actors have joined the project. It is thanks to these kinds of initiatives that other challenges become visible. For instance, *Respekt Coaches* has flagged up the need for social workers in some schools.

In Flanders, meanwhile, the association *J@M*, which is funded by the city of Mechelen, functions as a bridge-builder between the youth work community, disadvantaged children and youth and other actors such as local schools. The NGO *Groep INTRO* works with Mechelen’s OKAN schools\(^{178}\) to provide

\(^{177}\) See https://www.jmd-respekt-coaches.de/ (November 2019)

\(^{178}\) OKAN schools (*Onthaalklassen voor Anderstalige Nieuwkomers*) are designed specifically for adolescents aged 12 to 18 who have lived in Flanders less than a year and who do not speak Dutch well enough to attend a mainstream school.
weekly afternoon activities for recently arrived immigrants and young refugees aged 12 to 18. This is an opportunity for the young people to get to know the activities of youth organisations in an informal setting. The programme’s low-threshold approach helps to reach out to young people who would presumably not normally come into contact with mainstream youth organisations.

**Strengthening the role of the youth sector as a driving force for integration**

The North Rhine-Westphalian programme *Wertevermittlung, Demokratiebildung und Prävention sexualisierter Gewalt in der und durch die Jugendhilfe*\(^\text{179}\) (roughly: Teaching values, developing democracy and preventing sexualised violence in and through youth services) is the regional successor programme to *Willkommen bei Freunden* and allows the youth sector to prove itself a driving force for integration. Using state funding, the programme supports public youth services in developing new and building on existing educational concepts for working with young refugees at local or district level. The overarching aim of the programme is to ensure cooperation between and within municipalities. The programme has a strongly inclusive character, with activities aimed explicitly at all young people in a city or district.

An initial evaluation of the programme, which has run since October 2017, revealed that within the participating municipalities cooperation between the youth sector, the education sector, the municipal integration centres, the health department and independent organisations had improved, and that new working groups had formed. Both experts as well as volunteers working in these fields had begun to question local structures as well as their own working methods. Local youth actors were given responsibility for developing local integration strategies, allowing them to strengthen their reputation as a serious driving force behind the integration of young migrants and refugees.

**Transfer of good practice**

To spread the news about functioning cross-sectoral cooperation structures, Sweden’s DUA collects examples of good practices at its annual meetings with municipalities and local employment services. It also organises conferences to promote an exchange of knowledge and expertise. Municipalities are invited to share successful initiatives on the DUA website.

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are given intensive language, computing and maths tuition and are supported in developing social skills before they transfer to a regular secondary school.

\(^{179}\)See https://www.lvr.de/de/nav_main/jugend_2/jugendfrderung/finanziellefrderung/wertevermittlung_und_praevention/inhaltssseite_32.jsp (November 2019)
7.2.3 Cooperation with external actors

In the process of integrating, young migrants and refugees interact with a large number of different actors, all of whom aim to help them through this process one way or another. Not all of these actors are authorities; they may also be NGOs, volunteers or private-sector organisations. In light of this, it is essential to include external stakeholders in existing networks, particularly given that they are more likely to be recognised by the young migrants and refugees as a trusted port of call than, say, public officials.

The private sector is a significant employer and hence an important partner when it comes to the integration of young migrants and refugees. Companies are interested in joining integration projects because they may be looking for qualified staff or wish to support this target group in a move to demonstrate corporate social responsibility.

Private sector

The Premiär project in Gothenburg works with private-sector companies to help participants settle into Swedish society. Premiär is run by the Swedish coordination authority Insjöriket. All staff involved in the project work either for the employment service or for the national social insurance system. Premiär is aimed at young adults aged 20 to 29 who are finding it difficult to settle into Swedish society.

One of the project partners is the recruiting company Business Performance AB, whose role in the project is to use its network to bring participants together with potential employers. Business Performance supports them in preparing for job interviews, arranges study visits to companies so they can learn about certain professions, and liaises between potential employers and participants. Thanks to Premiär, the specific circumstances of participants can be examined from a holistic perspective and then improved.

Uniformed services

In many countries, the relationship between citizens and members of the uniformed services remains tense. Individuals who have fled their countries, in particular, will not always have had friendly encounters with the police. To restore their trust in these and other uniformed services, the Swedish project Men Behind Uniforms runs a ten-week course for young people aged 15 to 20 during which participants learn about the work of the police, firefighters, the emergency services, a security firm, ticket inspectors on public transport as well as bus drivers. The organisations cooperate with youth workers and “ambassadors” (former participants) of the programme to plan and implement the curriculum. Uniformed personnel with a migration background are also involved and are valuable role models.

Networking events

Events that are specifically designed to promote network-building can also help to improve trust between the individual fields, create more understanding and build new partnerships. The integration agency of the Flanders region organises regular networking events together with stakeholders in other
policy fields. To improve cooperation between the youth work and integration fields, a network event was recently organised specifically for representatives of these two areas.

Housing sector

Cooperation with the housing sector is equally important to prevent segregation. In regard to housing for refugees, the city of Wuppertal works closely with the housing sector, and has aimed to implement decentralised accommodation for refugees from the very beginning.

Volunteers

Another vital aspect when it comes to the integration of young migrants and refugees is cooperation with the many volunteers who work in this field. To ensure that volunteers are appropriately involved in local integration efforts, Wuppertal actively reaches out to the city’s numerous refugee initiatives and organises regular activities such as shared meals. When large numbers of refugees began to arrive in Wuppertal in 2015, the volunteers needed a point of contact inside the municipal authorities. To support groups that are working with refugees, North Rhine-Westphalia promoted volunteering by earmarking additional financial resources and personnel for municipal integration centres. This allowed Wuppertal’s integration service to set up a department for volunteering and projects in 2016 to manage the work done by local volunteers.

