

Chapter Thirteen

The Model of Better Social Inclusion of Unaccompanied Minor Refugees at the Transition to Adulthood

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Introduction

The Model for better transition of Minors is an inclusive approach to support young migrants and strengthen the links between different organisations involved in such support for young migrants, creating appropriate interfaces, which can be used for coordinating the activities and creating ‘learning communities’ among different actors. This could lead to a more holistic approach for the transition of individual young refugees while contributing to a more inclusive and competent community, which leads to a more cohesive society.

Following the partners’ report, it was stressed that systems concerning social inclusion of unaccompanied migrants and young refugee adults in all partner countries are not working well enough. In particular, there is a gap in support of unaccompanied minors in transition to young adulthood. Therefore, a model that synthesises an ‘ideal’ approach of coordination of existing singular measures and practices can have important impacts at regional, national and EU levels.

The model, therefore, considers the national context of the individual countries involved in the CISOTRA project.

As a framework concept, the model explains what organisations can and should expect from each other from a functional perspective. Contrasting the current state of development with a benchmark perfor-

mance level for organisations at different places within the framework, individual organisations can reflect strong points to share with the wider communities of actors and shortcomings that should be improved through organisational and personal development as a community action. Therefore, the Model produced can be used as a ‘tool for reflection.’ Furthermore, the Model has been developed to a sufficient level of abstraction so it can be used for this purpose also in other EU countries, as far as these have an overall positive attitude towards their obligations to protect and support young refugees, considering their national context and specifics.

A model could contribute to better operation of organisations that work with unaccompanied minors and unaccompanied young adults: on the one hand to work more effectively and not overlap the work and on the other hand to fill the possible gaps to cover all essential needs of an unaccompanied minor, and unaccompanied young adults to ensure a better transition to early adulthood, where the young refugees are expected to find their way to education and employment and therefore into the general society. The Model is grounded on project activities, reports, researches and evaluations:

National reports in years 2020 and 2021, where data were collected on (CiSOTRA, 2019):

- General country context – facts
- Legal basis and National legislation, relevant for migrants
- Insight about what happens when UAMS turn 18 years
- Good practices
- Key actors working with UAMS in each of project partner countries
- Project partners’ national reports on migrant needs

Interviews and focus groups were conducted in the year 2018 in each of the partner countries. The purpose was to collect data on unaccompanied minor refugees from different stakeholders working with migrants during their transition to adulthood, and to get data on policies concerning unaccompanied minors, and good practices. All partners used the same semi-structured questionnaires.

Planned evaluations and validation was carried out by all partners and assessed by Advisory Boards in each country.

Documents produced during the project as a Model source:

- WP2 – results of the initial study, implemented in each partner country (CiSOTRA, 2019).
- WP3 – feedback on national seminars for different stakeholders, implemented in each year 2018, 2019, 2020, 2021), including open discussions from different stakeholders (CiSOTRA, 2018).
- WP4 – general training implemented in Italy in 2018/19 as pilot-ing for the international group of professionals and in 2019 in all partner countries (CiSOTRA, n.d.a).
- WP4 source of feedback and information for the model (CiSOTRA, n.d.a).
- WP5 feedback on the professional training (CiSOTRA, n.d.b).
- WP6 – workshops for migrant minors and professionals who work with them, piloted in 2018 in Greece and delivered in each partner country in 2019 and 2020 (2021) (CiSOTRA, n.d.c).
- WP7 – workshops for young adult migrants and professionals who work with them, workshop piloted in 2018 in Turkey and delivered in each partner country in 2019 and 2020 (2021) (CiSOTRA, n.d.d).

When the model was developed, stakeholders discussed and assessed it at the 3rd delivery of national seminars 2020 in each partner country. The model was also evaluated and validated by all partners and assessed by Advisory Boards in each country.

The developed Model has two parts – the textual and virtual one. In this chapter, the textual part is presented.

Explanation of the Model

Introduction to the Model

Unaccompanied minors are a significant group among refugees; therefore, they enter different systems of youth protection that exist in all European countries. As many of them are often close to adult age, or they soon will be, they will grow out of protection aimed to unaccompanied minors – therefore, the model is aimed to research possible support (Eurydice, 2019)

European countries have different approaches and institutions that take care of and protect them. Besides governments, ministries, governmental institutions all over Europe, social workers, psychologists, policymakers and activists in NGOs, and volunteers have developed

innovative and effective concepts to improve the situation for UAMS and young refugees.

