Youth Partnership

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





Guidelines on working with young refugees and migrants

Fostering cross-sectoral co-operation

By Andreia Henriques

Disclaimer

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Acknowledgements

We would like to thank the participants and guest speakers in the seminar "Bridges to New Beginnings: developing synergies between different sectors supporting the inclusion, human rights and participation of young refugees and migrants", organised by the EU-Council of Europe youth partnership in Strasbourg, France (4-5 December 2018) for their participation and contributions to this publication.

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Introduction

This publication offers some reflections on how different sectors could work together better when addressing the specific group of young refugees and migrants. It focuses on what youth work and other fields (such as integration and migration) have in common in their working approaches and it highlights the added value in co-operating for social inclusion and participation.

The contents of this publication were collected mainly during the seminar "Bridges to New Beginnings: developing synergies between different sectors supporting the inclusion, human rights and participation of young refugees and migrants", organised by the EU-Council of Europe youth partnership (4-6 December 2018 in Strasbourg, France).

The seminar and this publication follow on from the previous initiatives developed by the EU-Council of Europe youth partnership since 2016 that included research and workshops on social inclusion and participation of young refugees and migrants, bringing together practitioners, researchers and policy makers. The publication <u>Step-by-Step together – support, tips, examples and possibilities for youth work with young refugees</u> and the Youth Knowledge book <u>Between insecurity and hope – reflections on youth work with young refugees</u> are two of the products that resulted from previous initiatives.

For the purpose of these guidelines, and as it was used in the framework of the seminar, "young refugees and migrants" refers to young people who arrived in Europe either as children or as young people over 18 years of age, irrespective of their immigration status (asylum seekers, refugees or migrants). This is the way in which the seminar in December 2018 conceptualised the target group. However, some of the ideas may also be relevant for other groups of young people, for example those born of migrant parents that remain subject to immigration rules.

This publication is addressed to those:

- working for public authorities or non-governmental organisations and other non-state actors, at all levels, from European to local, with a relevance for working with young refugees and migrants;
- working in one of the following fields: youth, migration, social welfare, education and training, labour market policy, health and wellbeing, child protection, justice, etc.;
- actively involved in refugee and migrant-led organisations;
- having specific experience or interest in the situations of young refugees and migrants.

These guidelines include the following chapters:

- a first chapter on working with young refugees and migrants where current policy trends and challenges are highlighted. It also clarifies the potential role and contribution of youth work in working with these young people;
- a second chapter looking at cross-sectoral co-operation with youth work: what is it and why
 to engage in such co-operation. It also proposes different steps towards cross-sectoral cooperation and ideas on how to work together with young refugees and migrants.

Working with young refugees and migrants

Current policy trends and challenges in Europe affecting young migrants and refugees

In the last few years we have seen policy developments relevant to young migrants and refugees in the youth and migration fields. As to recent initiatives on youth policy, in November 2018 and in the framework of the Education, Youth, Culture and Sport Council, ministers adopted Conclusions on the role of youth work in the context of migration and refugee matters.² These council conclusions can be an important step towards the recognition of the contribution of youth work and as an advocacy tool for further support. However, the conclusions leave it open to member states to better define the target group and beneficiaries as it does not clearly highlight the diversity of migration experiences and migration status. Some concerns have been raised that young people in the most disadvantaged situations (such as undocumented and asylum seekers) might not fall under the broad definitions used. However, other experts share the opposite opinion and state that broad terminology allows inclusiveness of all groups. The conclusions were based, amongst other inputs, on the report of an expert group set up under the EU Youth Work Plan 2016-2018 which brought together experts nominated by member states and other external invited experts. The report³ compiles a set of policy recommendations and invites the EU and its member states to take the necessary steps and also highlights several examples on how youth work can contribute to the inclusion and participation of young migrants and refugees.

In the Council of Europe, in the youth field, special attention has been given to the challenging period that young refugees and migrants face in their transition to adulthood. For several months, representatives of youth organisations and of national authorities worked together, in the framework of the Joint Council on Youth,⁴ on a draft recommendation that will be discussed in 2019 by the Committee of Ministers of the Council of Europe. The adoption of this recommendation is highly expected by the youth field as it not only underlines the positive role of youth work, but will also offer a set of proposals to member states to deal with the uncertainties and challenges caused by the transition from childhood to adulthood. Turning 18 can deeply affect the access to rights and services provided to a young person who, at that moment, is most certainly in need of specific and additional support.

The EU Council conclusions and the Council of Europe recommendation processes are currently the main advocacy references of the youth field to make member states accountable and to have a base to launch cross-co-operation with other civil society actors and authorities.

In broader terms, migration and refugees have been high on the agendas of the Council of Europe and the EU. Since 2016, a special representative on migration and refugees of the Secretary General

^{1.} For more information on 2015-2016 policy developments related to young refugees and migrants, see https://goo.gl/2UmFfk (accessed 11 January 2019).

^{2.} Council of the European Union (2018), Conclusions on the role of youth work in the context of migration and refugee matters – 14082/18, available at http://data.consilium.europa.eu/doc/document/ST-14082-2018-INIT/en/pdf (accessed 18 January 2019).

^{3.} For more information https://ec.europa.eu/youth/policy/youth-strategy/mutuallearning_en (accessed 11 March 2019).

^{4.} For more information on the Joint Council on Youth of the Council of Europe and the co-management, see the following Youth Department webpage: www.coe.int/en/web/youth/joint-council-on-youth (accessed 19 January 2019).

of the Council of Europe has been appointed.⁵ An Action Plan on Protecting Refugee and Migrant Children in Europe (2017-2019) has been developed to provide concrete action on protecting children fleeing war, violence and persecution. It proposes support to member states in the migration process (with a special focus on unaccompanied children) and it has three pillars: ensuring access to rights and child-friendly procedures; providing effective protection; and enhancing the integration of children in European societies.⁶

At the global level, the 2016 New York Declaration for Refugees and Migrants was the starting point for the development of both the Global Compact for Safe, Orderly and Regular Migration, and the Global Compact on Refugees. After a process lasting a year and a half, the Global Compact for Migration was adopted in Marrakech (Morocco) in December 2018. The compact, amongst other objectives, aims to mitigate the adverse drivers and structural factors that lead to migration, intends to reduce the risks and vulnerabilities that migrants face at different stages, and strives to create the conditions that enable all migrants to enrich our societies. Although it is the first-ever United Nations (UN) global agreement on a common approach to international migration in all its dimensions, the document lacks reference to specific needs of and measures addressed to young migrants. The Global Compact on Refugees, affirmed by the member states of the UN General Assembly in December 2018, aims to strengthen the international response to large movements of refugees and protracted refugee situations: "Its four key objectives are to ease the pressures on host countries, enhance refugee self-reliance, expand access to third-country solutions and to support conditions in countries of origin for return in safety and dignity."

