

## Youth Partnership

---

Partnership between the European Commission  
and the Council of Europe in the field of youth



---

# THE ROLE OF YOUTH WORK IN SUPPORTING YOUNG REFUGEES IN EUROPE: MAPPING OF STAKEHOLDERS

---

*Compiled by Mark Perera*

## Part 1: Introduction

As part of the ongoing work that the EU-Council of Europe Youth Partnership (hereafter, ‘Youth Partnership’) is undertaking to analyse the role that youth work can play in supporting young refugees in Europe, this document has been developed to support promotion and realisation of the [key messages identified by the expert seminar “Journeys to a New Life”](#) on the role of youth work in integration of young refugees in Europe, held on 23-24 November 2016.

The key messages seek to support youth sector actors across Europe in better understanding and better responding to the current realities being experienced by young refugees, asylum-seekers, and undocumented migrants in Europe. Accordingly, they encourage improved and better targeted policy responses, notably with greater coordination across policy areas, as well as among relevant stakeholders. The Youth Partnership recognises that this requires outreach by youth sector actors beyond their traditional and long-standing partners, to stakeholders who are working on refugee youth integration issues in fields such as the humanitarian, labour, or housing, and with whom they may not yet have established relations.

In line with this, the present document seeks to identify a number of relevant stakeholders to whom outreach can be targeted, in the first instance.

This document was compiled to serve organisations, groups and institutions interested to further develop their work for and with young refugees, as a support tool for networking and enhancing co-operation.

### How was the document developed?

The selection of stakeholders presented is aimed at spanning several relevant policy areas. Though young refugees are rarely the explicit focus of the work of the stakeholders identified, many are working implicitly with young refugees, or on related issues, given the demographic make-up of newcomers that have arrived in Europe over recent years and particularly since 2014.

The stakeholders have been largely selected based on the Europe-wide or transnational nature of their current work and/or influence on (European) policy-making and practice in the area of refugee integration. Where their work does not have an explicitly European focus – or rather, is principally focused on the local or national level – there is an implicit recognition of their capacity to share and promote best practice across an existing network of partner organisations, or due to the maturity of their work with refugee youth. To illustrate this: the British Red Cross have a well-structured support system in place across the UK to assist young refugees. In addition, as part of the International Red Cross and Red Crescent Movement, they form part of a wider network of organisations working directly with refugees in countries of origin and transit, and in host countries, and could potentially leverage this network to exchange best practice and greater policy coherence, ultimately to realise the Youth Partnership’s key messages.

Research was carried out in June-August 2017, through a combination of meetings and/or direct communication with stakeholders, and desk research. The information contained in this document is updated up to August 2017. As many stakeholders update and develop their work constantly, we invite readers to check the stakeholders’ website for up-to-date information.

## How should it be read?

Below you will find sections dedicated to each set of stakeholders: for each individual stakeholder, an indication is given of the policy areas to which they are most relevant. For each stakeholder, a brief description is provided:

- i. a general description of the stakeholder;
- ii. a brief overview of their work on refugee integration; and
- iii. information on any relevant activities/policies directly focused on refugee youth or young people.

### *Note on terminology:*

*While acknowledging the distinct legal status to which terminology in the area of asylum and migration refers, for the purposes of concision, the term refugee is used below to refer to recognised refugees and individuals benefiting from international protection, and asylum-seekers. Where relevant, specific mention will be made of unaccompanied minors and undocumented migrants.*