Countries' diversity, their policies, institutions and their specific situation concerning unaccompanied minors in the transition from minor status to adulthood determine the model design – it must be holistic, flexible, open and sustainable at the same time.

Its structure and design must enable using it according to country specifics, contexts, chaining intensity, and the number of minors transitioning to adulthood.

The Model considers commonalities and particularities in the partner countries and key actors/players that could support the young migrants in transition from minor status to adulthood.

Commonalities and Particularities in the Partner Countries

The literature analysis makes it very clear that unaccompanied minors are Youth on the Move. They are a particularly 'transnational' group, as they have often been on the run for a long time, are away from family and traditional ties, have often travelled through various countries, worked and suffered there and are often not sure about their future in the countries of their present residence. In some countries with fewer economic opportunities, they mainly seek to move on to the northern countries. In the northern countries, they are involved in a legal process that might end in deportation or an illegal status or one that does not encourage societal or economic integration.

Young refugees, therefore, are a very particular group to be well distinguished from 'migration from Country A to Country B.'

On the one hand, unaccompanied minors are less formed and supported by their parents and family. Therefore, they need more context, structure and an alternative 'home,' which means a substantial demand on the host country in effort and resources.

Therefore, stabilisation of the situation (health, housing, identity, etc.) and orientation about the situation, opportunities, and plans are the key challenges for youth and host societies.

The literature shows that protection from prosecution is a general human right, in particular for minors, as is the general protection for minors (European Commission, 2019; Sedmak et al., 2015)

However, integration into host societies, even those that are more and more aware of themselves as 'migration societies,' requires a much more complex process of mutual negotiation of the terms of accep-

tance. This negotiation process requires the host societies to explain themselves the term ‘inclusion in diversity’ and translate this into concrete regulations of access to education, training and employment, and the terms of societal immersion (Plaul et al., 2018).

On the side of the youth in all partner countries, this requires reconciling their own resources, influences, expectations, and hopes from the families and their own aspirations at an age where forming an identity is a challenge for any youth.

Therefore, any intervention model must put to the front provisions to support the stabilisation and orientation of refugee youth. The design of measures for youth training must consider this as the main paradigm.

Similarly, the system design must be centred on this, and intervention on project or measure level must identify the gaps of current youth training, systems of education and training, and the training of professionals that currently prevent a smooth transition.

Mainstream of Current Reform

Systems are currently working to better coordinate all relevant actors in all partner countries. They are gradually overcoming the ‘crisis mode’ of the years of the large surge in migration. In some countries like Germany, the number of new arrivals of minors is low and Italy and Greece are more or less sealed from new entrants, even though the means of this exclusion are more than controversial.

In all of the partner countries, on the conceptual level but also in practice, the actors are working to integrate social work, education and training. There is a high level of insight that social work alone is not enough, that youth must be educated, trained and integrated into work. On the one hand, this is a consequence of the insight that this youth will stay in high numbers and not return to their ‘home’ countries soon.

If they are not to be an alienated part of the host societies permanently, a way must be found to educate, train, and insert them into the general education and training system. This is a huge challenge in all countries, for several reasons. The national reports mention significant heterogeneity of educational prerequisites, individual aspirations, language skills, cultural background. In addition, their peers from the host country are mostly already finishing their education, while young refugees of the same age are just starting theirs.

Therefore, a serious effort to include these youth requires a major reform of all partner countries' educational, social support, training, and insertion systems. All countries are generally transforming to 'migration countries' more and more. Therefore, they have to adapt their systems to make their overall systems diversity-friendly. At the very least, all countries must face the challenge of developing complementary systems for the particular group of young refugees from individual measure/project level to system level.

Conclusions for the Model of Intervention

The chapter to follow the project will summarise what has been learned from studying the details of the situation of UAMS and young adult refugees in the initial report and further project work. In addition, it will define the opportunities and shortcomings of current policies and which good practices, among those studied by the partners, deserve mainstreaming, as they are also helpful for the situation in the respective partner country.

As the national reports and the reflections in this synthesis report have shown, the knowledge, skills and attitudes to be formed by training of the actors need to be founded on a solid understanding of the overall situation, particularly, a reflection of the implicit or already partially conceptualised and institutionalised system of transition of minors to adulthood. This transition takes place along the dimensions of securing the legal status, educational and training integration and social integration. The dynamic of interaction between these factors needs to be understood by all actors working within the overall system if they want to be effective.