Regarding EU migration policy developments, and specifically related to migrant/refugee youth, it is possible to say that there is a positive trend towards a more comprehensive and rights-based approach to children in migration (including young people under 18), which recognises that they should be treated as children first and foremost, as individual holders of rights and regardless of status, which can be seen in the European Commission Communication on the protection of children in migration⁹ and its follow-up (institutional structures, monitoring, funding).

More generally, the 2016-2017 EU action plan on integration of third country nationals¹⁰ has been an important framework to provide guidance and support to member states in their integration efforts. It has permitted the alignment of efforts in different fields, including activities directly related to the youth sector, such as a special call on Social Inclusion in the Erasmus+ programme of the European Commission. The 2016-2019 project Becoming a Part of Europe, which brings together several National Agencies of the Erasmus+ youth chapter, was one of the initiatives funded under

^{5.} For more information on the 2016-2018 activities of the secretary general's special representative see the following report: https://rm.coe.int/first-report-on-the-activities-of-the-secretary-general-s-special-repr/168078b7ff (accessed 20 January 2019).

^{6. 2017-2019 (}Council of Europe) Action Plan on Protecting Refugee and Migrant Children in Europe: www.coe.int/en/web/special-representative-secretary-general-migration-refugees/action-plan (accessed 20 January 2019).

^{7.} For more information on the Global Compact for Migration: https://refugeesmigrants.un.org/migration-compact.

^{8.} For more information on the Global Compact on Refugees: <u>www.unhcr.org/towards-a-global-compact-on-refugees.html</u>.

^{9.} COM(2017) 211 final "Communication from the Commission to the European Parliament and Council: the protection of children in migration", available at https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017DC0211&from=DE (accessed 19 January 2019).

^{10.} For more information on the action plan and state of play of its implementation: https://ec.europa.eu/migrant-integration/main-menu/eus-work/actions (accessed 19 January 2019).

that call¹¹ and its activities allowed for a consolidated approach to youth work with young refugees and migrants.

For 2019, attention is focused on the elaboration of the next EU multi-financial framework (which will define funds allocation for the 2021-2027 period) and the elections for the European Parliament – these two elements are key for the definition of the future approach towards integration and social inclusion in the EU. Whilst civil society aims at a multi-financial framework that would include significant resources to support integration of migrants, refugees and third country nationals, the growing populist narrative that uses migrant and refugee matters as an electoral campaign topic might lead to a reduction in the funds allocated. This could contradict a trend that we have seen since 2015, in which most of the programmes and funds available to work with young people (beyond the specific asylum- and migration-related opportunities) have been providing grants to integration and social inclusion efforts (such as Erasmus+, regional funds and the European Social Fund) and, therefore, supporting cross-sectoral collaborations.

Funds might still be available and EU priorities might continue to focus on the most disadvantaged (which include young people and children), but the decision to focus on these groups will remain a national one. Challenges to access rights will most certainly continue, but, nevertheless, concerns are valid as EU guidance, migration and asylum law and funding remain key and have had some effect in what is being done at member-state level.

In addition, no matter how many funds will be allocated, it will be important to develop mechanisms that make them more accessible to work at local level, where the key for integration lies and where it is most needed (as funding might not be available at national level for certain kinds of local initiative). Synergies and co-operation between different ministries are needed for a better management of the funds and have a real impact.

In the last few years, and in addition to legislation, programmes and funds, the EU has set up networks to promote co-operation, support, peer learning and exchange between representatives of national public authorities and foster dialogue with civil society organisations (such as the European Integration Network) and to give space to civil society organisations to express their views vis-à-vis the European institutions and discuss challenges and priorities on migration and integration (like the European Migration Forum). A third space for dialogue, launched in 2016, is the EU Urban Agenda Partnership on Inclusion of Migrants and Refugees – since the majority of migrants and refugees live in cities, this partnership brings together European cities, the European Commission, national governments as well as civil society organisations to discuss and develop concrete actions and recommendations on integration.¹²

Whilst it is clear that there has been an effort by European institutions to further develop solutions at policy (and programming) level, young migrants and refugees as well as the actors supporting their integration and social inclusion are currently facing important challenges. Migration and refugee issues are being strongly politicised and used in campaigning in a Europe going through several election processes from local to European level in 2019. Migration is likely to continue in the coming years, given the development situation in many countries in the world, as well as wars and life-threatening challenges. This implies that the solutions to the challenges posed by migration should be based on forward-looking solutions that take into account several dimensions of migration, not only security, which is in the spotlight of the political discourse in Europe at the moment. National and European policies should take it into consideration when working towards

^{11.} For more information about Becoming a Part of Europe: www.bpe-project.eu/home/.

^{12.} For more information about these networks: https://ec.europa.eu/migrant-integration/the-eu-and-integration/networks (accessed 20 January 2019).

long-term solutions and approaches – the systemic dimension of migration implies actions in different areas (youth, migration, economy, development and co-operation) and at different levels (from local to international). The complexity of the phenomenon, possible to see in the arrival of mixed groups where people have different needs and backgrounds, calls for holistic solutions and joint actions.

According to EUROSTAT,¹³ the number of arrivals and asylum requests has been going down sharply since 2015. In that year, more than 1 300 000 applications were filled in the EU-28 countries compared to 704 000 in 2017. In 2018 the trend continued; this is due to, amongst other reasons, agreements such as the "Turkey deal" but it does not mean that there has been progress in ensuring safety and dignity in these movements. There have been 2 192 missing or dead migrants recorded in the Mediterranean and Europe by the IOM's Missing Migrants Project for the period between March 2018 and February 2019. Proposals for legislative reform at EU level have included provisions to reduce the rights afforded to asylum seekers and migrants, including regarding basic social rights and procedural safeguards. Young migrants and refugees are subject to detention and deportation, and restricted access to basic services, protection and justice, and at risk of human trafficking, exploitation, sexual and gender-based violence and other challenges.