Parental involvement

The significance of parental involvement in youth work is a regular topic of discussion. In the context of integration assistance for young migrants and refugees, cooperation with parents is often part of the picture. Germany’s Jugendmigrationsdienste consider their young clients’ parents to be part of their target group. The state of North Rhine-Westphalia works closely with Elternnetzwerk NRW, an umbrella organisation of parents’ associations and groups of immigrant parents from various countries of origin. In Flanders, the organisation J@M, too, involves parents in its work.

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180 See https://www.elternnetzwerk-nrw.de/ (November 2019)
8 Summary

8.1 Governance structures in the four provinces

The governance structure for both policy areas is defined by Austria’s federal constitution and the fact that key decision-making competences for both youth and integration are assigned to the provinces, along with the political and financial responsibility for these areas. Only if province-specific factors are sufficiently taken into account, is it possible to properly analyse and understand youth policy, integration policy and cross-sectoral cooperation between the two areas.

In all four of the provinces involved in the project, there are actors and administrative structures which have evolved organically in the policy areas of youth and integration, and whose frame of reference is mostly restricted to their own province; inter-provincial projects are rare. Cooperation between provincial institutions and regional offices of the relevant federal authorities and organisations (e.g. police, the Austrian Public Employment Service (AMS), the Ombudsman for Children and Young People, the Austrian Integration Fund) is well-established in all of the federal provinces involved in the project; however, there is no cooperation across provincial borders in this respect either.

With regard to regional governance, there are four approaches to the two policy areas, which to some extent demonstrate clear differences. These differences prove that the development of governance frameworks at a provincial level is path dependent. Therefore, it can be assumed that province-specific approaches to youth and integration policies have also arisen in those provinces not involved in this project.

- As early as the 1980s, Vorarlberg was a pioneer in developing public private partnerships and integration policy was one policy area in which it made recourse to this model. With the project bureau okay.zusammenleben, an outsourced competence and development platform was set up, along with a model for indirect control through the involvement of municipalities and NGOs in the integration policy area. Civil society actors and platforms also assumed a key role in the youth policy area. When an integration strategy was drawn up and evaluated and the coordination platforms extended to municipality level after the arrival of large numbers of refugees during and post-2015, the existing model for cooperation between government and civil society was formalised and thereafter, extended further. This involved the inclusion of experts and professional stakeholders in the decision-making process, which is a good example of a well-established model for indirect contextual control. This approach brings together the competent government units with actors from civil society and industry, enabling the latter to assume governance tasks delegated to them by the government.

- In Salzburg – an equally small province in terms of population – there are some similarities to Vorarlberg. In Salzburg’s case, youth work was particularly characterised by dedicated involvement from civil society and cultivated a dense regional network of youth institutions. However, one specific feature is that both policy areas have been assigned to a single department of the provincial government, so guaranteeing cross-
cutting cooperation at the provincial level. Unlike in Vorarlberg, where the integration policy area can be said to drive development, in Salzburg it is the youth policy area which is the driving force for innovative integration support services. Similarly to Vorarlberg, it is typical for cooperation between the two policy areas to be based upon actors knowing each other well; the fact that the province is of manageable size means that lines of communication are short and cooperation is mostly organised informally. This is associated with a bottom-up, participatory approach to policy development, which involves the regional population. As explained in the series of documents on Salzburg’s Pathway to Integration (*Salzburger Weg der Integration*), this approach is intended, above all, to tackle polarisation in society.

- Upper Austria is a province with a large surface area, large number of district authorities and the third largest population, after Vienna and Lower Austria. Due to its size, it is not possible to have the same kind of close-knit, informal cooperation between actors who know each other personally as is typical of youth and integration governance in Salzburg and Vorarlberg.

- In Upper Austria, the integration policy area is highly structured at the provincial and regional levels; the involvement of actors has been highly formalised by setting up integration bodies at the provincial, district and municipal levels; the political approach is in keeping with a management-oriented and top-down approach, with a detailed reporting system. In contrast to the integration policy area for which one individual member of the provincial government is responsible, political responsibility for youth policy is shared between three members of the provincial government. On one hand, this makes it possible to involve a broad range of authorities; on the other, it means that there is a considerable burden in terms of coordination.

- Cooperation between the two policy areas is provided in particular through the steering groups made up of administrative bodies and NGOs at provincial, district and municipal levels; these steering groups are supported by the Regional Competence Centres for Integration (ReKIs). There are no comparable organisational structures in place at the district and municipal level for youth policy.

- As the capital of Austria, Vienna cannot be compared with the other provinces. In Vienna’s case, both youth and integration support services are embedded within the city administration – with its extensive staff resources – and are managed by the city’s administrative authorities. While in Vienna as in other provinces, NGOs and charities play a key role in implementing youth and integration policy, their involvement in developing such policies is patchy. However, there is a close-knit regional network involving the various Vienna Municipal Departments which reinforces information sharing. Coordination between the two areas does not take place across extensive networks, but rather within the framework of top-down city government.
The large number of civil society organisations which implement city integration and youth policy on behalf of the city demonstrates the importance of linking the NGOs with the city government: partly because this allows the city to ensure the free flow of information, and partly because in doing so it has established a quasi-market, preventing dependency on one or more, large providers. All the same, a pronounced dominance of administrative bodies can be observed: a broad range of stakeholders and experts mostly provide these institutions with expertise and develop preferences for action, yet decision making remains in the hand of the competent Vienna Municipal Departments.