Effective and efficient coordination of activities and civil society non-governmental and governmental institutions, including schools' engagement, depends on every single actor understanding the significance of its contribution and understanding the mission and means of related actors, services, and policies. To provide such a framework for reflection, this model, the report at hand, adopts a matrix of social and educational integration, which has been re-developed.

The overview is based on the insight that refugee youth, like their native counterparts, need to move along a 'chain of education' with the final target of sustainable integration in qualified work. The effectiveness of this chain depends on a smooth transition between the individual elements of that chain. I.e., actors in the system have to ensure that

each step is appropriate for the status of the youth and that proper care is taken that the links in the chain fit together. The transition from one part of the chain to the other often requires specific support.

For refugees, this ‘chain’ is quite specific, as they usually enter the system late (at the age of 16 or later) with sometimes fundamental educational prerequisites or even no school experience at all. Therefore, a particular ‘chain of education’ has emerged, which is highly specific in each partner country. The principle will be illustrated by an example from Germany, specifically the strategic partner, the City of Munich.

The dimension of securing the legal status of youth in transition is also specific to refugees. While EU citizens have the freedom of residence, the destiny of refugee youth is decided by the legal system in the host country. Therefore, at some point after the transition to adulthood, the possibility of re- or onward migration must be considered and followed. Also, this potential pathway, as the partner’s reports show, makes a huge impact on the refugee youth motivation and life planning. Therefore, considering this possibility is necessary for all other parts of the system.

The social integration dimension assumes that social integration into the host country is desired by the host country policy, society and the young refugee himself. However, this cannot be taken for granted. According to each country’s immigration policy and pragmatic considerations of the benefits of integration and the respective costs of un-integration, the policy is selective in whom to integrate.

For the model reflection, it is the assumption that all sides desire at least a basic level of integration or liveable inclusion in diversity: the state, the society and the refugee. Some of the dimensions are briefly discussed in the paragraphs to follow to understand the model.

General Insight Represented in the Model

Overall, the information provided in the partner’s reports points to the following principles of intervention:

- The integration of UAMS and UAS cannot be achieved by traditional measures of employment support and additional education and training alone;
- The UAM and UA group includes various profiles based on country of origin, chances of refugee status, educational prerequisites and individual vision and motivation. This heterogeneity has to be

considered for all interventions targeting this group (from communication to measure implementation and follow-up);

- Refugee Youth need to be heard and involved in the interventions that are directed to them;
- Many refugee youths suffer from a complex set of problems, inhibitions and limitations described as a lack of social integration in the host country. High hopes in the host country, often the target of a long and painful journey and object of high, sometimes unrealistic expectations, goes along with a lack of trust in traditional institutions and a lack of orientation about the system of institutions, requirements and expectations.
- Most young refugees suffer from financial problems (only basic livelihood being provided while families in the home country often expect to be supported), health problems, including traumatization and other mental health issues which require action before further education and training can be productive;
- As a rule, refugee youth have limited meaningful relationships outside of their peer group, particularly to institutions and potential role models;
- Such lack of social capital can potentially be mitigated by organisations in socio-spatial proximity to the youth, such as youth associations, sports clubs, youth workers, informal youth groups, social enterprises, cultural associations and the like;
- Also, social service and training providers in all partner countries are increasingly applying a socio-spatial approach to their activities;
- Regional networks play an important role in all of the partner countries and have a crucial part in all holistic interventions targeting young refugees;
- Many innovative practices exist;
- However, most partners report substantial bottlenecks to effective intervention, such as short-termism of measures, 'stop and go' of funding schemes, weak government coordination and others;
- Many of the measures address aspects of the problem of refugee youth integration. Still, in no case a fully implemented overall strategy has been reported, except for a relatively comprehensive formulated strategy of the strategic partner City of Munich, which, however, admits that the full implementation of this strategy re-