The third sector, including the youth field, is countering the security narrative (which looks at migration from a border control, security and even terrorism threat point of view) and strengthening its human rights-based approach – and working more and more with a long-term perspective on inclusion and participation of young migrants and refugees, rather than delivering solely an emergency and humanitarian response. Obstacles in access to rights, facing discrimination and stigma, and the existence of less positive opinions and attitude of communities in countries of residence, remain also challenges that threaten the sustainability of inclusive and cohesive democratic societies and, as will be discussed in the next section, are part of the main areas that the youth field has been focusing on. Strengthened refugee and migrant-led organisations are key to moving the third sector from assistance to a human-rights approach.

Policies and programmes need to be developed considering individual needs and situations of young people, rather than their status. There is certainly a difference in accessing legal protection based on residence status, but some distinctions can be avoided regarding young people with similar experiences and challenges, to avoid the further marginalisation or lack of attention to already marginalised groups.

Questions for reflection:

- What are the main policy frameworks for young refugees and migrants in our context? How do they affect your work and the collaboration with other sectors?
- Do you have a voice (as an organisation) in policy and programming decisions that affect your work and the young people you work with? How can you take part?
- What are the main challenges that the young people you work with are facing? How are you working to support them accessing their rights?
- How do you make sure that these young people are well informed about these policies and processes?
- How do you ensure that you include young people with migrant and refugee backgrounds in decision-making processes that affect them?
- What programmes and funds are available to support your work?

13. For more details on asylum statistics see EUROSTAT: https://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics#Age_and_gender_of_first-time_applicants (accessed 19 January 2019).

The role and contribution of youth work

"Youth work is a broad term, with different focus in different contexts. It usually covers a variety of activities of a social, cultural, educational, environmental and/or political nature by, with and for young people. Such activities can also include sports, leisure time activities or services for young people. Youth work is delivered by paid and volunteer youth workers and is based on non-formal and informal learning processes focused on young people and on voluntary participation. The main objective is to motivate and support young people to find and pursue constructive pathways in life, thus contributing to their personal and social development and to society at large."

Source: Recommendation <u>CM/Rec(2017)4</u> of the Committee of Ministers of the Council of Europe to member States on youth work

"Youth work is organised in different ways (by youth-led organisations, organisations for youth, informal groups or through youth public services). It is delivered in different forms and settings (e.g. open-access, group-based, programme-based, outreach and detached) and is given shape at local, regional, national and European level."

Source: Council conclusions on the contribution of quality youth work to the development, well-being and social inclusion of young people (2013/C 168/03)

"More than four in five (82%) of the first-time asylum seekers in the EU-28 in 2017 were less than 35 years old; those in the age range 18-34 years accounted for slightly more than half (51%) of the total number of applicants, while nearly one third (31%) of the total number of first-time applicants were minors aged less than 18 years." In almost all of the EU member states the age distribution mentioned was similar, with the largest number of asylum applicants being those aged 18-34. There were few exceptions to this pattern: Austria, Hungary, Poland and Germany reported a higher proportion of asylum applicants less than 18 years old (higher than 45%). As well as being refugees and asylum seekers, there are young migrants with residence permits based on study, work and family members, as well as those without a residence permit. Each residence status enables access to certain rights, but each young person on the move has a specific profile and path and, therefore, needs specific support to address his or her needs — especially if in a phase of transition to adulthood.

The youth field is very diverse in Europe and it is easy to find youth organisations or youth work providers working with young people aged between 12 and 35 years old. Some might work with more limited age ranges – only teenagers, secondary students (like students' unions) or young adults (university students, young professionals' organisations, the unemployed). Looking at the statistics mentioned above and to the target group of youth work, it is easy to understand why the field has been so active in migration and refugee matters and why it should be supported and engaged in cross-sectoral co-operation in initiatives related to young migrants and refugees.

Despite its diversity of experiences and specificities depending on countries and context, it is possible to identify common values and principles in the youth work being developed and to acknowledge its long-standing experience in working towards inclusion and participation of young people coming from groups that experience exclusion, discrimination and disadvantages of various kinds in society (such as Roma communities, African diaspora, young people from rural areas, in a NEET¹⁵ situation, amongst other groups).

^{14.} ibid.

^{15.} NEET – Not in Education, Employment or Training.

According to the Council of Europe Committee of Ministers Recommendation on youth work, adopted in 2017,¹⁶ youth work serves the higher purposes of inclusion and social cohesion and the key needs and aspirations of youth (identified by young people themselves). One of its unique features, as opposed to most formal education settings, is that it relies on the voluntary participation of young people. Youth work aims at the personal, social and ethical development of young people and tries to make sure it is doing its best to live up to its mission. It seeks authentic communication with young people and to contribute to sustaining viable communities.

A "youth worker" is also a broad concept whose recognition and specificities also vary from country to country. A volunteer or paid worker is a professional that provides youth work services to young people and can have similar tasks to, for example, a social worker. To understand in each context what a youth worker is and its role and practices is key to understand its added value in a cross-sectoral co-operation initiative.

Youth work can contribute to inclusion and participation of young migrants and refugees. It can, amongst other contributions:

- offer a safe leisure and learning space giving opportunities to young migrants and refugees to be first and foremost young people, enjoying leisure and informal/non-formal learning activities with their peers;
- fight discrimination, populism and (online) hate speech through awareness raising and capacity-building of young people (and society in general);
- support the development of personalised and individualised approaches based on its experience in coaching, mentoring and peer support;
- build bridges between young migrants and refugees and the local communities by promoting initiatives that bring them together, deconstructing stereotypes and allowing joint actions;
- offer empowerment and skills development opportunities tailor-made, learner-centred and based on non-formal education;
- inform and support young migrants and refugees in accessing their rights and to engage in advocacy efforts from local to European level thanks to its capacity to reach out, to communicate in a youth-friendly way, and provide holistic support to youth-led civic engagement;
- offer an opportunity to express themselves and participate in society and decision-making processes – in the activities they organise, in mainstreaming young migrants and refugees' participation in already existing processes and platforms and by supporting self-developed initiatives by young migrants and refugees;
- contribute to informed policy and programming decisions with specialised research on youth issues and perspectives on young migrants and refugees;
- be an important partner in cross-sectoral co-operation with different actors (legal, education, housing, employment, etc.) thanks to its capacity to reach out and mobilise and thanks to the knowledge of the youth field.

