Service provision for migrant youth in Europe: an emerging picture

MIMY Deliverable 5.1: Overview of mapping services

Contents

Executive summary

Organisations and services play a key role in supporting migrants' processes of integration. The services available to young migrants can provide important insights in a given context. This report provides a **mapping of local service provision** that relates to young people aged 15-29 facing conditions of vulnerability, who were born outside of the European Economic Area (i.e. Third Country nationals), and currently reside in either England (UK), Germany, Hungary, Italy, Luxembourg, Norway, Poland, Romania, or Sweden. This mapping is situated in the early stages of the research project **'EMpowerment through liquid Integration of Migrant Youth in vulnerable conditions'** or **MIMY**. The mapping will share a brief picture of the landscape of services young migrants are engaging with. The aims of the report are: firstly, to inform the project's development; and secondly, to provide to wider stakeholders a comparative picture of integration services across the countries involved in the MMY project.

The mapping underpinning this report was undertaken by the national partner institutions within each of the nine MIMY countries from **September to December 2020**. This was a desk-based review, using web-based searches to identify services related to young migrants' lives. This report describes the emerging picture of service provision in each country, and 18 case study locations – two within each country. This report is a horizon-scanning exercise to identify initial themes, trends and questions, which will be compared to the realities gleaned from stakeholders

and young migrants in subsequent stages of empirical research.

Looking in: local service provision for young migrants

For each of the nine MIMY country contexts we have developed country profiles that look 'in' at the landscapes of service provision that Third Country young migrants in vulnerable conditions are building their lives in. The profiles introduce two contrasting cases for each country. More established migrant destination countries of England (UK), Germany, Luxembourg, Norway, Sweden, and to an extent Italy, include a set of contrasts in terms of urban and rural contexts, centre-periphery, and old industrial areas compared to more dynamic cities, reflecting a wide variety of integration contexts. In Hungary, Poland and Romania, the focus is on contrasts in relation to capital cities, and reflects the concentration of services and migrant populations in urban centres in these contexts. Following a description of the 18 case study locations and an overview of the wider socio-political context for integration, for each case study pairing, we share the following:

- Insights into how young people are being constructed and framed by services, the boundaries of inclusion and exclusion at play, including in relation to migratory status and intersectional dynamics such as gender and age. This provides insight into broader conditions of vulnerability.
- What support is being provided, and how and what the entry points are for accessing services. This includes consideration of differences in

approaches by sector, whether services take a holistic approach, or work separately, and the themes/issues/services that are grouped together. We generate specific insight into the domains or processes of integration being engaged with.

- Whether and how issues around gender are being addressed, and what considerations are being made regarding the inclusivity of services, including in relation to language. This reflects the commitment in MIMY to address issues of social inequalities that create barriers to access for different young migrants.
- What specific sector dynamics or structural factors are impacting provision, including information on the levels at which services are operating, and the funding dynamics at play.

Looking across: a European service provision landscape

Looking across the nine MIMY countries, and 18 case studies, we provide a synthesis of the patterns and differences in local service provision. This analysis is based on data from very diverse contexts, and so we guard against any over-generalisations.

Differences in place and space: Service-provision in urban areas targets young migrants on issues of integration, and addresses issues of exclusion. Rural areas are structured around mainstream state-led or specialist services for resettled refugees or dispersed asylum seekers. Neighbourhood-level services are mostly concentrated around faith or diaspora organisations in cities, and informal community groups in rural areas. Cities with emerging third sectors are more dependent on international actors and external sources of funding, and rural areas are also visibly impacted by changing funding landscapes.

Political economy factors: Services are impacted by changing structural conditions, including flows of migrant populations, and histories of migration and integration. Political narratives and ideologies shape hostile environments, perceptions of 'vulnerability' and construct some countries as transitory. This impacts the scope and scale of services. There is a tension between labour market integration as a key goal, and the potential neoliberalisation of refugee integration. Certain sectors that can have a role in facilitating integration are often not positioned as integration services, such as business, research, the arts and activism.