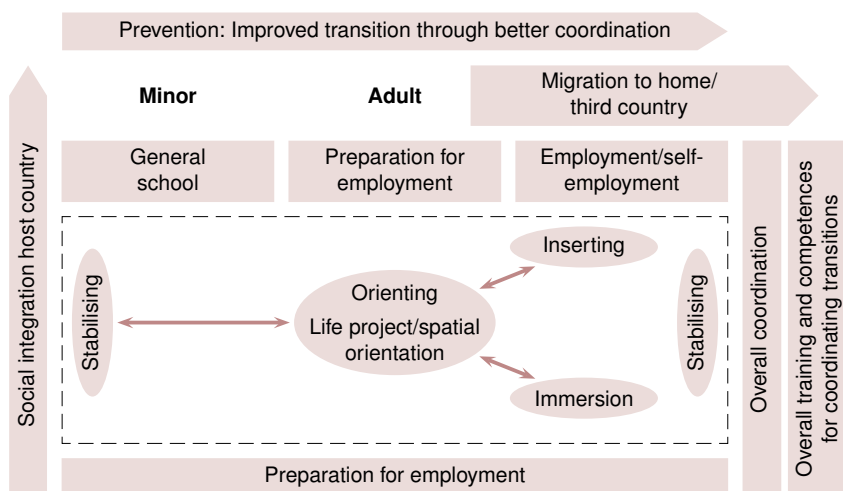


FIGURE 13.1 Model

quires long term efforts and a high volume of municipal financial resources.

Three lines of intervention can be distinguished:

- intervention in securing the *legal rights* of a young refugee, in particular a fully legal determination of the legal status and status of residence,
- the line of intervention in customised education, training and insertion in *education* or *work*;
- and training and intervention in *social integration*.

All three are dependent on each other, as the degree of social integration, willingness to be engaged and existence of individual prerequisites for participation in education and training are needed before such training can be effective. But, on the other hand, education and training can be a means of social integration.

Securing an adequate *legal status* is the prerequisite of all other measures. Therefore, many civil society groups focus their support efforts on making sure that these legal rights of refugees are maintained. We are aware of this dimension; however, coverage of this highly complex issue must remain outside the scope of this discussion. This process becomes relevant when a stay in the host country is denied, and further migration needs to be prepared.

Social integration obviously is a prerequisite of effective education and training; therefore, a range of innovative measures and ‘non-measures’ (i.e., interventions designed to have no strict curriculum but allow for a maximum of flexibility according to the client’s needs) has been developed.

In *education and training*, two main paradigms of reform can be identified: a central role of vocational education and the value of work-based learning. In all partner countries, actors aim to strengthen the relations between the educational system and employers. However, it becomes clear that the training system needs to be adapted to the needs of migrants: more emotional support is required, weaknesses in written educational language make it harder to pass written theoretical exams, and a higher-than-average age of learners are some of the factors which necessitate a general reform of the system.

The second common area of the reform is a better transition of refugee youth between the various stages of education and training to prevent dropout and provide the pathways of education most appropriate for the individual’s need.

For refugees who are mostly unaware of the opportunities of the host country’s education system and lack access to accurate information from family and role models, a key challenge is to navigate expectations, requirements, and opportunities. The aim of orientation, culminating in the formulation of ‘life projects,’ is to build relevant skills and build rapport and cooperation with the relevant institutions and, in particular, to build relations to potential employers. In Germany, such efforts have been framed in the concept of ‘chains of education’ to describe the support for making the necessary transitions.

On the level of *social integration*, there is a broad consensus among the partners about the risk factors for refugee youth to drop out of society permanently out of frustration, denied opportunities, lack of building social relations and mental illness. Many actors see the danger of forming an alienated ‘parallel society’ of individuals who have not been deported but are not an integrated part of the society. They are in danger of joining the ranks of other equally alienated groups that dropped out of the system.

From the analysis of the literature available¹ as well as from studying

¹ See <https://ec.europa.eu/migrant-integration/country/stories> and <https://ec.europa.eu/migrant-integration/news/eurita-resources-for-refugee-integration>.

good practices and partner assessment, it has become apparent that all of these consider the dimension of social integration to be very relevant. Social un-integration can result from a persistent status of having dropped out of education and social integration measures without any access to consecutive opportunities. Still, un-integration also is an inhibitor in itself, which inhibits the immediate success of education and training. Therefore, for a large part of the target groups achieving a level of social integration which allows for participation in any form of learning and employment is an aim per se.

Degrees of Social Integration: Social Integration as the aim of Intervention

To our knowledge, no 'official' index of social exclusion exists in any of the partner countries. While the term itself is used widely by institutions and actors in the field, also the stakeholders interviewed indicate that they have experimented with ideas for such an indicator. Still, no conclusive system is currently being used.

At this point, it can be said that 'social integration' is a widely used 'soft' concept that the actor understands, but to our knowledge, no hard definition or index currently exists.

While there is no commonly accepted index of social inclusion/exclusion, for pragmatic reasons, there is an understanding of what inclusion is and at which end of a continuum of inclusion/exclusion an individual can be placed.