The table below includes examples of areas of intervention for youth workers and practices from around Europe.¹⁷

^{16.} Council of Europe Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work, available at https://rm.coe.int/1680717e78 (accessed 8 February 2018).

^{17.} In (2018) EU-Council of Europe youth partnership, "Step-by-Step together" pp 14-16, available at https://goo.gl/BgJFVe (accessed 27 January 2019).

Supporting emergency response

Mobilisation of volunteers for first response initiatives, such as collection and distribution of food and clothes, in co-ordination with local authorities and humanitarian organisations.

Example: Scouts in Action for Refugees Relief have supported migrants at the islands of Lesvos, Chios, Kos and the refugee camp of Athens and Ellinikon. Their activities included first responses and relief actions but also offering learning and safer spaces for young migrants.

Fighting (online) hate speech

Initiatives combating hate speech online through awareness raising and reporting hate speech, and development of new narratives related to migration.

Example: The *No Hate Speech* movement, promoted by the Council of Europe, to fight online speech and build counter-narratives.

Empowerment and development of competences of young refugees

Through peer support, human rights and nonformal education, training programmes and workshops on different themes, to develop various skills, from digital skills to entrepreneurial or life skills; training with mixed groups to develop intercultural relations and networking.

Examples: Support to Young Refugees Project is promoted by TOG (Turkey) and the focus of the activities is empowerment and social cohesion. Courses, workshops, meetings, non-formal education activities, peer education activities, responsibility have social projects implemented by young people with the aim of empowering Syrian youth. There are also youthfriendly health units in every centre where a worker and psychologist (individual) consultation about gender-based violence and sexual and reproductive health to young women.

The Young Republic organises training courses in the themes of democracy, human rights and participation, mainly for young refugees and youth workers working with young refugees. They also

Intercultural exchange, language and culture courses

Creation of spaces for cultural learning and exchange between young refugees and host community. Activities such as "living libraries", ¹⁸ sports, music or cooking-related initiatives and language learning activities.

Examples: OBESSU's member organisation in Estonia promoted an exchange week between migrant and local students: they "exchanged" their homes to have a better understanding of the challenges their peers face.

Mareena, from Slovakia, runs a community programme, with informal events and activities that aim to bring together both refugees and locals thus creating space for sharing and better understanding of each other, for example Sunday brunches, summer movie night, Afghan pop-up dinner, Afghan cultural evening, women's night.

Research

Identifying the needs of young people, listening to their opinions and inputs, gaining this way a better understanding of young people's situation and using these findings to advocate for changes at policy level.

Example: The *Young Republic* (a young-refugee led organisation) undertook in 2017 a research project in five European countries on the needs and aspirations of young Syrian refugees in Europe.

Supporting self-developed initiatives

Supporting young refugee-led initiatives, and by doing so supporting the change of narratives about young refugees and giving them the space to further develop their skills, relations and to find a way to participate in the community and the decisions that affect their lives; mentoring, funding, peer support structures.

Example: The Foyer Oberholz in Strasbourg supports young refugees in Strasbourg to develop their own NGO. "Le pensé critique" is now a young refugee-led organisation that has organised their first project, based on photography and aimed at offering a space for young refugees to explore their identity.

^{18.} For more information about human libraries, see www.coe.int/en/web/youth/living-library (accessed 27 January 2019).

run the GAMIFY programme, which is an interactive and participatory learning experience designed to build inclusive communities; it gathers newcomers with well-established locals (with a focus on bringing plural and diverse groups) to game and meet other young people while exploring democracy and human rights related themes, reflecting, sharing and learning from each other's experiences.

Supporting access to rights

Facilitating through partnership local authorities and schools the inclusion in the education system of young refugees; offering extra/curricular activities for language learning, development of life and soft skills and of positive peer relations; providing information about rights, and support to access the labour market or other opportunities.

Example: Tandem is an initiative to support the integration of refugees and asylum seekers in Brussels by creating opportunities for them to bring their skills and experience to European-level NGOs via short-term volunteer placements.

Peer-to-peer learning and support

Bringing together young people with refugee and non-refugee background to work and learn together.

Example: Migrant Youth Helsinki is a 2016-2020 project of the Helsinki City Youth Services and it includes a Buddy School system to promote learning results through peer teaching and learning.

The NGO *The pith of learning* organises democratic citizenship activities in schools in the Netherlands, involving young refugees as peer teachers for young people.

Advocating for young refugee rights and strengthening accountability

Acting as an advocate for young refugees in different initiatives; bringing the issues that young refugees face to the attention of policy makers; supporting, protecting and facilitating the access to rights for young refugees.

Example: Speak Out! Is an initiative of the National Youth Council of Switzerland. It targets unaccompanied migrant minors seeking asylum and undocumented minors. The goal is to make their voices heard and to improve their participation.

Leisure time activities

Offering meaningful leisure time opportunities to young people with a refugee background.

Examples: Faros, a local Greek NGO supporting unaccompanied refugee adolescents in Athens, organises sports programmes, as increased participation can assist in reducing anti-social behaviour, building social cohesion, and allows staff to get close to unaccompanied adolescents. These activities also strengthen young people's feeling of belonging to a group.

Stamm Marburg, a local scout group in Germany, includes young refugees in the local scout activities, such as scout camps. The aim is to support young refugees to be included in the local society and also to reduce prejudice in the German society by letting the people getting to know some refugees in person.