## Part 2: Mapping of stakeholders

### List of stakeholders and contacts

British Red Cross	Various e.g.: London: Ember Hibbert, Young Refugee Service Manager (EHibbert@redcross.org.uk) Glasgow: Jillian McBride, Service Manager: (JMcBride@redcross.org.uk)
Caritas Europa	Shannon Pfohman, Policy and Advocacy Director (SPfohman@caritas.eu)
EFC	Silvia Balmas, Thematic Network Coordinator (sbalmas@efc.be)
ENOMW	Anna Zobnina, Strategy & Policy Coordinator (anna@migrantwomennetwork.org)
EPIM	Sarah Sommer, EPIM Senior Programme Manager (sarah.sommer@epim.info)
Eurocities	Thomas Jezequel, Policy Advisor Migration & Integration (thomas.jezequel@eurocities.eu)
European Integration Network and NCPs	HOME-NOTIFICATIONS-B1@ec.europa.eu Valeria Setti, Policy Officer - Migration policy, European Commission DG HOME (valeria.setti@ec.europa.eu)
European Migration Network and NCPs	HOME-EMN@ec.europa.eu HOME-NOTIFICATIONS-C1@ec.europa.eu
European Youth Forum	George-Konstantinos Charonis, Policy Officer, Youth Rights (george-konstantinos.charonis@youthforum.org)
EU Urban Agenda Partnership on Inclusion of Migrants and Refugees	UA.communication@ecorys.com
InterCity Youth	Jonas Agdur, Chair (jonas.agdur@keks.se)
MEDAM (and constituent actors)	Nadzeya Laurentsyeva, Research Fellow, Economic Policy Unit, CEPS (nadzeya.laurentsyeva@ceps.eu)
PICUM	Lilana Keith, Advocacy Officer – Labour Rights and Children’s Rights (lilana.keith@picum.org)
UNHCR	<i>Dependent upon country.</i> Contact in Geneva – Nick Sore, Adolescent and Youth Advisor (sore@unhcr.org)

## Information about stakeholders

### British Red Cross

*Areas: refugee integration; social inclusion; education; employment*

The British Red Cross is the UK body of the International Red Cross and Red Crescent Movement, and is active throughout the country as well as engaging in disaster preparedness and relief work abroad. Alongside its primary domestic roles in emergency response and first aid services, the organisation also provides support to vulnerable groups, with refugees and asylum-seekers a major focus area since 1989.

Activities in support of refugees and asylum-seekers range from addressing immediate, short-term needs of newcomers – including food, clothing, and even financial assistance – to legal advice on asylum procedures, and assistance and financial support for family reunification. The organisation maintains a network of refugee support coordinators and caseworkers in a number of areas around the country.

Specific and extensive support is provided to refugees and asylum-seekers aged 15-25, principally around navigating asylum procedures and social services, and managing the transition to adulthood. Individuals are often referred to the organisation via actors such as local authorities. In addition to individual case work, the British Red Cross also operate group learning and leisure activities – such as language training – and in Glasgow, run a 10-week life skills course for 16-25 year olds who are not yet in or able to access formal education.

### Caritas Europa

*Areas: refugee integration; participation; social inclusion; education; employment*

Caritas' work with refugees and migrants extends beyond its traditional emergency and humanitarian aid role, to support for refugee integration in receiving countries. In Europe, this takes the form of service provision, e.g. legal advice or support in accessing housing or the labour market. Alongside this, Caritas works to build networks between refugees/asylum-seekers, local communities, and other stakeholders, emphasising that integration is a dynamic process for which many actors must take responsibility – not only migrants themselves.

Since 2015, national Caritas member organisations have been undertaking a number of integration-focused projects aimed at addressing cultural, structural, and/or socio-economic barriers. Projects have ranged from language training courses (e.g. in Sweden) to the promotion of intercultural dialogue (Spain), or the provision of temporary housing for newly-recognised refugees in Belgium. Caritas Europa is also preparing a 'Welcoming Societies' Handbook for integration work at the local level, for release at the end of 2017.

Young people are targeted either explicitly or as part of a wider group in the organisation's integration work: in Bulgaria for example, Caritas has worked directly in reception centres to provide Bulgarian and English language classes, homework support, and job mediation and placements for young newcomers. The informal YoungCaritas in Europe network, which gathers 6 Caritas youth platforms (in Austria, Switzerland, Southern Tirol (Italy), Germany, France and Luxembourg) has also chosen asylum and migration as one of its key priority areas. This has

resulted in work such as the ‘Refugee Welcome labs’ developed by YoungCaritas Germany to fight stereotypes of refugees and inform young Germans on how they can support integration work. YoungCaritas platforms are working with other organisations at the local and national levels, but this is not yet taking place at the European level: it is hoped that this can begin once the European structure is more sustainable.

## EFC

*Areas: refugee integration; participation; social inclusion; education; employment*

The European Foundation Centre (EFC) gathers over 200 foundations and works to promote the value of and improve the conditions for philanthropy in Europe, and facilitate cooperation amongst its members. The latter gather in a number of thematic policy networks and can use the EPC as a platform to develop funding programme ideas including via direct connection with European policy-makers.