8.2 Networking and cooperation structures in the four provinces

What all the provinces involved in the project have in common is close-knit networks between politics, administration at the federal, provincial and municipal levels, and NGOs in each policy area. In the integration policy area, there is regular coordination between provincial authorities, municipal integration departments and NGOs in Upper Austria, Salzburg and Vorarlberg. In Vienna, there are similar networks in place at a city district level. Given that the City of Vienna is also a province in its own right, then at the provincial level, there is cooperation between the various Vienna Municipal Departments and the NGOs acting as contractors to implement specific projects. In the youth policy area too, there is close-knit networking within the sectors; in this case, provincial laws also require that Provincial Youth Advisory Panels be set up, with the stipulation that a range of administrative departments and youth associations be involved, meaning that there are provisions on cooperation laid down in law.

In some respects, it is typical to see cross-sectoral networking between the two policy areas, but such networking is far less deeply embedded in organisational structures than that found between the various actors within the sectors. Particularly in the smaller provinces involved in the project – Vorarlberg and Salzburg – interviewees emphasised strongly the personal and informal nature of cooperation, whereby in Vorarlberg, the integration sector was perceived as placing a much stronger emphasis on cooperation than the youth sector. On the whole, this province demonstrates clearly the contrast between close-knit networking within the sector and far more sparse cross-sectoral networks. Conversely in the Province of Salzburg, broad cross-sectoral collaboration appears to have been established by virtue of having both policy areas embedded in the same department of the provincial government. At the same time, the key youth policy association akzente Salzburg also appears as an innovative driving force for integration support services in the districts of the province.

Upper Austria has developed a highly structured type of governance in the integration policy area. Formally speaking, the youth policy area has not been explicitly integrated into this governance structure for integration; however, in practice, it is integrated into the work of the ReKIS. In Vienna, embedding both policy areas at the same level has led to close cooperation within the administration; at district level, a framework for cooperation has been created by the various district forums.
Networking with the education sector is not well-developed in any of the provinces; schools have not been cited as a prominent networking partner in any province. On the contrary, a number of interviewees have reported that there is (latent) tension in the relationship between open youth work and (a few) schools.

Since in all provinces, youth work and integration support services are coordinated and funded by the provincial government, there are hardly any forms of inter-province networking or projects across provinces. This is partly due to funding flows and the fact that institutions report to specific provincial government departments; however, given the scope for networking via tele-communications, IT and road and rail networks, this is still surprising and indicates that there is a lack of such inter-province networking strategies and platforms which could particularly facilitate exchange of know-how and joint project development.

Private companies and enterprises are involved to only a modest extent in any of the provinces. While there is labour market-related cooperation in some provinces, this is mostly concerned with access to the labour market for young migrants and not with enterprises as actors in integration support services and youth work.

8.3 Cooperation between youth work and integration support services in Sweden, Germany (North Rhine-Westphalia) and Belgium (Brussels and Flanders)

Fact-finding missions to Sweden, Germany (North Rhine-Westphalia) and Belgium (Brussels and Flanders) provided insight into the political and administrative frameworks and the typical forms of cooperation between the two policy areas, which have a history in those countries.

In these respects, Sweden in particular demonstrated the key importance of networks set up by the government for the issue of how to integrate young immigrants and refugees. While in Austria, regional networking takes place without the competent ministries being involved, in Sweden, these networks include a representative from the national government at regional level, who ensures that national decisions are implemented at that level. There is a focus on labour market policy and reducing social segregation through administrative cooperation arranged for just that purpose. Long-term cooperation between the local and regional level on the one hand, and the national level on the other, has facilitated a holistic approach to addressing the challenges posed by youth unemployment among young immigrants and refugees, as well as those posed by social segregation. The presence of representatives from the national level on the ground at the municipal level has led to increased trust between these two levels of government.

As is the case in Austria, both youth work and integration support services in Germany are heavily influenced by the federal state in which they are located. In North Rhine-Westphalia, there are integration programmes for young immigrants in the municipalities, which are financed by the federal level and by the State of North Rhine-Westphalia and implemented by NGOs and local authorities. However, the fragmentation of funding across a large number of ministries is seen as a challenge: communication is not always optimal, leading to resources being wasted.
Cooperation at the city level in Wuppertal is similar to the approaches found in Austria, by which the integration agendas have been amalgamated in a single administrative unit. In fact, the city of Wuppertal has gone one step further: it has created a one-stop shop at the Wuppertal integration centre, which coordinates integration services and promotes strategic links with the youth policy area. The Wuppertal integration centre cooperates on a regular basis with all relevant institutions and with the state coordination office, which was set up to advise, support and foster exchange of information in all 54 municipal integration centres in North Rhine-Westphalia.

In Sweden, a coordinating authority has been set up to coordinate labour market measures with the municipalities and regions, with the involvement of the national social insurance system.

In the city of Mechelen, the coordination of cooperation on integration support for young refugees has been transferred to an association, whose role is to build bridges between the youth work policy area, disadvantaged children and young people, and other actors, such as local schools.

Although in the policy area of integration, Sweden’s cooperation with NGOs is patchy, cooperation with companies in order to integrate young immigrants and refugees seems more typical for Sweden than for Austria.

By involving representatives from the national level in regional and sub-regional coordinating groups for integration, Sweden has succeeded in involving even the national level in the youth work and integration support services organised at a local level. In addition, the two delegationen DUA and DELMOS facilitate an enhanced flow of information between the regions. In Germany too, there are noteworthy efforts being made to support local alliances for young migrants and refugees through interesting federal initiatives such as the programme Willkommen bei Freunden, or the Youth Migration Services (JMDs) which are funded by the federal government.