Social un-integration/exclusion in this understanding would be characterised by *multiple severe phenomena* such as:

- insecure legal status or irregularity,
- low financial resources,
- homelessness or living in an illegal 'under-cover' situation,
- mental and physical health problems,
- missing access or disconnect with appropriate care services,
- low level of qualification and education,
- no or weak social networks outside of peer group friends and family and
- low or no connection to relevant institutions.

On an individual level, such individuals may have stopped trying to improve their situation, plan a career in the regular system or develop

any initiative in this direction. An example would be ‘street kids,’ homeless young people with severe mental health issues living on the street with no or minimal contact with their family and social institutions.

Mid-level exclusion/un-integration in this understanding would include all of the above phenomena to a lesser degree, but with:

- relatively secure and dependable legal status of residence,
- some connections with others who are integrated,
- some form of a link to the general system,
- orientation towards the regular career and social systems and
- activity to enter these systems.

While there may be risk factors in one or multiple areas, no overall deprivation has occurred. Examples would include unemployed refugee youth, or those that have dropped out of school trying to catch up, or young mothers whose family care duties inhibit an intense interaction with the regular system. This includes young people with connections with others, who are integrated; there is some form of a link to the general system, and they are likely to have at least some significant barriers to employment. One example might be a young person with a disability or mental health issue that limits their relationships with other people and their ability to sustain particular types of employment. It could also include a young woman living on her own with a child and no access to childcare, but various social contacts and a willingness to re-enter the regular system.

Special cases within this group are those who, while not being handicapped by objective factors, show a lack of orientation and/or a lack of persistence in the face of recent frustrations. *Socially fully integrated refugee background youth* would include youth who

- have secured permanent legal status of residence or very good chances to obtain such a status,
- have none of the typical risk factors (or only some of them to a low degree, not impacting their functional ability to participate in regular measures),
- can be counted on as being willing and capable to learn and be placed in employment and
- have a good level of relevant relationships and are respected in the relevant community.

Fostering Social Integration: Engaging, Orienting, Stabilising, Inserting

Acquiring access to the host society through acknowledging prior qualifications and catching up with formal education where necessary through adapting school programmes, making University accessible and designing specific training programmes to access formal training and employment have been prominent elements of integration strategies in countries with more experience in integrating young refugees. However, the rate of dropouts from such education and training, even of those with a relatively good education in their home countries, indicates that education and training can only be part of the answer to the challenge of holistic integration.

There is strong evidence from the good practices presented as well as the information from key informants that *enhancing the social capital* of groups currently outside the mainstream society, be it dropouts from the system with host country nationality, be it newcomers like migrants and refugees, is a critical factor for (re-) integration. Making such 'outsiders' more aware of their opportunities and increasing relevant contacts, incorporating interfaces to the employment system within schools, increased work-based learning elements, early identification of risk factors and individualised consultancy, mentoring and coaching are some of these elements.

The matrix chosen as a framework for reflecting a holistic model of integration is represented in the dimension of social integration.

Analysing the reports, summarising the national literature on the topic as well as particularly the rationale incorporated in the good practices which the partners describe, *three main elements of fostering the social integration* of youth can be distinguished, which we have described as 'engaging, orienting, stabilising, inserting.'

These form a 'transition system' for those for whom interventions aim to assure full access to the 'regular' system of education and training, even after an UAM reaches the critical point of transition, the adulthood age when most leave the protected status of a minor.

To define the common understanding of the partners about these elements, each of these will be briefly presented.

Engaging

At the point of reaching adulthood, the young refugees are no longer obliged to be in contact with custodians and are free to act based on

their own deliberations. While this is normal for youth who have often managed their own escape and have acquired a level of 'street smartness,' the experience young refugees get with custodians and other institutions decide if they continue such supportive contacts. Therefore, it cannot be taken for granted that refugee youth remain in contact with relevant institutions, seek information actively, use media in which institutions communicate, are registered in *various systems*, live in a social environment that encourages constructive education or work ethics or are physically and mentally capable of reacting to input.

These groups have been described as the 'hard to reach' ones. In the typology of social inclusion discussed above, such groups are represented by 'street children' who, on the one hand, face many obstacles, although they are relatively resourceful, and on the other hand, are disinterested and disengaged, and may have given up on the idea of integration through education and employment because they feel discriminated against and excluded from the mainstream system, and therefore rely on alternative legal or illegal sources.

What all of these have in common is that they do not actively seek assistance and are alienated from the system, often 'hard to reach.'