Time, change and uncertainty: Access to services is impacted by migration status and time, with early stages of settlement prioritised in state services. State integration programmes tend to be premised on stability, not accounting for people moving on. Third-sector, migrant-led and faith organisations often provide longer-term, wider support, without placing conditions on access to services. However, services face uncertainty due to funding crises, amplified by COVID-19. Young migrants' complex realities are in tension with linear notions of transitions (to adulthood and in migrant status) in formal programming.

The structures of integration: Holistic integration services focus on key structural

domains of integration - housing, health, immigration advice, education, employment and language learning. Our mapping only found support directly targeting young migrants in urban centres with strong third sectors. Wider service provision also focused on those six structural domains. There is an emphasis on education and employment in both the state and third sector, and in community-led services at the neighbourhood level. Housing and homelessness services reflect the different conditions of vulnerability migrants face. Legal advice is oriented towards complex immigration cases and human rights. Language provision is offered through a spectrum of services, which can be grouped under structural (labour market integration, or education), advocacy (migrant-led support and interpretation), and social relationships (community activities, sports, arts and youth centres).

Addressing inequalities and barriers to access: Third-sector, community, migrant-led and faith organisations work to address barriers to access in mainstream services. Healthcare provision for example tends to target migrants specifically. Other services address complex social issues including violence, homelessness and destitution. Mental health services provide examples of services changing to meet the needs of (young) migrants. Provision in the third sector exemplifies the ways integration services are addressing issues of discrimination through targeted inclusion initiatives and advocacy, e.g. for LGBTQI+ migrants. Initiatives exist that foster identity and belonging for diverse migrants, including the freedom to engage

in cultural expression. There is a strong focus on engaging women and addressing issues of gender inequality, which overlap with work on gender-based violence.

Targeted vs mainstream approaches: Services targeted to young migrants provided by the state are connected to migratory status, and attached to certain conditions. Where third-sector support services target migrants and young migrants directly, they are often inclusive of 'all migrants', address specific conditions of vulnerability, and promote belonging and cohesion. Mainstream services for young people are connected to transitions to adulthood in relation to education and employment, largely provided by the state. Access to these services becomes differentiated in relation to migrant status at age 18. Individual casework support often underpins this journey, with third-sector services supporting youth over 18 as their relationship with state services changes, and on more complex immigration issues. Mainstream services also incorporate social welfare support, which is differentiated by status. Third-sector, faith and community services targeting broader social issues such as poverty and destitution are accessible to young migrants and local populations.

Participation, cohesion and belonging: A large area of direct engagement with young migrants is in the spheres of active citizenship and social cohesion. Active citizenship promotes young people's participation through social action. This is different to the more normative civic education approach of formal integration programmes. Government-led

participation work invites migrants into committees such as youth and integration councils. Migrant-led and youth services support young people to raise their voice on the issues affecting them, and to claim rights, often in partnership with specialist third-sector organisations. Youth projects focus on building cohesion and exchange between different social groups, including through sport, arts and leisure, with an emphasis on intercultural engagement in urban areas. Belonging is also being built through intercultural exchange, and expression of culture and faith.

An emerging picture of the migrant youth integration sector: This European service landscape shows how the realities of migrant youth and the conditions of vulnerability they are navigating are being met in diverse ways. We see at the aggregate level, that beyond the structural domains of integration, wider themes of social connections, facilitators of integration, and the foundation of rights, are being reinforced. We also see an emphasis on overcoming barriers to access, addressing inequalities, building active citizenship, social cohesion and belonging. This reflects an understanding of integration that addresses the wider structures driving inequality of opportunity and outcome for migrant youth.

Looking ahead: empowering integration for migrant youth

We conclude the report by outlining a set of considerations for research, policy and practice, which aim at fostering knowledge creation in support of processes of empowerment and integration for migrant youth. The considerations are as follows:

Research

- How do young migrants' place-based relationships interact with services and access to opportunity structures?
- To what extent are services structured by assimilationist or 'whole society' conceptualisations of integration? How and why?
- Are services structured around time-bound or processual conceptualisations of integration?
- Who is excluded from different services and why? What are the implications for integration? Where are the voices of young migrants facing social inequalities?