Also noteworthy are initiatives such as the programme Wertevermittlung, Demokratiebildung und Prävention sexualisierter Gewalt in der und durch die Jugendhilfe (Teaching values, developing democracy and preventing sexualised violence in and through youth services) in North Rhine-Westphalia, which has given the youth work sector a central role in coordinating integration measures.

Furthermore, many interviewees from abroad considered cooperation between schools and youth work as important, not least because the challenges when working with young migrants and refugees were similar in both areas, so interaction would bring advantages. Projects such as the Respekt Coaches in Germany appear to build bridges between teachers, youth workers and other actors. The projects run by Groep INTRO at OKAN schools in Belgium (OKAN stands for reception education for non-Dutch speaking newcomers) demonstrate that ensuring access thresholds are low can make a significant contribution to success.
8.4 Recommendations at the EU and Council of Europe level

Both youth and integration policy represent core policy areas for the European Union and the Council of Europe, although the main responsibility remains with the Member States. Since the movement of refugees during and post-2015 in particular, existing EU youth programmes – Erasmus+ and youth-oriented programmes from the European Social Fund (ESF) being the most important – have been adapted and now include measures for integrating young refugees and migrants. Since 2015, most of the European funding programmes for youth have ring-fenced funding for activities relating to integration and social inclusion.

The framework documents and policy papers drawn up against this background especially emphasise the importance of cross-sector cooperation in the youth and integration policy areas, both between different levels of administration, and between government and civil society organisations or private enterprises.

Additionally, the EU provides Member States with a number of platforms on which they can exchange information concerning the issues of integration or youth work and is developing recommendations, toolkits and other instruments, so as to support the Member States when they are implementing integration measures (including those in the youth work sector). This includes a toolkit intended to improve cooperation between the competent authorities and managing authorities for the various EU funds in the EU Member States.

Recommendations for action include in particular: build cross-sectoral partnerships; coordinate the various implementing authorities for the EU programmes; actively involve youth workers and other experts in the integration process; share good practice; arrange cross-policy area seminars and workshops; and develop simple, accessible toolboxes and stakeholder directories, which are kept up to date.
9 Recommendations

The results of this study give rise to the following recommendations:

- Develop a regularly updated, web-based information platform on youth work and integration activities in the provinces: at present, information on specific practice in these sectors is scattered across a range of websites belonging to the various actors; a regularly updated, user-friendly website would make sharing this information easier.

- Regular content-focused networking between the sectors, based on the exchange of information via workshops and seminars: existing networking is mostly initiated by projects or as issues arise; closer networking organised around subject matter via topic-centred workshops and seminars could allow this exchange to become more sustained. It is generally the case that it is advantageous to take all relevant stakeholders into consideration and involve them in integration activities within these networks, in order to pursue a comprehensively cross-sectoral strategy.

- Allow for special funding for cross-sectoral projects and measures in the funding programmes: cross-sectoral interventions should be taken into special consideration when granting funding and they should be funded sustainably.

- Focus on funding low access threshold projects, whose objective is to support social cohesion: examples from other EU Member States have demonstrated promising results, where the barriers to participating in projects have been reduced and the target groups have included the host society.

- Develop inter-province approaches: due to the fact that responsibility for legislating on and funding both policy areas lies so overwhelmingly with the provinces, hardly any inter-province approaches have been developed. There is also still scope for increasing the exchange of experience across provincial borders. This should be tackled with special funding, whereby “twinning” projects involving the participation of several provinces and relevant federal institutions should be supported in particular.

- Establish inter-province exchange of experience: exchange of experience between the sectors and provinces should be supported through topic-centred workshops with the participation of representatives from both the youth and integration sectors.

- Allow for regular evaluations and concomitant research: only very few measures and projects in the policy areas of youth and integration are evaluated with respect to their impact and complemented by concomitant research. Appropriate funding measures should enable evaluations to be carried out more often, in order allow learning across different provinces from the project experience acquired by the various organisations and providers.

- Create stable funding structures: many experts, especially in the youth policy area, remarked upon the unstable funding structures and the high staff fluctuation associated
with them. Stable forms of funding should be developed and implemented, in order to enable professional competence to be developed and maintained in this policy field too.

- Agreements between schools and local youth work: formal agreements between schools and youth work providers could cement cooperation between the two sectors.

- Greater private sector involvement: as an employer, the private sector is an important partner in the process of integrating young migrants and refugees. It is in companies’ interests to participate in integration projects, either because they are searching for qualified workers, or because they wish to support young migrants and refugees as part of their CSR activities.

- Ensure closer coordination of the national agency or agencies for Erasmus+ with other EU programmes and funds – as a priority with the ESF and AMIF – when funding integration measures. At present, according to the national agency, coordination between Erasmus+: Youth in Action and other programmes/funds is patchy.
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12 Annex 1: Multi-level governance, control theory and participatory democracy

12.1 On governance

The term *multi-level governance* has become established in the political sciences as a way to denote the analysis of policy fields that are characterised by the interaction between different institutional actors at different levels of the hierarchy. Unlike the term *government*, which denotes the system by which a state is managed, *governance* is a process-oriented term that describes the interaction between various actors at different political and administrative levels and, unlike traditional forms of government, is characterised by an openness to change and the involvement of a multitude of stakeholders. The concept of governance incorporates the following four elements:

1. “The lack of clear hierarchical superiority and subordination and of a clear separation of spheres of control;
2. steering and control by means of a mix of unilateral exercise of power and cooperation;
3. communication and negotiation; and
4. the dominance of processes over structures, as well as an ongoing change in structures.”