Youth work has not just been a field working for young migrants and refugees, but also a supportive space for these young people to get organised and have an active role in the societies they live in. Several migrant and refugee organisations have been established in the last few years, encouraging an enabling narrative about such organisations, enriching the field and creating the spaces for participation in policy initiatives, advocacy and action. Initiatives relating to human rights education, fighting populism and discrimination, promoting intercultural learning and community building, supporting access to rights, such as education and the right to be heard as well as other procedural rights, and regularisation and access to citizenship, are the core business of organisations such as

Spark 15, The Young Republic, Voices of Young Refugees in Europe, Let Us Learn, Brighter Futures, and 'Jugendliche ohne Grenzen' (Youth without Borders), to name a few. ¹⁹

Young migrants and refugees go through journeys full of insecurities, violence, persecution and later challenges such as burdensome and long processes related to bureaucracy and procedures illadapted to young people, possible detention and deportation, lack of access to information, legal assistance, education, health care, employment and housing, intercultural challenges (including language barriers and discrimination), amongst others.²⁰

The complexity of their situation necessarily implies a stronger co-operation between different services and actors to be able to provide holistic solutions to each specific young person; therefore, cross-sectoral co-operation is a must.²¹

From the examples above it is possible to see the rich and diverse contribution that the youth field can bring to such co-operation. Whilst youth work has proved its capacity to adjust to changing realities and respond to new challenges, it is important to set clear limits on its role and added value in each context and cross-sectoral partnerships. Youth work should not take up tasks that fall under other sectors' roles, but rather act as a complementary support to other services.

Questions for reflection:

- What is youth work in your context? What does a youth worker do?
- Do you share common values and approaches with your potential partners?
- What services are being offered to young migrants and refugees by the youth field?
- With whom could you partner with to have a stronger voice and impact?
- How can we enforce self-representation of young people with refugee and migrant backgrounds in our work?

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^{19.} For more information on these young refugees' and migrants' organisations: Spark 15: www.facebook.com/spark15/ (accessed 25 January 2019), The Young Republic: https://theyoungrepublic.org/ (accessed 25 January 2019), Voices of Young Refugees in Europe: https://wearevyre.net/ (accessed 25 January 2019), Let Us Learn: https://letuslearn.study/ (accessed 21 February 2019), Jugendliche ohne Grenzen: https://jogspace.net/ (accessed 21 February 2019).

^{20.} For more information on challenges faced by young migrants and refugees see "Step-by-Step", pp 19 and 20, available at https://goo.gl/3EiqVN (accessed 26 January 2019).

^{21.} For concrete case studies where, for example, youth work was involved in humanitarian and emergency contexts, see EU-Council of Europe youth partnership (2018), Youth Knowledge Book "Between Insecurity and Hope: Reflections on Youth Work and Young Refugees", available at https://goo.gl/Z1aiUz (accessed 26 January 2019).

Cross-sectoral co-operation with youth work

What is cross-sectoral co-operation?

Cross-sectoral co-operation²² is often mentioned as needed in the youth and other fields, to approach complex issues and have a more sustainable impact. However, its implementation might not always be a reality. The 2019-2027 EU Youth Strategy has as an overall objective, namely to strive to "improve policy decisions with regard to their impact on young people across all sectors, notably employment, education, health and social inclusion". ²³

"Cross-sectoral co-operation: a complementary co-operation which includes representatives from different sectors, such as the government, government institutions (health care, education, environment, culture sports, etc.), NGOs, businesses, and the media. The co-operation has the following characteristics: (1) activities are coordinated between partners (2) aims are reached in a more efficient, coherent and coordinated way; (3) the co-operation is well defined and synergic between sectors or departments."

Handbook - 360 degrees of cross-sectoral co-operation

"Cross-sectoral co-operation in the field of youth implies that, at EU, national and local level, an effective coordination exists between the youth sectors and other sectors. This concerns, for example, family policy, education, gender equality, employment, housing and healthcare."

An EU Strategy for Youth – Investing and Empowering. A renewed open method of coordination to address youth challenges and opportunities

Why cross-sectoral co-operation?

Very often, the work of a given sector is defined by the mission it needs to fulfil. However, when changing the perspective from the objectives of a sector to the people it serves, it becomes clear that the same young person, for example, can be a beneficiary or come in contact with many different sectors. In order for the young person to receive the best service possible, it is important that these different sectors relate to each other, and, ideally, work together putting the needs, aspirations and challenges of young person at the centre of their work, rather than "just" their objective. Moreover, very often, the challenges people face are related to each other, for instance the kind of papers one has may have consequences on their access to education or housing; the type of housing they have access to has consequences on one's health, and so on.

Many times, there is the feeling of being overwhelmed with already existing workload and own projects. When challenged to work together with others, especially potential partners from different fields, a first reaction might be to resist it – too much work and to invest in the unknown. Other challenges to develop cross-sectoral co-operation, especially at the policy level, can include:

- intentions without actions (a lot of talking but no concrete implementation due to non-existence of legal frameworks, specific programmes and unclear relationships);
- lack of efficiency of existing structures (for example, no collaboration between departments, ministries or agencies, or parallel initiatives with similar objectives in different departments or ministries);

^{22.} In some contexts, other terminologies can be used that have a similar meaning, such as inter-ministerial, cross-department, partnership, etc.

^{23.} Council of the European Union (2018), Resolution on the European Union Youth Strategy 2019-2027, p 4, available at http://data.consilium.europa.eu/doc/document/ST-14080-2018-INIT/en/pdf (accessed 17 January 2019).

- problems with the structure itself (such as the fact that the youth ministry is situated at the bottom of the governmental structure)²⁴
- lack of trust and knowledge between sectors.

Despite existing challenges, the potential is there to be explored and there are several reasons to highlight the added value of cross-sectoral co-operation and justify such an investment of resources. Cross-sectoral co-operation brings:

- the possibility to create a broader and common vision of the change we want to promote and engage others in making it happen;
- a bigger capacity to interpret complex issues, such as those faced by young migrants and refugees, by learning to see the phenomenon from different perspectives;
- a more efficient use of resources and co-ordinated services and holistic support provided to young migrants and refugees, avoiding overlapping, and improving communication and support;
- the possibility to be creative, due to working together with professionals and volunteers from different backgrounds and eventually develop innovative approaches to challenges;
- trust, stronger networks and relationships between everyone involved;
- the opportunity to grow personally and professionally, learning from other professionals' experiences and practices.

Who could be involved in cross-sectoral co-operation?

Working on a cross-sectoral approach on youth, migration and refugee matters includes a wide variety of actors active in policy and programming areas such as health care, education, employment, migration and youth policy – from local to European level and from civil society organisations to state institutions and services (such as municipalities and regional authorities).