23 organisations sit on the EPC’s Diversity, Migration and Integration (DMI) network, which is designed to serve as the primary forum for foundations working on these issues at the European level to exchange knowledge and experience, and foster partnerships. Migrant integration is a thematic priority for the network, across its five focus areas: anti-discrimination; education; employment; healthcare; and housing.

Though young refugees have not been explicitly prioritised by the network, members are working on both the integration of young refugees and migrants in European countries and on conditions and circumstances in countries of origin and transit. The Bodossaki Foundation, for example, is running a campaign on the protection of unaccompanied minors in Greece while the Bertlesmann Stiftung is supporting a number of integration and participation projects aimed at young refugees in Germany.

## ENOMW

*Areas: refugee integration; participation; social inclusion; employment*

The European Network of Migrant Women (ENOMW) is a platform led by young refugee women gathering over 40 NGOs from 18 EU countries. ENOMW aims to promote the rights and interests of migrant and refugee women largely via advocacy, capacity-building, and information-exchange, with its members’ activities ranging from advocacy and research to direct services to individual women at the local and national level.

ENOMW’s guiding objectives include the better integration of migrant women and contributing to shaping social policies and programmes that address the specific needs of migrant women. Thematically, ENOMW has previously focused this work around employment – in part driven by the EU’s Agenda 2020 – and improving access to the labour market for migrant women, as part of wider work to ensure integration and social inclusion of migrant women are included in the legal framework of the EU.

Over the 2017-2020 period, the platform’s strategic priorities include ‘movement building’ of migrant and refugee women and their ‘economic empowerment’. And although young refugee women are not identified as a distinct constituency, ENOMW’s current projects are of direct

relevance: namely, the Migrant Women Reality Watch, which aims to amplify the voices of migrant and refugee women; and the Tabadoul network, which provides mentoring and skills training to refugee women in Belgium seeking to enter the private sector. ENOMW aims in future to roll out the latter project across other EU states.

## EPIM

*Areas: refugee integration; participation; social inclusion; education; employment*

The European Programme for Integration and Migration (EPIM) is a funding programme gathering 25 foundations and works to strengthen civil society's role in EU-level migration policy and practice, principally via grant-giving and capacity-building. It works to strengthen cooperation and networking amongst CSOs, e.g. supporting joint learning events and staff exchanges, as well as links with policy-makers and other relevant stakeholders (e.g. convening EU-level policy events).

In line with its mission, EPIM maintains a specific focus on integration: e.g. in 2012-2015, the 'Equality, integration and social inclusion of vulnerable migrants' was one of three thematic funding priorities. In the past, funding has gone specifically to youth-focused projects, including on the participation of young people in the media, or on the promotion of education and information about migrants in schools.

In 2016-2019, EPIM is managing a sub-fund on the long-term prospects and protection of children and youth on the move in Europe, providing grants (max. 150kEUR) along two strands: the first focuses on 'child supportive reception' and the transition to adulthood (including support to unaccompanied minors after turning 18, via education and labour market integration). This strand supports CSOs and public-private partnerships in Belgium, Germany, Greece and Italy. The second strand supports CSO advocacy work on migration and child rights at the EU level, funding the European Migrant Children Advocacy Platform. The sub-grant aims also to contribute to reliable data on unaccompanied minors and address their particular needs e.g. through research and capacity and network development.

## Eurocities

*Areas: refugee integration; participation; social inclusion; education*

Eurocities is a network of 130 of Europe's largest cities by population, undertaking both advocacy to influence EU policy and directly implementing projects with its members. Recognising that cities are often the first destination for refugees, Eurocities' members emphasise their role in long-term integration work and have prioritised the policy area since 2015. A working group on migration and integration gathering 40 cities leads on this work, and current priorities include securing better municipal integration infrastructure especially regarding education and labour market integration. While young refugees are not an explicit focus, they necessarily fall under these established priorities, according to the organisation.

Relevant policy work focuses principally on securing better EU funding for integration work in cities, e.g. with regard to youth employment, preventing early school leaving, and improving access to services, including new funding models beyond 2020. Eurocities also shares experience and best practice e.g. a January 2017 report on education of newly arrived refugees and asylum-seekers in cities.