Central to the development of governance as a concept was the observation that in modern societies, the political level is no longer able to manage social processes directly; instead, it can only manage interactions between stakeholders and actors: “Steering and control are not unilaterally executed by a competent institution (e.g., the government); instead, they are interactional processes taking place between collective actors, wherein a clear distinction is no longer made between the subject and the object of control.”

According to this interpretation, governance is no longer seen as a central act of controlling and regulating markets and societies, but instead as a “self-regulating system of interactions beyond market and state.”

Put simply, the term *government* places the state and its institutions at the centre, separating them from society and the market, while *governance* understands the three subsystems to represent a network and explores the way they interact. In this view, the state and its institutions are not

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understood as instances that operate top-down; instead, they are organisers of a network-centric process of negotiation between stakeholders. *Government* has connotations of steering, suggesting a metaphorical captain steering a society as if it were a ship, while *governance* implies a fundamentally different perspective that is centred around structures and institutions and how they interact. The control aspect is replaced by regulatory structures that require public, private, hierarchical and network-like forms of regulation to interact and collaborate.\(^{184}\)

At the political structure (*polity*) level, governance typically involves a mix of traditional administrative bodies, private-sector businesses and broad stakeholder networks that incorporates civil society organisations and experts. Political decision-making (*politics*) happens in cooperation with and with the involvement of societal actors, wherein the systems enabling said cooperation are flexible and capable of change. Actual political measures and programmes (*policy*) are developed and implemented jointly by policymakers and representatives of administrations and non-governmental organisations.

### 12.2 Multi-level governance

While the concept of governance was developed by the political science community to better describe the changing nature of governmental actions in state systems, in the 1980s EU integration researchers began to focus on the complex relationship between the Member States’ insistence on their sovereign rights and the Community-centred approach pursued by the European institutions. As significant powers were devolved from the member-state to the EU level under the Maastricht and Amsterdam Treaties, researchers began to direct their attention to the often charged relationship between the Member States and the European Commission. In this context, in 2001 Liesbeth Hooghe and Gary Marks pointed out that besides the shift in decision-making powers to the supranational EU level, some decision-making processes were increasingly shifting to the subnational level, a phenomenon for which they coined the term *multi-level governance*. As they write, “*Two developments have been decisive in creating multi-level Governance in Europe over the past half century. European integration has shifted authority in several key areas of policy making from national states up to European-level institutions. Regionalization in several European countries, including the most populous ones, has shifted political authority from the national level down to subnational levels of government*.” \(^{185}\) In the following, Hooghe and Marks developed a heuristic model to identify and describe various forms of multi-level governance that was well received in the political science community and today is recognised as an adequate way to describe polycentric political regulation and control processes. \(^{186}\)

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Hooghe and Marks’ analysis differentiates between two types of multi-level governance: type I and type II.¹⁸⁷

- Type I forms of multi-level governance involve nested levels with their own respective jurisdictions with clearly defined and stable jurisdictional boundaries. The respective levels are intended to be stable over long periods, and their boundaries typically correspond to territorial borders. Each level has its own clearly defined jurisdictional system that is equipped to exercise a multitude of functions, the limits to which are enshrined in law. Within these levels, there is a clear distinction between the legislative, judiciary and executive institutions. Any change in the allocation of competencies is subject to a defined process in line with the rule of law and must comply with higher-level constitutional norms.

- Unlike the clearly structured type I form of governance, type II forms of multi-level governance are much more complex and unstable. These are not general-purpose jurisdictions that are capable of a multitude of tasks; rather, they are functionally distinct (involving, e.g., regular coordination meetings at the district level, as in Upper Austria’s integration governance system). Concrete measures for various policy fields are developed by different actors who themselves are part of decision-making structures at various levels in the hierarchy. This type of multi-level governance is also referred to as *polycentric governance*,¹⁸⁸ as in this setting, several unconnected and independent centres of decision-making are involved in producing collective goods.¹⁸⁹

These two types of multi-level governance imply different participatory modalities and challenges.¹⁹⁰

- Type I multi-level governance involves a hierarchical, nested structure of different, usually territorially bounded decision-making levels that in most cases are legitimised by territorial elections and have their own budgets. Typical examples of type I multi-

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level governance include the various types of federal statehood. They have extensive political powers across a broad variety of policy fields, with political responsibilities assigned to certain levels. Political participation typically takes place in the form of elections; interests are voiced and mobilisation takes place via established channels within a party system. This enables issues to be pursued in the long term, while political careers can be built around specific policy areas.

- Type II multi-level governance is predicated on policy area-specific interests and connects various actors in these policy areas across type I structures. Type II structures are often linked to the development of thematic communities of practice or epistemic communities that share an interpretation of major paradigms and principles of practical action. As a network of professionals with recognised expertise and competence in a particular domain, an epistemic community has an authoritative claim to policy-relevant knowledge within that domain and can speak to the verity of certain statements. Because they are recognised within the professional community, they can influence policy action by defining key concepts and framing the collective debate. Epistemic communities become relevant by engaging in a continuous dialogue between competent institutions and experts working in, e.g., universities, administrations or politics. In many cases these experts represent organisations that, in line with the principle of new public management, implement decisions in certain policy fields (e.g., healthcare providers in the health field, welfare organisations in the social field, etc.). Type II forms of multi-level governance are considerably more dependent on voluntary engagement in less stable organisations and on the proactivity of expert bodies than type I forms.

- Type I multi-level governance is characterised by party politics and hence more impacted by ideological conflicts than type II settings, where the need to collaborate requires actors to focus on improving existing structures.