For example, co-operating with different partners towards the access to employment of young migrants and refugees could involve:

- non-governmental organisations (including refugee or migrant-led organisations) to ensure
 that a participatory approach is taken and that voices of young people are heard and
 increase impact of youth-led advocacy work through co-operation, as well as follow up on
 individual case work (legal assistance, referrals to appropriate services, etc.). They can also
 provide workshops on how to look for a job (CV writing, job interviews);
- state employment offices in order to make employment measures accessible to young migrants and refugees, provide recognition of qualifications and training;
- welfare offices that provides young people with initial financial support (when provided);
- employers who have developed mentorship programmes to facilitate integration at the workplace;
- youth organisations to provide non-formal learning opportunities to strengthen some soft skills such as communication, problem solving and creativity.²⁵

An important element to take into consideration while working on cross-sectoral co-operation with the youth field is that young people themselves, especially with a migrant and refugee background, are also considered stakeholders *per se*, meaning that in setting up a partnership with youth work actors, the engagement and role of young people in the development of the project, programme or policy is a key element. Youth participation in all phases (design, implementation, evaluation and

^{24.} Adapted from NICO, Magda (2014), "Life is cross-sectoral – why shouldn't youth policy be?" available at https://goo.gl/rwReWG (accessed 8 February 2019).

^{25.} Adapted from MOVIT (2017) Guidebook for Fire Starters & Dare Devils, p 36, available at https://goo.gl/FH8MHy (accessed 27 January 2019).

follow-up) should be a must of any cross-sectoral co-operation initiative with young migrants and refugees.

SolidarityNow (SN) - Greece

SN is a non-profit, humanitarian organisation, founded in 2013 on the initiative of the Open Society Foundations, to respond to the needs and advocate for the rights of the most vulnerable and marginalised groups, irrespective of race, religion or ethnicity. SN focuses on holistic urban innovations with aspects of social inclusion and integration at the forefront of the organisation's strategy. At the core of SN's work lie the Solidarity Centres in Athens and Thessaloniki, which are open-door, needs-based, free of charge service-provision hubs. Through the Centres, an array of services (including legal, psycho-social, employability, accounting, and protection services) are offered, having benefited more than 100 000 individuals to date. An additional Livelihoods and Education focused community centre has been established in Thessaloniki, targeting asylum seekers and refugees through education, legal aid, employability and psychosocial support, and having reached more than 2 600 individuals to date.

SN also implements a large accommodation programme (funded by DG-ECHO, with the support of UNHCR) for refugees and asylum seekers in Greece, including unaccompanied minors. Shelter is complemented by a set of supportive services to support beneficiaries' first steps towards self-reliance. More than 7 000 individuals have benefited from this programme since mid-2016.

Through an ongoing partnership with UNICEF, SN operates Child and Family Support Hubs, providing psychosocial support, legal counselling, and education and life skills training to children and adults, including vocational training and linking with relevant opportunities in urban and semi-urban areas (including Athens and Thessaloniki), as well as refugee camps in Greece. More than 7 000 children and 5 500 adults have directly benefited from the project activities since 2016.

In addition, SN implements a variety of projects around entrepreneurship and vocational training, aiming to provide the necessary tools and skills and empower youth to successfully enter the job market and become financially independent and self-reliant, leading the path to their (re-)integration in the society. Such programmes include targeted training to interpreters and intercultural mediators, dedicated language and IT classes, a dedicated vocational training course on the reuse and repurpose of plastic, entrepreneurship and soft skills trainings linked with dedicated mentorship and provision of start-up grants to prospective entrepreneurs and freelancers.

Since 2016, SN has established a strong presence as an education actor with targeted programming in nonformal education for refugees, Greeks, and migrants alike. Through its key partnerships and donors, namely UNICEF, UNHCR, Open Society Foundations, Organisation Internationale de la Francophonie (OIF), the University of Glasgow and the Guerrilla Foundation, SolidarityNow has developed an expertise in both education in emergencies and education for integration. Education sits at the very core of SN's actions and includes language classes, vocational trainings, and school support classes; while efforts are made to always maintain an aspect of empowerment, building individuals' capacities to become self-reliant and independent. SN has a multi-stakeholder collaborative partnership which aims to provide substantial and very specific support towards entrepreneurship and eventually increase the potential of youth and ambitious entrepreneurs. At the level of direct job-generating support, considering the languages spoken by refugees, and the stark shortage of interpreters in the Greek response, SN implemented an intensive training named "Future Interpreters" in professional interpretation techniques for 100 Arab speakers to improve their chances to successfully enter the labour market. SN is also implementing a pilot project called "Business4YOUth", in partnership with the IRC, to increase the potential of 330 youth in Athens, regardless of their background, to become entrepreneurs or be self-employed, and as a result be financially empowered and self-reliant. This programme includes targeted education (soft and technical skills), technical assistance, and one-to-one mentoring and small business start-up grants.

SN organises trainings in Athens, loannina and Thessaloniki, in order to disseminate the Council of Europe toolkit for providing language support for adult migrants and refugees. This toolkit provides information and teaching techniques for teachers working with the aforementioned population, in an effort to standardise adult education across state, NGO and volunteer education actors. SN is already implementing the teaching strategies of the toolkit in its adults' and youth focused classes.

For more information: https://www.solidaritynow.org/en/

How to set-up cross-sectoral co-operation?

Are you and your organisation or entity willing to engage in a cross-sectoral co-operation? If yes, the next section aims to give you some practical tips on how to do it!

a) Mapping stakeholders and reaching out

A first step towards co-operation is to know who is who and what their work with young migrants and refugees is — this could be called a mapping exercise. You will need to define what are you looking for and how will you collect relevant information.

If you work at European level, you might be interested in the mapping developed by the EU-Council of Europe youth partnership and/or have it as a reference for your exercise. ²⁶ Collect information from your colleagues, do your own (online) research and look for events related to young migrants and refugees in your context.

You can also decide to have a broader approach and think about all the different sectors that affect a young person's life and start listing those actors. You could also focus on the fields and actors that you want or need to work with to be able to deliver your services in a more efficient, coherent and co-ordinated way. Focus on those that you share the same goals with and, at the same time, identify stakeholders that will contribute to the fulfilment of existing needs and aspirations of the young people you work with.