Among the projects operating under the umbrella of Eurocities 'Solidarity Cities' initiative, Eurocities is establishing an integration academy aimed at the capacity-building of city administrations which will look first at the issue of unaccompanied minors, and develop indicators for integration outcomes at city-level. Activities include *ad hoc* mentoring visits on education for refugee children in summer 2017 with Thessaloniki and Milan learning from Leeds, Stockholm and Amsterdam. The organisation is also engaging with the Open Society Foundations (OSF) who are establishing 12-month fellowships for migrants to inform policy-making at the city level and participate in the Migrant Advisory Board of the EU Urban Agenda Partnership on Migrants and Refugees (see below): participants apply for selection to the OSF and partner cities (Amsterdam, Athens, Barcelona, Berlin).

### European Integration Network and NCPs

*Areas: refugee integration; participation; social inclusion; education; employment*

The European Integration Network (EIN) gathers representatives from public authorities in all EU member states plus Iceland and Norway under the coordination of EC DG HOME, to promote cooperation and peer-learning on integration issues. It was convened further to the 2016 EC Action Plan on the integration of third-country nationals, and replaced the National Contact Points (NCPs) on Integration set up in 2003.

The emphasis of EIN's work is clearly placed on exchange of experience and best practice, and on developing links with EU level member state networks, civil society, and between national and local authorities. NCPs are expected to provide information on relevant policy and practice developments at the national level, playing a coordinating role with other relevant domestic ministries, while DG HOME facilitates exchange with other EC services. Since 2016, it has held two meetings, and a study visit to Sweden, with a visit to Germany planned for autumn 2017: further tools at its disposal are peer reviews and thematic workshops on specific integration issues.

While its activities are guided by the 2016 Action Plan, in which a youth dimension is included, no specific focus is actively being given to young refugees/asylum-seekers by the EIN: study visits are currently focused on public+/private provision of reception services, and labour market integration. Nevertheless, the network has a substantial role in influencing EU policy priorities: given the role of many EIN NCPs in administering the EU's Asylum, Migration and Integration Fund, DG HOME is eager to encourage them to shape priorities for post-2020 funding, including ensuring sufficient integration funding is secured.

### European Migration Network and NCPs

*Areas: refugee integration; social inclusion; education; employment*

The European Migration Network (EMN) was set up in 2008 by the EU to provide 'up-to-date, objective, reliable and comparable information on migration and asylum' to policy-makers, practitioners, and the general public. The network is coordinated by the European Commission in cooperation with National Contact Points (NCPs) in all EU member states plus Norway and meets at least five times a year, including with other EU and national stakeholders. Each NCP coordinates a corresponding network at national level, and comprises at least three experts (in practice, coming from e.g. interior ministries, local IOM offices).

The EMN produces a number of public outputs, including an annual review of the main political and legislative developments at national and EU level; related country factsheets; and thematic studies, based on proposals from NCPs or the Commission and compiled through national reports on the issue. Priority themes for these studies in 2017-2018 include 'legal migration and integration' and 'strengthening the synergies between asylum, migration and the external dimension, including integration'. However, few thematic studies on integration have been produced in the past and none have focused on youth.

Nevertheless, the EMN could serve, in the first instance, as a useful interlocutor to generate youth-specific statistics – notably, by mobilising NCPs to make use of an 'Ad-hoc query mechanism' allowing national and EU policy-makers to gather comparative data quickly from all network countries on a specific issue – and to assess systematically, national developments on refugee youth integration given existing annual EMN reporting on promoting the integration of specific groups, and its growing ties with the European Integration Network.

### European Youth Forum

*Areas: refugee integration; participation; social inclusion*

Further to a number of key outputs on migration in recent years, including a 2015 resolution on the 'Protection and integration of young refugees in Europe', the European Youth Forum (YFJ) convened a Migration and Human Rights network in 2016, to step up its work in this field. The Network gathers around 30 organisations from amongst the YFJ membership (national youth councils and INGYOs): among the most active are the youth councils of Austria, Cyprus and Sweden, Red Cross Youth, VYRE, and WOSM, *inter alia*.