Policy

- What is the relationship between integration policies and services provided to young migrants?
- What can we learn from resonance or dissonance between integration policies and services, and can this drive bottom-up policy change?
- What is the influence of political-economic context? What lessons can be learned from the past?

Practice

- How do services understand youth and integration? How does this impact their work?
- To what extent are access and inclusion being addressed within service provision?
- Which sectors are positioned as having more relevance in service provision? Why?
- What role do young people play in shaping integration processes and related service provision?

Glossary

Asylum Seeker: A person who has applied for protection under the UN Convention and a final decision has not yet been taken (including those who are at different appeal stages).[1]

Children in care/care leaver: A child (under 18 years old), who is legally in the care of a local authority, and can include children living with foster parents, in residential homes, or other settings such as secure units. Different countries have different legal and policy requirements to provide transition support as a young person turns 18. By care leaver, we mean anyone over 18 that has spent time in care as a child.

Humanitarian protection: A person who receives leave to remain as a refugee, granted if a person does not meet the strict criteria of the UN Convention but faces a real risk of serious harm.

Refugee: A person given leave to remain as a result of a process which began with a claim and/or assessment for protection under the UN Convention. This includes people receiving the following statuses: Refugee Status, Humanitarian Protection, Discretionary Leave, Exceptional Leave to Remain and Indefinite Leave to Remain.[2]

Third Country national (TCN): In this project we are researching the experiences of young migrants residing in the European Economic Area (EEA), who originally hold citizenship from countries outside of this context; these countries are commonly referred to as 'Third Countries' and their citizens as 'Third Country nationals'.[3]

Young migrant: We use young migrant as an umbrella term in this report, and in doing so refer to a person aged 15-29 who is a TCN. We include naturalised young people of Third Country background. We recognise that this broad grouping risks homogenising a complex group of people, and aim to acknowledge the different social positions and intersecting inequalities diverse young people with migratory experiences face.

As the content of this report is generated from the service provision landscapes of nine different country contexts, the term migrant is used in some cases to refer to young people moving within the EAA under European Union (EU) free movement provisions, as well as from Third Countries. This would be the case for example where services do not differentiate between different 'categories' of migrant, to be inclusive of diverse identities connected to migration.

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[1] United Nations. 1951. Convention Relating to the Status of Refugees. UN Protection, https://www.unhcr.org/uk/1951-refugee-convention.html

[2] Brown, D. (2008) Status and Category Matter: refugee types, entitlements and integration support. Leeds: YHRMP, https://www.migrationyorkshire.org.uk/?page=publications#statuscategory

[3] Since the project commenced in February 2020, when the UK was still a member of the EEA, for the purposes of this research, we do not treat the UK as a 'Third Country'. This means that we do not treat EEA citizens living in the UK as TCNs; in this context, 'Third County' refers to countries outside the EEA.

Social welfare: We use the concept of social welfare to refer to the range of government-provided services, programmes and payments for the assistance of disadvantaged groups.

Statutory/governmental: Services provided by government departments or agencies, or which are directly funded by government at national or local level.

Third sector: This term is inclusive of civil society and non-governmental organisations and associations, however in the report's 'country profiles' (see chapter 3), the terminology used within the particular country context has been retained.

Unaccompanied minor: Within the context of the EU, this means a minor who arrives on the territory of an EU Member unaccompanied by the adult responsible for them by law or by the practice of the EU Member State concerned, and for as long as they are not effectively taken into the care of such a person; or who is left unaccompanied after they have entered the territory of the EU Member State.[4]

Undocumented migrant: A person who does not have a valid immigration status either through entering the country they are in without permission, or because they entered under another status and have stayed beyond the period of time allowed.

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[4] Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of Third Country nationals or stateless persons as beneficiaries of international protection, Art. 2(l) (Recast Qualification Directive), https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32011L0095

1   Introduction

This mapping report provides an indicative understanding of the service provision landscapes for young migrants in vulnerable conditions within the nine European countries that make up the MIMY project. It will help us understand the environment within which young people with migration experiences are building their lives, and where systems of support lie within formal domains. The mapping also offers an initial analysis of key themes and issues pertinent to service provision and young migrants' integration processes, and presents considerations for MIMY's ongoing research, alongside questions for policy and practice.