^{26.} EU-Council of Europe youth partnership (2017), "The role of Youth Work in supporting young refugees in Europe: mapping of stakeholders", available at https://goo.gl/gDHSgY (accessed 27 January 2019).

The next step is to reach out, introduce your organisation and the work you are developing (not just projects, but also your goals, values and approaches and how are you also engaging young migrants and refugees) and to get the same information from the other(s). This will allow you to asses if there are common goals and if there is the possibility to create links between your initiatives. You might wish to approach stakeholders one by one, organise an event for several with the purpose to get to know each other or identify a potential facilitator of such cross-sectoral co-operation and challenge them to take the lead. For example, if you work at local level and close to the municipality, maybe they would have the interest and capacity to convene, gather and facilitate a group of different stakeholders – and you could always support the process.

If you opt to lead the process yourself, you can start with small steps to further explore the potential for partnership by inviting stakeholders for one of your events, or to visit a project and try also to see if they can offer you such an opportunity to learn more about their work.

You might not be a refugee or migrant-led organisation, but do not forget that young migrants and refugees and local communities are themselves stakeholders. To engage them is key to the success of any programme or policy that affects them. You can include the young refugees individually, their informal groups or their organisations. You are encouraged to design a bottom-up and participatory approach, involving everyone from the start.

b) Creating a common understanding and vision

When moving forward in the partnership, sharing a common understanding and vision on what it is aimed to achieve when working with young migrants and refugees is a key starting point.

In the framework of the seminar, participants highlighted that for the sake of a fruitful partnership it is important to acknowledge that:

- co-operation between different sectors is essential to be able to deliver a much-needed holistic approach;
- inclusion (and integration) must be a two-way process;
- creation of safe spaces for young people is a priority;
- promoting a sense of belonging, self-realisation, settlement and autonomy of young people is the ultimate goal;
- a participatory process, where young people have their voice heard and space to take action, is key;
- a dignified process where young people with a migrant and refugee background feel respected for who they are and their lived experience is also key.

If you identify with such principles, you might wish to check if the potential partner(s) share the same vision – and feel free to discuss other elements that are key to your work and sector.

To be able to have a common understanding, it is also important to clarify some terms you use. Language does matter. Each field has its own code and praxis – we might take for granted that we are referring to the same target group (including age), or that everyone knows what non-formal education, integration or youth work are. Attending a training activity promoted by the potential partner or checking the possibility for job shadowing might help to have a deeper understanding of what they do and the added value of working together.

c) Moving forward – clarifying roles and responsibilities

During the previous exchanges, if you share the same goals and vision, you will probably find different areas to co-operate. It can be simple things such as sharing contacts, inviting the others to attend your initiatives or other small collaborations that might have an impact in creating synergies but are not necessarily a co-creation process that leads to something new and collective. Together you might also decide to create a new project, engage in policy advocacy or have co-ordinated action in certain fora related to young migrants and refugees – depending on the nature of your entity and work.

In any partnership, either one-off or long-term, it is important to clarify the roles and responsibilities of everyone involved. Will you be partners with the same level of responsibilities? Or only associated partners in some activities? If funded by a certain entity or organisation, is it a donor (only) or a partner? ²⁷ Many partnerships depend on who exactly is involved in each entity and, whilst it is good to count with a certain level of personal commitment as well, the rapid turnover of staff that many organisations face calls for a certain level of "institutionalisation" of the partnership – to assure its continuity and sustainability. To put it on paper might be important, for example through a memorandum of understanding, a project application form or minutes of a meeting – the level of formality and format depends on how you decide together to establish the co-operation.

It is also relevant to make it clear from the beginning (or if there are any changes) the resources that are available and that will be invested in such a partnership. It is not all about money: each actor involved can bring its own expertise, network and other resources that are also very valuable to any successful initiative. It is important to be able to recognise the different levels of capacity and resources of everyone involved, and that such difference is not necessarily an obstacle. For example, a consortium of partners cannot expect that an informal group of young migrants and refugees have the financial and material resources of a well-established humanitarian organisation, but the knowledge on needs and aspirations and the capacity of engagement of young people is also a key resource for the implementation of a project. Some partners might need some support to identify what could be their contribution; it should not be taken for granted that they have the same understanding of the project and each one's role.

In addition, it is important to discuss how each potential partner sees the co-operation cycle and make sure that there is the same understanding on how it will be designed, planned, implemented, evaluated and followed up. This cycle will allow learning from the joint experience and the identification of elements to improve on in future partnerships.

d) What can you do together?

Different realities allow different possibilities — political and institutional contexts define what it is possible to do. This is why often the so-called "good practices" are not transferable or possible to adapt. In addition, to plan any co-operation, there is a need to consider different levels of action — and how important it is to work at local level (mainly with municipalities and regions).

Premiere (Premiär) – Sweden

Premiere is a project targeting young adults, newly arrived/refugees in Sweden holding residency, and living in any of the five municipalities in the greater Gothenburg region. The project is run by the Samordningsförbundet Insjöriket (Co-ordination Association), which is "owned" by Arbetsförmedlingen (the Swedish Public Employment Service), Försäkringskassan (the National Insurance Agency), municipalities, and the Region Västra Götaland (health services), all in order to diminish the gaps between these authorities in

^{27.} For more ideas on resources that different sectors can bring to an inclusion youth project see MOVIT (2017), Guidebook for Fire Starters & Dare Devils, pp 44-46, available at https://goo.gl/FH8MHy (accessed 27 January 2019).

favour of the individual.

For example, an individual who is sick, but Försäkringskassan denies the individual sickness benefit saying that s/he is too well to be on sickness benefit and refers the individual to Arbetsförmedlingen. Arbetsförmedlingen then tells the individual that s/he is not at the disposal of the labour market due to the sickness and refers the individual to the municipality for social welfare benefits. The municipality then tells the individual that, in order to get these benefits, s/he needs to be registered at Arbetsförmedlingen. And the roundabout starts ... The Co-ordination Association co-ordinates the process and makes sure that the individual does not end up in the gaps between any of these authorities.

The aim of Premiere is to support the participants in their processes of becoming included in Swedish society, to find a job or start studying, or to take one step further to improve their situation. In most aspects of this project, there is also co-operation with a private company (Business Performance AB), which is unique for Sweden. Individuals who are recognised in need of extended support in their establishment process can be referred to the project. Usually they are referred from Arbetsförmedlingen or social services of the municipalities, but it is open for any person to send a referral to the Co-ordination Association.