The core characteristics of multi-level governance can be hence be summarised as follows:

a) The (legal) power to take decisions is distributed across various levels and actors.

b) Challenges can only be resolved together, requiring decision-makers at the various levels to coordinate.

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192 Haas, P.M. (1992), loc. cit., p. 3.

c) Both public- and private-sector actors have a role to play in taking decisions and implementing these at the various levels.

d) Within the individual levels, institutionalised regulatory systems determine actors’ scope for action.

e) The fact that negotiations between actors are hampered by excessively rigid rules implicitly requires them to maintain flexibility.

While the theory of multi-level governance originated in the context of analysing EU integration, it soon acquired broader relevance and today is used as a basis for understanding how governance structures in the Member States interact. It has proven particularly useful in the context of analysing federal systems of government, such as those in Germany, Austria and Switzerland.

12.3 Control theory approaches

From a control theory perspective, the concept of multi-level governance is closely aligned with the debate around forms of “soft control”. Control theory understands political control to represent the exertion of targeted influence on societal action, describing political control methods as lying on a continuum between “hard” and “soft” control. Hard, hierarchical control seeks to influence the actions of third parties according to the principle of command-and-obey and requires the presence of clearly structured relationships as well as a power imbalance. In practice, hard control involves formalisation and fixed processes; participants in this system comply with externally imposed rules and their behaviour is motivated by incentives or penalties. By contrast, horizontal, or “soft”, control implies no hierarchical submission, but is applied informally and horizontally to social relationships without following fixed rules. Effective horizontal control requires stakeholders to assume the respective other participants’ perspectives, necessitates a shared framework of reference and action, and presupposes a high level of intrinsic motivation.

While horizontal control processes are typically found in settings involving civil society organisations and grassroots democracy, the administrative sphere is dominated by indirect contextual and structural control, which is a mixture of administrative-hierarchical and horizontal control. The idea here is to create a setting that enables various institutional stakeholders to develop horizontal control


processes, allows competent authorities to connect with civil society and private-sector stakeholders, and empowers these to assume the control functions devolved to them by the state. These control networks are better equipped to manage complex issues than the authorities themselves; meanwhile, the authorities can still intervene in horizontal processes to take corrective action or to extend or limit their scope. Indirect control features elements of horizontal as well as vertical control and brings authorities together with external experts and stakeholders. In this setting, control is not determined by abstract goals that are imposed externally. Instead, the parties are called upon to draw up shared objectives and goals in the shape of, e.g., a mission statement or work programme, to establish reporting and monitoring processes, and to engage in continuous communication and public relations work by organising workshops and meetings.197

12.4 Multi-level governance and theories of participatory democracy

While governance theories focus on the interaction between various actors and levels involved in governmental action, theories of participatory democracy are concerned with the ways in which civil society is involved in political decision-making.198 Against the backdrop of Habermas’ discourse ethics,199 which ascribes greater ethicality to decisions resulting from equitable discourse processes than to those that are enforced by coercion, theories of participation-oriented or participatory democracy question interpretations of democracy that are based on the majority principle alone and place emphasis on the democratic quality of discourse-driven decision-making that benefits from the input of civil society.200

While the proponents of participatory democracy disagree over how large the political units should be in which participatory deliberations and decisions take place, there is broad consensus that nation states are too large for deliberative decision-making – with other forms of public participation having to be found for units of this size – but that deliberative processes can be implemented effectively in smaller units. Departing from the concept of direct democracy and its plebiscitary elements, the debate around participatory democracy has brought forth a large number of approaches to strengthen democratic systems by combining representative and deliberative elements, such as the involvement of civil society stakeholders and experts in designing guiding principles for certain policy fields and in developing projects and measures.

In this context, Archon Fung’s Democracy Cube (2006), a heuristic instrument to describe various participatory processes, is of particular interest. The Democracy Cube examines participation in a political process in three dimensions and visualises these in a diagram:

1) Participants
2) Communication and decision mode
3) Authority and power

Figure 2: The Democracy Cube

Unlike customary comparisons between representative vs. participatory democracy in public discourse, this model assumes the existence of a wide variety of participatory processes, each of which is at a distinct point along the three axes. Each axis extends from low to high, facilitating an analysis and comparison of the respective process.

- At one end of the Authority & Power axis, individuals are assigned a listening role largely to extend their knowledge of a given subject (individual education); via communicative

![Diagram of the Democracy Cube]

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influence (e.g., individuals’ input may be taken into account) and advise/consult (e.g., expert hearings), the continuum stretches to the two strongest forms of influence, co-govern and direct authority.

- The Communication & Decision Mode axis refers to the setting in which participation takes place. Many participatory forums are designed predominantly to share information and, while they may allow participants to voice their preferences, they go no further than that and do not involve participants in the actual decision. These types of consultative mode are referred to as listen as spectator, express preferences and develop preferences. Fora that are designed to bring about a joint decision extend beyond this to involve participants in the negotiations (aggregate and bargain) and in decision-making (deliberate and negotiate). One specific type of forum involves input from technical experts: here, it is the decision-makers who actively request input from experts although the ultimate aim of this is not their involvement in the actual decision-making; rather, the idea is to improve its efficiency.

- The Participants axis describes which participants have been selected to accompany the process, starting from a restriction to expert administrators via (non-civil-servant) professional representatives of the field in question (e.g., academics, researchers) and professional stakeholders (e.g., NGOs active in the field) all the way to lay stakeholders (such as local residents to be consulted on a planning process – also known as mini-publics) and randomly selected citizens (see, e.g., the various models of demarchy, such as Ireland’s 2013-2014 Convention on the Constitution).