1.1   Introduction to the MIMY Project

This mapping of service provision is situated in the early stages of the research project **'EMpowerment through liquid Integration of Migrant Youth in vulnerable conditions'** or **MIMY**. MIMY's research is taking place within and between nine European countries, through 18 case studies, and is generating knowledge in support of empowered processes of integration for young migrants navigating changing and unstable contexts. We are researching the realities of young people aged between 15-29 facing conditions of vulnerability, who were born outside of the European Economic Area (EEA) (i.e. Third Country Nationals), and currently reside in either England (UK), Germany, Hungary, Italy, Luxembourg, Norway, Poland, Romania, or Sweden.

Third Country National (TCN) young migrants experiencing conditions of vulnerability risk facing social, political and economic exclusion as they build their lives in new contexts. The overarching research aim for MIMY is to understand how the integration processes of young migrants in vulnerable conditions can be supported, with the view to increasing the social and economic benefits of and for migrants in Europe. As outlined in the Description of Action for MIMY (Task 5.1), this report contributes to this aim by: *mapping the provision of services at the local level, to start building a picture of how these meet the needs of migrant young people in vulnerable conditions*.[5]

The understanding of integration underpinning the aim of the MIMY project is a processual one, and grounded in a recognition of the uncertainty and dynamism of young migrants' lives at the individual, institutional and structural levels[6]. MIMY aims to explore the implications of the 'liquidity' of integration, and to generate knowledge with young people that translates this into strategies for social change.[7] MIMY takes a broad and inclusive definition of youth, which reflects the different policy realities across Europe, and accounts for the social construction of

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[5] For further information on the structure of MIMY, please see the project website: https://www.mimy-project.eu/research/structure

[6] Skrobanek, J. and Jobst, S. (2017) Fans - Soziologische Perspektiven. In Roose, J. Schäfer, M. S. and Schmidt-Lux, T. (Eds.), *Fans - Soziologische Perspektiven* (pp. 181-200). Wiesbaden: VS Verlag für Sozialwissenschaften, https://doi.org/10.1007/978-3-531-92290-4

[7] See MIMY position paper for further conceptual underpinnings of the project: Nienaber, B., Gilodi, A., Oliveira, J., Szendrei, G., Albert, I. and Roman, M. (2020) *Position Paper. EMpowerment through liquid Integration of Migrant Youth in vulnerable conditions*. Luxembourg: MIMY, https://www.mimy-project.eu/research/publications/MIMY_870700_position_paper_24072020.pdf

youth as an identity and as a temporal category. This definition includes a recognition of the socio-cultural specificity of identities, their dynamism and fluidity, as well as a political commitment to self-definition. At the same time, we seek to understand the impact of structural factors, including the impact of socio-legal status on immigration and protection mechanisms when young people turn 18.

Within MIMY we focus on TCN migrant youth, meaning young people born outside of the EEA. In order to recognise the complex and changing realities of young migrants, over their life course, the research will include naturalised young people of Third Country background. It is important to note that within this report, the language is also informed by the service provision landscapes of nine different country contexts. Within these contexts the term migrant, or 'foreigner' has been used in some cases to refer to young people moving within the EEA under EU free movement provisions, as well as those from Third Countries. This would be the case for example where services do not differentiate between different 'categories' of migrant, to be inclusive of diverse identities connected to migration. Please see the Glossary for the key terms related to migration used within this report.

1.2 Mapping local service provision for young migrants

By understanding service provision better, we can learn about the different integration activities in which organisations are involved, and where services and organisations reaching young migrants are positioned in society. This mapping considers services that both directly and indirectly target young migrants, to build an understanding of support for young migrants not restricted only to specialist services. By looking across the nine European countries within the project, this report will provide a comparative analysis across contexts to build a picture of gaps and opportunities.