'Engaging' therefore, describes activities to reach out to these 'hard to reach.' This often includes proactive ways of reaching out to these youth and persistence in patiently contacting them in various formats.

Innovative ways to get in contact are to be considered as a conscious part of an overall strategy. A range of good practices with a focus on this engaging element and many by which the 'engaging' of clients is an important part of the design of the intervention have been described by the partners.

Orienting

'Orienting' describes all methodologies to realise opportunities and options, to decide about own aims and life strategies ('life projects'), build relevant competencies, trust, confidence and motivation to become able and willing to access the host country education training and employment system despite potential initial irritation, misunderstandings and frustrations. The factors of social un-integration point to the fact that many refugee youth lack orientations in at least two dimensions:

- A lack of orientation vs reasonable and meaningful *goals* for them-

selves: What do they want to achieve? Who do they want to be? Here a readjustment of initial 'dreams' and ambitions to the actual conditions of the host country is the main challenge.

- A lack of orientation vs the *means* to achieve these goals: What are the opportunities, the pathways, who to talk to, what to do? Here the highly fragmented and even for experts quite confusing multitude of institutions, organisations, opportunities and challenges needs to be reflected, which requires qualified support in all cases.

Together, these elements of orientation, next to the resources required, are key elements of the ability to shape one's own biography and to follow plans and 'life projects,' as described by the OECD as well as by the European Commission in its concept of key competences for life-long learning.

Without adequate room to form such orientations, without a partner to discuss perspectives and possibilities to reverse former decisions and re-orient, there is a danger of frustration due to a lack of alternative plans. Interventions that aim at qualification or employment only, without supporting the forming of such orientations and without an element of building the competence to form such orientation, must therefore be regarded as inadequate for sustainable integration.

The *quality of such orientations* must also be considered. Quality orientation depends on the facilitators of such orientation, their adequate perception of opportunities, their *interfaces with relevant actors and institutions*, and particular *employers*. Also, the methodology of orienting and guidance must be considered.

While often culminating in a 'life project' or formal plan, orientation is, in fact, a longer process, a building of identity under new circumstances, whose intermediate results can and should be revised. It cannot be rushed, but in fact, it requires a dependable support system of supervision and coaching.

This longer *process* also has to include opportunities for experimentation and reflected experience, which provides for various kinds of a work-based learning experience, if any possible, in real-world environments.

Certain practices, such as shorter or longer internships and a whole year of voluntary service in the social sector (as in the case of the German youth voluntary social service) are examples of such orientation.

At the starting point, orientation is closely connected to the 'engag-

ing' phase: building contact and trust to one mediating person one is able to talk to and who can provide access to relevant further assistance, can be the starting point for a wider orientation. On the other end of the spectrum, successful steps of education and training must always be accompanied by a reflection of the step regarding its significance for the further individual biography and a conscious expression and use of one's own competencies and hence new opportunities.

While these general considerations apply to all youth at risk of un-integration, young refugees, in addition, face the challenge to reflect their *spatial orientation*, i.e., either decide if they want to stay in the host country, move on to another target country by legal or illegal means, or to return to the country of origin. This decision can be voluntary or forced, i.e., by denial of a permanent residence status, which puts the youth in a difficult situation if there is no forced deportation, as many support services are not available to those who are only tolerated until deportation becomes legally feasible.

In the case of denial of protection and/or a voluntary decision to re-migrate, this decision is also a topic for orientation and preparation. Some good practices aim to support those youths who do not have a permanent residence perspective.

Therefore, the competence of orientation is a permanent part of the overall competence for life-long learning and individual resilience.

Stabilising

The aspect of 'stabilising' acknowledges that overall stabilisation is a *multi-factorial and long-term process* rather than a momentary phenomenon. Progress and setbacks need to be expected and balanced. Therefore, support must be as long-term and as tailored as possible. Elements of securing a *basic livelihood*, such as housing, health maintenance, basic structuring of the day, a minimum of motivation and overall well-being, and the focus, cannot be taken for granted. It is reported from all partner countries that leaving the secured housing and livelihood status as a minor and caring for housing oneself as an adult can be a traumatic experience.

A network of *productive social contacts* must be built and maintained. Usually, there are setbacks in the process. The complexity of this long-term stabilisation requires good *coordination among various agents* (those responsible for funding, health maintenance, social work, peers, parents and co-students, etc.). For refugee youth, it is a particular challenge to expand their social contacts from within their peer

group of refugees. Some show more constructive habits and attitudes than others, and the community of mostly academically trained, white supporters and benevolent volunteers to establish contacts within the mainstream society, regular workers, craftspeople, peer sport club members and other contacts within the average mainstream society.