To summarise, the Democracy Cube describes a continuum ranging from conventional state-run administration without any involvement of external experts or stakeholders via various forms of expert involvement and co-governance all the way to citizen participation processes, giving visibility to the many ways in which civil society actors can be involved in the political process. Of note is the fact that the model refrains from passing judgment on the different forms of involvement (e.g., “the greater the involvement of laypersons, the more democratic the process”); instead, it is a method to describe different forms of governance.
13 Annex 2: Projects and examples from practical cooperation in the provinces

In this annex, there is a description of selected examples of cooperation in youth work or integration support services with other relevant key sectors. This selection was made based on information received from interviewees and obtained during research. It is by no means exhaustive.

13.1 Upper Austria

- Education advisory service and guidance for young refugees aged 15–19 in Linz, in cooperation with the Federal Ministry for Education and BFI Upper Austria vocational training institute: a tailored educational guidance and coaching service is provided, with placement into appropriate schools and educational institutions; it is funded by the Federal Ministry of Education and the Province of Upper Austria.

- Schelm: This project is run by BFI Upper Austria vocational training institute and funded by the Upper Austria Integration Office. It is targeted toward school pupils and students with a migration background. In addition to providing help with homework and self-study for primary and non-selective secondary school students, the project promotes social and intercultural competence; it also offers creative workshops, career guidance, training on how to apply for jobs and educational guidance. There is a range of help on offer to support reading skills, particularly for children of primary school age.

- Steering group for living together without violence: the steering group for living together without violence in Upper Austria was founded on 14 February 2019. Members include the Office for Basic Social Services and the Upper Austria Integration Office, as well as representatives from government, justice, experts from Johannes Kepler University Linz and representatives from organisations providing support for youth or refugees, the violence prevention centre, the Ombudsman for Children and Young People, Neustart (an organisation supporting former criminals), the Austrian Red Cross and other NGOs. The Steering Group is chaired by the Integration Officer of the Government of Upper Austria. The Steering Group objectives are: to create opportunities to react quickly when problems and grievances arise between groups in the population; and to draw up specific solutions to recognised problems, by involving other stakeholders as warranted (e.g. streetwork, youth and social workers, community patrol officers etc.). The Steering Group meets on a monthly and hoc basis.

- One of the projects funded by the Integration Office which makes a significant contribution to qualifications and education as key to integration is the MORE project. The Johannes Kepler University in Linz is participating in the UNIKO (Universities Austria) MORE initiative. The MORE project is intended to create increased opportunities for refugees who are entitled to study at higher education level to visit classes at university. The aim is for them to improve their language knowledge and skills, with the eventual
aim of accessing university studies in Austria. Target groups are asylum seekers and those already granted asylum or subsidiary protection who are entitled to study in higher education, or who have already begun or completed higher education.

- The Round Table on Labour Market and Integration is chaired by the member of the provincial government responsible for integration and meets 2–3 times a year. Within the framework of this round table, the work of AMS Upper Austria, the Upper Austrian Economic Chamber (WKOÖ), the Upper Austria Integration Office, the political level, educational institutions and NGOs is coordinated and networking takes place. Since 2018, this round table has been regionalised and now also takes place at district level, with the additional participation of the largest companies in the districts.

13.2 Salzburg

- HEROES was founded in Berlin in 2007 and is a project for equality, in which young men from cultures where “honour” is a problematic issue, work against repression in the name of “honour” and for equal rights and equality for men and women. In regular training sessions, these young men confront issues such as honour, identity, gender roles and human rights. In addition to receiving specialist knowledge, they raise their awareness of their perception and empathy, receive confirmation of their opinions, and are given a great deal of opportunity to share personal experience and points of view. After completing their training, they receive a recognised certification as HEROES and are able to hold their own workshops. As officially certified HEROES, they then visit schools, training institutions or youth facilities, where they run workshops for girls and boys on the topic of honour. Using role play, HEROES encourage young people to discuss the concept and to take a position against repression on the pretext of honour. The objective is to work together with the young people to call this kind of situation in society into question and offer them an alternative point of view. This project is targeted toward young men with a migration back story between 16–23, who actively work for equality between men and women and want to enact change. The objective is to foster individual freedom and autonomous living. The first HEROES were certified in 2018. They run free workshops for schools and youth groups.

- Project Sprachhelferinnen: during the “refugee crisis”, Salzburg railway station became a central hub where many refugees who wanted to travel on to Germany gathered and stayed overnight in the station’s underground car park. The akzente Salzburg association was on the ground with youth workers and came into contact with young adult refugees, who acted as informal key contact persons between the authorities and the refugees. As a result several of these young refugees joined akzente Salzburg as staff and helped to develop a language support project for children from refugee families, who had just started school. This project offers schools in the province of Salzburg the opportunity of
requesting temporary language assistants, who speak the children’s mother tongue and are familiar with the Austrian school system. They accompany the children in school and take part in lessons with them as a language assistant – studying and practising German with them until the children can follow lessons independently. In 2018, the team of 10 spent 10,900 hours in 50 schools and 9 day care centres, supporting 300 children and their parents as they became accustomed to school life. In addition to supporting schools, they also provide language support in day care centres, in youth work, at doctor appointments, and at events.

- The *Querbeet* project for intercultural community development has now been established in several of the Province of Salzburg sub-regions. It receives funding from the province and is run by *Salzburger Bildungswerk*. In cooperation with *akzente Salzburg*, this project has initiated meetings in quite a number of municipalities, between municipal-level politicians and young people, in order to familiarise them with the reality of local politics. At these meetings, disenfranchisement of foreign youth was a key issue. As part of *Querbeet*, workshops were held in 9 municipalities on the issue of integration in 2017 and 2018.