As outlined in recent research in England (UK), organisations and services play a key role in shaping migrants' integration, as 'their involvement is part of the two-way nature of integration, which requires actions by both refugees and other actors in society'.[8] The services available to young people with migration experiences can provide important insights into integration processes in a given context. By making visible the types, sectors and focus areas within service provision, we can build knowledge of how young people are being positioned, where accountability lies, and the extent to which interventions are facilitating strategic, or simply instrumental, change-pathways.

The mapping work underpinning this report was undertaken by the national partner institutions within each of the nine MIMY country contexts from September to December 2020. As outlined in the Description of Action for the project, to do this: *each partner conducted an overview of services using secondary sources in two research sites. This review was informed by a template designed by the University of Sheffield team. This resulted in a mapping of local provision in each country, and the following analysis and synthesis aimed to identify gaps in provision, and to*

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[8] Brown, P., Walkey, C. and Martin, P. (2020) *Integration works: The role of organisations in refugee integration in Yorkshire and the Humber*. Policy Briefing. Huddersfield: The University of Huddersfield, https://www.migrationyorkshire.org.uk/?page=publications#Integration_works_report

understand the diversity of services on offer across sites. In doing so, this mapping work also highlighted the kinds of services young people would be able to access online.

This report describes this emerging picture of service provision in each of the nine country contexts, and 18 case study locations. It also shares the lessons learnt from looking comparatively across these countries, and identifies the following themes:

- Differences in place and space

- Political economy factors

- Time, change and uncertainty

- The structures of integration

- Addressing inequalities and barriers to access

- Targeted vs mainstream approaches

- Participation, cohesion and belonging

- An emerging picture of the migrant youth sector

This report is a horizon-scanning exercise to identify initial themes, trends and questions, which will be compared to the realities gleaned from stakeholders and young migrants in subsequent stages of empirical research. Over the course of the project, our understanding will be deepened through in-depth interviews and focus groups with migrant youth, their parents, earlier waves of migrants, non-migrant youth and stakeholders involved in service provision. Additionally, by working with young people through participatory research and action research workshops, we will build a rich and complex understanding of processes of integration and issues of power and politics at play. These layers of knowledge will inform recommendations towards empowered integration for migrant youth in vulnerable conditions.

Limitations of this mapping

This report is a desk based review, and as such, does not generate knowledge about the everyday relationships and support mechanisms that help young people navigate integration in the context of uncertain and dynamic lives. Nor can it tell us the unanticipated services that young people may be engaging with. Further, this report is not an assessment of the perceived value of certain services, as held by young migrants. This mapping is taking place at the beginning of the project, and as such is a mapping of what we knew at the time (September-December 2020). Its purpose is to frame the service provision context in which MIMY's research is taking place, to inform our research and the work of our stakeholders, as we move forward. We are acutely aware, however, that COVID-19 renders the situation on the ground particularly fluid in terms of service provision, with for example reports from some of our partner countries that services for young people are very precarious at this time.[9]

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[9] Brown, P., Walkey, C. and Martin, P. (2020) *Integration works: The role of organisations in refugee integration in Yorkshire and the Humber*. Policy Briefing. Huddersfield: The University of Huddersfield, https://www.migrationyorkshire.org.uk/?page=publications#Integration_works_report

Who this report is for

- MIMY partners and other researchers interested in issues of migrant integration

- Policy makers and practitioners involved in service provision relevant to young migrants within and between European states

The latter includes organisations with established mandates or initiatives engaging with migrant youth, and those whose work in this area is emerging. It will be of particular interest to those wanting to learn from the experiences of others, and to critically reflect on their practice based on cross-context insights. The report aims to provide analysis relevant to anyone working to address the challenges around dynamics of TCN migrant integration, to facilitate learning and reflection to drive positive change.

Organisation of the report

The substantive content of the report is organised around three separate sections:

- A look in at the **MIMY case study contexts and country profiles (Chapter 3)** of service provision in nine European countries, to understand how migrant youth are being constructed as beneficiaries, approaches to integration, issues of inclusion and the influence of wider structures on the context.