The first step for a new participant in the project is to have an interview, in order to get as much information as possible about the individual. The project then covers four areas, and these are interlinked and expected to give a more holistic approach for the participant.

- 1. Coaching, where the project staff acts as interpreters for the person of how Swedish society works and can facilitate access for the participants to different sectors/areas of the society. This can include everything from explaining e-mails from authorities or answering questions why people do what they do in the supermarket to accompanying the participant when they have a job interview or an appointment at the doctor's.
- 2. Work and studies, where contacts with employers, study visits and internships are arranged, aimed at employment and getting to know a workplace from the inside. We clarify for participants the need for education and how to access these studies in order to reach a particular type of job. We also support employers with necessary information about their contacts with the authorities. Especially in this area, we co-operate with a private company to get access to employers and make them accessible to our participants.
- 3. Health and leisure time, where contacts with sports organisations or community-based organisations' activities are arranged. Individual health-related issues are dealt with in this context depending on the needs of the participants.
- 4. Societal knowledge, where activities are connected to habits, traditions and holidays. This is introduced with study visits or through other activities. It also includes highlighting their various areas of interest, in addition to the 'community introduction' provided by the compulsory national establishment programme. The themes could cover how public transportation works, pharmacy, SMS loans, insurances, sexual and reproduction health and rights, labour law, etc.

In 2018, 76% of the participants started a job or studies within less than one year of participation. 43% of the participants were women, and 57% men. The project is co-sponsored by MUCF (the Swedish Agency for Youth and Civil Society).

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Existing projects²⁸ and new ideas on what youth and migration actors could do together were shared during the seminar. Below you can find two of these proposals: one is more at the programming/services level, and the other is more related to policy dialogue and overall coordination. It is possible to look at them as a combined approach, rather than as two separate proposals – seeing the advisory committee as the governance system of the one-stop shop. Hopefully, they will inspire you and your future partners.

The one-stop shop

This is a concept where cross-sectoral co-operation happens in the same space to facilitate young migrants and refugees' lives – it is literally a common space where they can access information, support and services provided by different actors. A variety of services could be offered (depending on the partners involved):

- o basic things such as rest and recuperation with information on the process (reception centre) of seeking asylum, integration services etc.;
- identification of a contact person for each young person (mentor from an NGO to guide him/her through the process and contact with all different service providers) and soft cultural orientation. These can be volunteers (and young migrants themselves) with appropriate training and within the limitations of their knowledge and need to refer the young people to the official service providers;
- assessment of needs and plans of young people (realising that the plan might change for people over time, in different phases of their process of inclusion) and provide necessary guidance/coaching;
- support asylum or migration process (with independent information and from a legal perspective);
- o support young people to access health care (including mental health), housing, basic needs, education moving towards autonomy and inclusion;
- provide space for youth organisations to organise activities for young migrants and refugees and the local community and support to self-organised initiatives and organisations.

The advisory committee

This is a body that brings together representatives from different sectors. It could:

- o be convened/facilitated at different levels local, regional or national;
- include also young migrants and refugees as well as local society representatives;
- o be a space for co-creation of programmes and initiatives;
- o co-ordinate work, train staff and mentors and raise awareness on youth, migration and refugee matters;
- o co-ordinate contributions to policy initiatives (e.g. to try to introduce amendments to ongoing legislative processes);
- provide support and spaces for young people to be politically engaged and have their voices heard.

Often, a partnership initiative might not be much more than a sum of different projects from several organisations that make use of a common pool of expertise (legal advisors, interpreters), create links between different initiatives and resources and allows some co-ordination. But cross-sectoral co-operation can be much more than that: it can be an opportunity to go beyond creating synergies and allow for real co-creation with a cyclical approach, starting with checking which rights are there to

^{28.} You can find two examples of cross-sectoral co-operation initiatives that were shared by participants of the seminar as Annex II of these guidelines.

fulfil, deliver, evaluate and redesign – putting the young migrants and refugees, their needs and aspirations, at the centre of the approach.

Questions for reflection:

- Who are the main actors working with young migrants and refugees in your context?
- How could you meet and discuss common issues and concerns?
- How can each partner support (or harm) collective action?
- How could your work be complementary to other stakeholders' work to have a stronger impact on the lives of the young people you work with?

Useful resources (documents, tools and initiatives)

COM(2017) 211 final "Communication from the Commission to the European Parliament and Council: the protection of children in migration", available at https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017DC0211&from=DE (accessed 19 January 2019).

Council of Europe 2017-2019 Action Plan on Protecting Refugee and Migrant Children in Europe, available at www.coe.int/en/web/special-representative-secretary-general-migration-refugees/action-plan (accessed 20 January 2019).

Council of Europe Action Plan on protecting refugee and migrant children (2017-2019).

Council of Europe Children's Rights Division's work on child-friendly information for children in migration (and on child-friendly information consultations that took place in 2017, available at http://rm.coe.int/child-friendly-information-for-children-in-migration-what-do-children-/16808af7e2).

Council of Europe Education Department's tool "<u>European Qualification Passport for Refugees"</u> for the assessment of the higher education qualifications and the <u>toolkit for language support of adult refugees</u>.

Education, Youth, Culture and Sport Council (November 2018) <u>Conclusions on the role of youth work in the context of migration and refugee matters</u>.

European Students Union, "Together Moving Forward" regranting scheme programme for projects from youth and education fields for social inclusion of young refugees.

EU-Council of Europe youth partnership (2018), Youth Knowledge Book "Between insecurity and hope: reflection on youth work with young refugees", available at https://pipeu.coe.int/en/web/youth-partnership/between-insecurity-and-hope (accessed 27 January 2019).

EU-Council of Europe youth partnership and SALTO Inclusion & Diversity Resource Centre (2019), "What about youth work with young refugees?", available at https://goo.gl/LRHqyh (accessed 28 January 2019).

SALTO Inclusion & Diversity Resource Centre (2018), "Under the Same Roof – youth work cross-sectoral co-operation in the field of inclusion" (video), available at https://goo.gl/NiZvvy (accessed 28 January 2019).