### 13.3 Vorarlberg

- *Welcome.zu.flucht*: on the initiative of Open Youth Work Dornbirn (OJAD), coordination of this project was quickly taken over by the Coordination Office for Open Youth Work and Development, meaning that the activities were extended to venues across the whole of Vorarlberg. Specifically, in this project tandems were setup, whereby a youth/social worker would team up with a young refugee, and through a very wide range of activities, they created space for young people with or without a refugee background to meet. The aim behind this was – besides the social integration of refugees – to reduce prejudice among youths long-established in the area. Besides work in youth centres, workshops were held at schools, which were also linked with existing cooperation structures for anti-bullying and violence prevention. The tandems also accompanied outreach youth workers, in an effort to improve access to new communities; intercultural hikes were organised in cooperation with associations involved in youth work (*Kinderfreunde*).

- Bullying prevention in schools: since 2018, *koje* has been organising workshops across the province with school classes and on parents’ evenings, developed from individual projects of the previous years. This was arranged in cooperation with the Anti-Bullying Coordination Office of the Vorarlberg Board of Education, with funding from child and youth welfare services. The workshops are run by open youth work providers.
- **Vorarlberg lässt kein Kind zurück** (No Child Left Behind in Vorarlberg): this is a pilot project in Dornbirn, Rankweil, Wolfurt and the Bregenzerwald region. The concept is to have a chain of prevention: from pregnancy through childhood and up until adulthood; families, children and youth should be better supported, by linking provision in the areas of health, education, child and youth welfare and social services. The pilot stage comprises developing network structures and chains of prevention.

- **Project I kann’s I trau mer’s zu! 3** (I can and I dare to!): this is a comprehensive awareness-raising project, which provides male-dominated companies with practical approaches to improve their gender balance and improve access to technical vocations for girls. This project is run by Verein Amazone with support from the Apprentices and Youth Department of the Vorarlberg Chamber of Labour and the electrical and metal industry section of the Vorarlberg Economic Chamber **Vorarlberg Elektro- und Metallindustrie**.

- **Project LehreUp**: this involves support with homework and self-study as well as application training to prepare young people for vocational school and to support them while they are attending, so as to prevent them dropping out. In this project, run by Open Youth Work Dornbirn (OJAD), trainers from companies with apprentices and trainees also receive training and mediation is provided in case of conflict.

### 13.4 Vienna

- **Summer City Camps**: this project was implemented some ten years ago by Municipal Department (MD) 17 (Integration and Diversity) and transferred to MD 13 (Youth) last year. This is an example of good practice for mainstreaming the issues of youth and integration: this project is implemented with support from MD 56 (Vienna Schools and Vienna School Board); MD 10 (Vienna Children Daycare Centres), MD 11 (Vienna Child and Youth Welfare Service), MD 17, and organisations providing youth work and especially holiday childcare schemes are also involved. The provision seeks to strike a balance between help with study and leisure activities. All children and youth are offered learning and leisure schemes during the summer holidays.

- **Wiener Bildungsgrätzl** (Vienna Educational Neighbourhoods): this is a cross-structural networking framework currently under development, through which education providers are intended to improve cooperation with other institutions on the ground including youth work. Vienna educational neighbourhoods are organised on a socio-spatial basis; they are intended to increase the effectiveness of educational provision and have a positive impact on how people live together in the city districts. In 2019, MD 17 made Vienna educational neighbourhoods a funding priority.
Support services for parents: there is advice and support for immigrant (and other) parents set up by MD 17 as part of interface, with the view to integrating their children educationally and vocationally; this project has now been transferred to the Vienna School Board and is embedded in the Sprachförderzentrum Wien (Vienna Language Support Centre).

As part of the EU funded community project CORE – Integration at the Centre, MD 17 made youth work a priority and developed peer-to-peer information provision, also involving cooperation with associations offering recreational activities for children and other refugee support initiatives. The Community Parents project was also set up in relation to this and in cooperation with the Vienna School Board. In this latter project, long-established immigrant parents support those newly arrived, as they integrate their children into the education system.

Jugendcollege Start Wien: this is education provision offered by the City of Vienna and based on the school system for (recently) arrived immigrant youth and young adults (from the EU and third countries). This project is for young people between 15 and 25, who have attended school for at least 8 years in Austria or in their country of origin, but who have no access to further school education, because mandatory schooling ends at 15 and they lack knowledge in German, English or other subjects. In a program lasting up to 9 months, these young people prepare to re-enter school education or embark upon other training. This project was set up in cooperation with MD 17, MD 13 and the Vienna Association of Adult Education Centres and is now run by interface.

Werkstadt Junges Wien: this is an inter-sectoral project, coordinated by MD 13. It is a participatory project, with the aim of working together with a target number of 10,000 children and youth to explore what they expect from their city. Objectives identified in this way are intended to provide the basis for Vienna’s future Strategy for Children and Youth. The workshops can be carried out with the help of the project toolbox and there are a wide range of institutions acting as cooperation partners. MD 17, MD 11 and the Vienna School Board are also closely involved in implementation; MD 10 has developed its own concept for children under 3; association youth work is also deeply involved in implementation.

The Association of Vienna Youth Centres’ Spacelab: this is the workshop school of the association of Vienna youth centres, with four sites in Vienna. However, fundamentally

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203 See https://www.refugees.wien/core/ (November 2019)

204 See http://www.interface-wien.at/5-sprache-und-arbeit/91-jugendcollege-startwien (November 2019)
in Vienna, measures in the youth policy area and those in the labour market/training area are mostly kept separate, in the sense that with the exception of Spacelab, there are no projects or measures which have performance targets mixed between youth work and the transition into training or the labour market.