- A look across at the **European service provision landscape (Chapter 4)** to learn comparative lessons from different service provision contexts within MIMY. This uncovers issues connected to place, time and transition to adulthood or a different migrant status, political economy, universality, and to explore services within integration processes that promote inclusion, equality, cohesion and belonging.

- A look ahead at **fostering empowering integration with migrant youth (Chapter 5)** by sharing considerations for research, policy and practice that could help build towards empowered processes of integration for those facing vulnerable conditions.

2   Methodology

The purpose of the mapping task was to map local services relevant to MIMY's target group of Third Country young migrants in vulnerable conditions aged 15-29. It was undertaken in September to December 2020. By generating an understanding of the service provision landscape, our intention was to learn inductively how services relate to, and influence processes of integration, and what different framings, target groups, and approaches can reveal about MIMY's core ideas about TCN migrant youth integration. As outlined in the report's introduction, this mapping is a starting point, and our understanding of service provision will be deepened through qualitative interviews, focus groups and participatory research with migrant communities, migrant youth, non-migrant youth and local stakeholders.

2.1   MIMY case study selection

The mapping of migrant integration services has taken place across the nine MIMY project countries in two comparative case study locations. MIMY takes a contrasting case approach, allowing for comparability between factors that influence integration processes. The 18 case study contexts presented here provide a starting point for this comparative analysis. At the time of writing, the COVID-19 context was significantly affecting these realities. This means that locations of in-country research with young migrants and wider communities was still emerging.

The criteria that contributed to the selection of case locations included:

- Contrasts in relation to socio-economic settings, such as urban, peripheral and rural, considering centre-periphery relationships.

- These contrasts often also map onto histories of migration within a context, as well as opportunity structures such as those related to the labour market, educational institutions, social services and the level of specialist provision to migrant communities.

- We are also interested in place-based memories of integration experiences, the openness of social relations, density of the migrant population and experiences of differently positioned young migrants.

- The level of political commitment to integration processes by actors such as governmental, non-governmental, faith, business, arts organisations, as well as local populations and young migrants themselves, is also of significance.

In applying these criteria, we took into account: firstly, the ambition for cross-national comparisons across locations with similar features within the project, and, secondly, for meaningful policy and practice recommendations.

2.2   Mapping approach

In determining the geographical boundaries of the mapping of local services, MIMY partners made decisions about a level that was meaningful to the local case study contexts (i.e. not at national level). Using web-based searches, each country partner populated a mapping template

to capture the provision of 'projects, services and initiatives' available in each of their contexts. The template included the following categories:

MIMY Target: This captured whether services are *directly* targeting young migrants, or doing so *indirectly* by providing a generic service, or going beyond their target group.

Location: The specific geographical location the service operates within.

Geographical level: The geographical level at which the service operates e.g. national, regional, city, town, county/borough, ward, neighbourhood.

Organisation type: The type of organisation providing the service e.g. government, third sector, migrant-led, youth-led, faith-based, community organisation, informal (volunteer-led).

Beneficiaries' detail: A list of the identities of who is targeted for support by this service e.g. type of migratory identity (refugee/unaccompanied minor), gender, religion, nationality.

Age range: The age range targeted.

Mission/Purpose: How the service defines its mission/purpose.

Primary issue focus: The primary issue being engaged with by this service: e.g. education, mental health, youth, legal, housing.

Intervention type: The types of interventions being used e.g. peer support groups, casework, language learning, legal advice.

Gender: How gender or other intersecting markers of identity are considered.

Relevance to integration: How the service relates to young migrants' process of integration.

Service funding: If the service is 'long-term', or 'project financed'.

Language: The language that the service information is available in.

Inclusion criteria for services was connected to whether they 'directly' or 'indirectly' reached or were relevant to the MIMY target population. Follow-up telephone inquiries were undertaken where this was not obvious, or other key information was required e.g. a support group advertised as a Portuguese association, may reach young Brazilians, or the focus of the service may have been on health or domestic violence rather than specifically targeting migrant youth.