The Network is a space for organisations to support the development of relevant work by the YFJ, and to share and exchange information on their work on migration and asylum issues. Its broad focus is on the inclusion and empowerment of young refugees, as well as combatting the discrimination they face. At its June 2017 meeting, the Network prioritised two activities for their ongoing work: (a) developing guidelines and/or collecting best practices to include young refugees in the work and structures of youth organisations; (b) gathering input on addressing the main challenges facing unaccompanied minor refugees in the transition to adulthood, to feed into the Council of Europe policy guidelines being drafted in the second half of 2017.

### EU Urban Agenda Partnership on Inclusion of Migrants and Refugees

*Areas: refugee integration; participation; social inclusion; education; employment*

The EU Urban Agenda Partnership on Inclusion of Migrants and Refugees is a three-year thematic partnership under the 2016 EU Urban Agenda, involving Amsterdam, Athens, Barcelona, Berlin and Helsinki. In line with the Agenda's aim to engage cities more closely in EU policy-making, this forum looks at how to improve knowledge exchange, funding use, and EU legislation, gathering together the participating cities, member states, the EU Commission, and other actors such as the EIB and Eurocities.

The Partnership on Inclusion of Migrants and Refugees focuses on developing and deploying activities in five key areas: reception and interaction with local communities; housing; access to

the labour market; access to education; and vulnerable groups, as a cross-cutting issue. After a first phase identifying challenges in these areas, an action plan is being finalised in mid-2017, which will then be implemented between September 2017 and July 2018, in consultation with other stakeholders.

The key areas identified allow for a specific and targeted focus on young refugees, particularly as a cross-cutting element as a vulnerable group or groups (e.g. unaccompanied minors). Moreover, the participation of (young) migrants in the work of the forum, and in relevant EU policy-making is a key, future component: a European Migrant Advisory Board comprised of 5-7 migrants and refugees will be convened in October 2017 for a one-year pilot phase. During this period, it will advise the Partnership and participating cities, and feed in to the initial phases of relevant EU policy-making. Board members will be selected and funded by the OSF, and the intention is ultimately to establish a long-standing body which will be scaled up to engage more widely with EU cities and the Commission.

#### [InterCity Youth \(The European Network of Local Departments for Youth Work\)](#)

*Areas: refugee integration; participation; social inclusion; education; employment*

InterCity Youth (ICY) is a network of municipal level youth work departments from across Europe, gathering about 400 local youth work departments, and with a reach to about 10000 individual youth workers. The ICY focuses primarily on the quality of youth work, and they work to develop competences within youth work administrations, conduct seminars, and produce information resources: as such, they are not directly engaging with young people.

While refugee youth integration is not a specific priority for the network, the ICY board has been discussing what more the network can do in this regard, particularly given its importance to many member departments. A seminar was held in Munich in February 2017 which showcased best practice on 'Youth work with young refugees', but no further activities are currently planned. The ICY does, however, remain open to stepping up its work in this area, in cooperation with other actors: e.g. through co-organising seminars, or disseminating information, etc.

In discussions with its members, the ICY has noted a number of key issues of relevance to youth work with young refugees: namely, the skills needs of youth workers in areas that have not experienced inward migration in the past; and the difficulties faced by youth work departments when seeking to cooperate with other municipal departments.

#### [MEDAM \(and constituent actors\)](#)

*Areas: refugee integration; social inclusion; education; employment*

The Mercator Dialogue on Asylum and Migration (MEDAM) is a three-year project focused on improving migration and asylum policy at the EU and national levels, through extensive research on critical issues, accompanied by policy dialogues with decision-makers and civil society. The project is run by CEPS (the Centre for European Policy Studies), the Kiel Institute for the World Economy (IfW) and the Migration Policy Centre (MPC) at the European University Institute, with the 'economic and social integration of immigrants (including refugees and asylum seekers)' serving as one of three broad research pillars.

Among others, MEDAM's ongoing projects investigate labour market integration of refugees (a long-term field study with 400 job-seeking refugees in Munich); the determinants of social integration; the role of citizenship for immigrants' wellbeing; and the causes and effects of public attitudes to immigrants.