Inserting

One recent focus of reform of support for all youth struggling with integration into mainstream education and training has been (e.g., in the case of Germany) recognising the long-term character of social stabilisation, which requires assistance for the individual also after initial insertion into education, training and employment. The GP 'assisted apprenticeship' reflects that such assistance by social work can only be phased out gradually, as the training itself and later on the income and socialisation in a regular team of co-workers and company provide a dependable structure for the individual.

Typically, therefore, stabilising an alienated and socially un-integrated individual is one of the areas in which spatial/community coordination and maintenance of a close network of actors are particularly important. Many activities that do not directly aim at qualification or professional insertion, such as sports activities, becoming part of an association, cultural activities and volunteerism, can contribute much to the stabilisation of individuals. Here, the closer community, the neighbourhood and the municipal community must develop and maintain an attitude of openness and a 'welcoming culture,' strictly not only within initiatives and organisations which are dedicated to refugee support, but in all parts of the civil society as well as in all parts of the public administration and institutions.

In the overview model, which we use to reflect holistic intervention, this element is denoted by 'insertion,' the formal introduction into measures and formal programmes, and initiatives aimed at refugee support vs immersion. Immersion in our approach denotes young refugees becoming more and more a part of the mainstream society and being accepted as a regular part of groups and organisations which are not thematically dedicated to refugee and migrant support.

Mutual Dependency and Reinforcement of the Elements and the Need for Overall Coordination

As a consequence of these considerations, the CiSOTRA partnership proposes to use an adapted general *matrix of educational and train-*

ing chains' vs a progression of social integration, which includes the elements of engaging, orienting, stabilising and insertion, as a matrix to describe activities to integrate young refugees and to manage the transition from the status of minor to the status of self-responsible adulthood.

While the elements of social integration can be analytically separated, they are often part of the same intervention on the side of the providers and part of a holistic process within the individual in actual practice.

The individual stages of integration depend on the success of the others. Each transition is a critical incident, a point of potential failure or experience of confidence-building success.

Individual orientation is useless if not supported by the means to act on the orientation or the removal of inhibitions like health handicaps. A sound system of orientation and stabilisation is futile without a good system of outreach (engaging) to the neediest clients as well as a dead-end if outreach agents are in good contact with clients, but without a system of orientation and social stabilisation to support the pathway of integration into sustainable education, training and finally employment.

In the perspective of time, the measures of social (re-)integration, preventive and curative ones, must be available throughout the development phase of the young person. Therefore, the logic of youth support schemes for minors, which have an educational and pedagogical focus, must be extended to a degree, also to young adult refugees.

There is a wide consensus that influences from the *family*, often far away but still present through social media and communicated hopes and demands, are critical. Shaping the initial contact points with the system, in the case of this study, the support system for minors; in particular, custodians and providers of youth support services and their staff are crucial to shaping the trust in the system and identifying risk factors early on. The transition to adulthood, leaving the youth support system and from forms of a school dedicated to the target group into the more mainstream education and training system, is another critical barrier that many fail to overcome.

Finally, the transition to employment is such a critical stage in which support for orientation, stabilisation and outreach to refugee youth at risk of failure must be provided. At the same time, assistance must be phased out only when a reasonable degree of sustainable stabilisation has been reached.

While supporting smooth transitions for youth is the main task for the agents also in the 'standard' sequence of education, training and employment, the initial insertion into these standard systems of qualification, training and employment of youth who are newcomers to the host country society is the aim of the measures of social orientation and stabilisation, as has been demonstrated.

In parenthesis, the degree to which this orientation and stabilisation is conceptualised as 'integration' into a host society and its values and expectations, which is regarded as stable and providing the criteria for those wishing to be integrated, or to which degree there is an intercultural opening, the acceptance of transnational spaces and adoption of the principle of 'inclusion in diversity' (European Union, 2017) is still a topic of political and societal debate and negotiation in all of the partner countries.

Obviously, the pattern of individual measures and institutional activities to deal with young refugees is highly complex, with many interdependencies and interfaces. Nevertheless, it is only on the way to constituting a thought-out and consistent system.

The emerging pattern of intervention is also quite complex. Consequently, in all of the partner countries, friction in the coordination of these measures has been described.