Young immigrants have not to date served as a specific research focus, but in practice are an important consideration in the MEDAM's outputs, in particular, given that many refugees who arrived in Europe in 2015-16 are below 30. The average age of research participants in Munich is 28, for example. Given MEDAM's responsiveness to the 'pressing concerns' of policy-makers, the relevance of its work to young refugees and asylum-seekers will undoubtedly continue. For 2017-18, one of MEDAM's research priorities is to analyse policy options for expanding access to the labour markets of EU member states. Educational and training programs for young refugees will be one of the key issues under consideration.

## PICUM

*Areas: refugee integration; participation; social inclusion; education; employment*

PICUM, the Platform for International Cooperation on Undocumented Migrants, is a network of individuals and organisations working to protect the rights of undocumented migrants around the world. Alongside advocacy and research, PICUM builds the capacity of other civil society actors to work on combatting the discrimination faced by undocumented migrants, and builds awareness on the challenges they face.

Much of PICUM's work directly relates to integration: in particular, work focusing on access to social services (health, education, shelter, child and youth services), protection and justice, and employment. PICUM also addresses the structural causes of exclusion (e.g. obstacles to regular migration), and enforcement policies that lead to extreme exclusion, and hinder long-term integration (e.g. apprehension practices, detention).

With regard to young migrants, much of PICUM's focus is on child rights. Broadly, its priorities include: access to secure residence status, implementation of the best interest of the child in immigration-related decisions, and advocating for comprehensive and rights-based approaches to all children and young people that do not discriminate on the basis of residence status. PICUM also pays particular attention to the challenges around the transition to adulthood for young migrants with precarious status. The organisation has produced a number of child and youth-focused reports in recent years, including a 2016 collection of stories shared by undocumented children and young people, and a 2015 compendium of good governmental practice regarding the protection of undocumented children.

## UNHCR

*Areas: refugee integration; participation; social inclusion; education; employment*

Alongside its responsibilities to provide international protection and humanitarian assistance, UNHCR is also mandated to work towards permanent solutions for refugees, including 'assisting governments...to facilitate...the assimilation [of refugees] with new national communities' (UNGA Resolution 428 (V)). Integration duly features as an advocacy priority and a focus of UNHCR's cooperation with other actors, and it engages along three dimensions: the legal process (e.g. e.g.

access to the labour market); the economic (promoting self-reliance); and the social and cultural (interaction with host community).

Flagship work on integration has been spearheaded by the Europe Bureau, including a 2013 report focused on integration in Europe based on studies in Austria, France, Ireland, and Spain. An Integration Evaluation Tool for CEE countries looking at access to education, housing, and employment was developed with partners in 2012; in addition, UNHCR has carried out Participatory Assessments in three EU countries, to enable refugees to evaluate their own experiences of integration.

While in the past, UNHCR's work on youth has generally been done on an *ad hoc* basis, with few policies or programs targeting young people specifically, progress has been made since a 2013 review of the organisation's work with displaced youth. In 2015-2016, UNHCR organised Global Refugee Youth Consultations, gathering over 1200 young people in 56 national and regional consultations, to harness the voice of young refugees, leading to key recommendations to improve engagement with refugee youth by UNHCR and other national and international actors.

In general, much of UNHCR's ongoing work with youth integration translates into a focus on participation – both in terms of ensuring young people contribute to and engage in shaping and delivering humanitarian and assistance programmes, but also in host and receiving countries. In October 2016, the UNHCR Executive Committee (ExCom) issued conclusions on youth<sup>1</sup>, committing to 'education and training and life skills building and livelihood opportunities' as key activities to foster participation in host countries, and notably also called for increased 'partnership with national youth structures in hosting and receiving states' to underpin this work. The European Bureau has now launched a pilot 'European Youth Initiative Fund' to take forward work on mobilising refugee and host country youth to promote social inclusion and participation, aiming to fund 20 projects up to the close of 2018.

*Disclaimer:*

*The opinions expressed in this work, commissioned by the European Union–Council of Europe youth partnership, are the responsibility of the authors and do not necessarily reflect the official policy of either of the partner institutions, their member states or the organisations co-operating with them.*

1 UN High Commissioner for Refugees (UNHCR), *Conclusion of the Executive Committee on youth No. 113 (LXVII) 2016*, 6 October 2016, No. 113 (LXVII) 2016, available at: <http://www.refworld.org/docid/57f7b5a84.html> [accessed 5 July 2017]