Be it problems of inter-ministerial coordination, overlapping responsibilities, gaps between various professional rationales of intervention, lack of resources to organise coordination or the complexity to manage and maintain appropriate networks: all have inspired a vivid discussion about better coordination of the multiple activities.

The main criticism of the current policies and activities in the area is that too large of a part of interventions is planned and implemented without a sufficient degree of coordination, without sufficiently managed transitions, without an overall concept and overall monitoring and evaluation.

In all of the partner countries, a wide range of institutional and organisational actors are involved, often reporting to a different level of government and funded by different sources. Moreover, these actors usually follow different rationales of intervention with varying criteria of success.

Institutional traditions, different values and profiles of actors, while being critical for the effectiveness of expert interventions, are also an *inhibition* towards communication and cooperation among the profes-

sions and institutions. Conflicts between the community of social and education policy, more oriented to a client and centred approach of support, and the security and interior policy community, more oriented to safeguarding order and safety and singling out those considered illegal residents a potential threat, are the classic case. Frictions within the various levels of government in federal systems of some partner countries (IT, DE) are also clearly visible.

Funding through *short-term* projects from various European, National, Federal State, Municipality, Foundation and other funds, all with their own criteria for funding, duration and background agenda and a high degree of institutional and organisational fluctuation, therefore add up to serious limitations of the effectiveness of in themselves good and professional interventions.

There is a broad consensus in the literature referred to, and in the practices reported, that *while a consistent overarching legal and statutory framework is needed, next to the need of a uniform European Migration Policy, coordination of concrete measures for integration and in particular coordination of engagement of the civil society, must be on a local and regional level*. Only on this level is it possible to engage the relevant stakeholders, overcome the anonymity of big numbers and statistics, give the 'problem' a face, connect concrete people, and match refugee youth with potential employers looking for talent.

Therefore, practices for such local/regional coordination are also among those needed to be selected and described in more detail by the partners. The case of the CISOTRA strategic partner City of Munich, where a comprehensive municipal concept of refugee integration has been developed and backed up by the City Hall's own funds, is a good practice in this regard.

Therefore, a central part of recent reforms has been the *improvement of coordination* among the actors. Next to a quality provision of individual elements of this range, the organisation of such coordination itself is a critical intervention.

While there is a general consensus that all relevant actors have to be networked and coordinated, there is quite some diversity among the partner countries as to how, with which partners, in which spatial and organisational context and using which organisational means, such coordination takes place. A particular focus is civil society engagement. In all of the partner countries, there is a wide consensus that the surge in the number of refugee youth could not have been managed without

the engagement of non-governmental organisations. The same is true for the ongoing support and integration of young refugees. While access to institutions is a legal right for those with a legal title of protection, integration or inclusion is a societal matter, where the 'struggle for acceptance' is a complex two-way process in which the mutual acceptance of host country civil society actors and young refugees is the prerequisite for sustainable civic engagement.

This overall range of activities presented in such a matrix is the subject of community activity and overall coordination, which has to be planned and organised by the relevant agents. *Each individual practice needs to contribute* either to one or multiple aspects of social integration and educational and training progress to *prepare and organise the respective 'next step.'* No step in the process can be regarded as meaningful and complete without an eye on the progression to the next step.

Therefore, identifying good practices and policies of such coordination has been part of the partners' research and also of the selection of good practices.

Limitations

Each model is a simplification of reality and should be understood within such limitations. We have built and developed it on four pillars:

- process and needs,
- actions,
- stakeholders and their cooperation,
- knowledge and training needed.

Therefore, it works in that framework, which demands further development and deep consideration, which cannot be included in this stage.

In that view, the partner's country comments during the development phases illustrate the limitations and indicate further development. However, some of them were taken into account and realisation during the process of building the Model:

- The chain of education process has too much work-based emphasis. It should focus on the idea of 'inclusion' more. Training can also support social integration concerning cultural and social aspects.

- Strengthen the socio-psychological aspects of UAMS; adaptation, relationships, behaviour is important. The behaviour disorders of UAMS; school and social-health services, within an inter-institutional network aimed at pursuing the well-being of families and citizens in their childhood.
- Just like any other social group, unaccompanied minors are heterogeneous groups. Therefore, the solutions offered to their problems should be various as well.
- The fact that non-registered migrants are common in all project countries except Germany should be considered.
- The perspective of child labour prevention should be encompassed.
- The model needs to be spiral and cyclical: For instance, when migrants fall out of the system, a mechanism should detect this and re-include the migrant into the system.
- Considering migrants as a resource for the host country is essential.

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