The mapping analysis and synthesis is based on the desk-based identification of integration services described as relevant to migrant integration or young migrants totalling 509 across the nine countries: (England (UK), 138; Germany, 84; Hungary (Budapest), 14; Italy, 65; Luxembourg (including Luxembourg City), 97; Norway, 24; Poland, 23; Romania (Bucharest), 9; Sweden, 55). It is important to note that the mapping aimed at capturing the range of services in a context, and numbers of services are difficult to quantify given differences in the scale of operation. There were also differing levels of availability of information accessible online. The size and population density of the area mapped, and socio-economic and political differences of the localities selected need to be taken into account in understanding the variation in numbers.

All of the services found directly reaching the MIMY target group were included in the mapping. Each country team then made a decision as to when they felt that a meaningful scoping had been completed. Following the initial round of mapping, the University of Sheffield team reviewed each country's mapping profile, and asked partners to provide clarification where needed, e.g. where services had been covered in some countries but not in others, such as the inclusion of mainstream youth services.

2.3   Looking in: Country profiles

We developed a framework for reflecting on the mapping exercise in each country context to develop country profile narratives (shared in Chapter 3). This was underpinned by our contrasting case approach to capture place-based detail. The four questions were:

1. How are young TCN migrants targeted within the 'services, initiatives, projects'? This question built insights into how young people are being constructed and framed by services, the boundaries of inclusion and exclusion at play, including in relation to migratory status and intersectional dynamics such as gender and age. This provides insight into broader conditions of vulnerability.

2. What can we learn about integration support from these services? Here, we explored what support is being provided, how, and what the entry points are for accessing services. This includes differences in approaches by sector, whether services take a holistic approach, or work separately, and the themes/issues/services that were grouped together. We generate specific insight into the domains or processes of integration being engaged with.

3. How do services engage with issues of inclusion and equalities? This question explores whether and how issues around gender are being addressed and what considerations are being made regarding the inclusivity of services, including in relation to language. This reflects the commitment in MIMY to address issues of social inequalities that create barriers to access for different young migrants.

4. Are there any specific sector dynamics or structural factors impacting provision? Finally, this question asks what specific sector dynamics or structural factors are impacting provision, including information on the levels at which services are operating, and the funding dynamics at play.

As these country profiles describe services in case study contexts based on desk research, this report offers general descriptions of organisations and services, and only indicates the number of services found where quantities were clear. The detailed mapping templates are embedded in research at the local level, and can be shared with stakeholders as appropriate.

2.4 Looking across: Comparative analysis

Through the process of generating the country profiles, themes were identified inductively (presented in Chapter 4). This included the documentation of both patterns and differences within each context. Building on earlier analysis within the MIMY consortium[10], we related the emerging themes to the Ager and Strang conceptual framework for defining core domains of refugee integration (2008)[11]. The purpose of this was to relate this framework to the landscapes of provision visible in the lives of young migrants, so as to support our analytical reflections. Whilst engaging with this framework, we reflected on MIMY's own conceptual proposition around the notion of liquid integration, which challenges the idea that integration and identity are fixed, solid, static and linear. Liquid integration instead, considers integration as dynamic, open-ended, with continuous transformations at the individual and structural levels.

The Ager and Strang framework incorporates key structural domains of education, health, employment and housing as both markers of successful integration, and means of achieving integration. Questions of rights and citizenship are articulated as foundational, emphasising both government accountability to refugees, and responsibilities of all sectors in society in the realisation of their rights, including refugees. Their emphasis on social connections see relationships as the 'connective tissue' between rights and citizenship, and outcomes within integration domains. The final area outlines facilitators, which are factors that may remove barriers to integration, including language and cultural knowledge, and safety and stability.

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[10] This builds on work initiated within an internal analysis in the MIMY project of scientific, governmental and practitioner research: Dyer Ånesen, R. Jensen, J., Skrobanek, J., Gudeta Urgessa, Y., in collaboration with Blachnicka-Ciacek, D., Trąbka, A., Łużniak-Piecha, M., Winogrodzka, D., Grabowska, I. and Oliveira, J. (2020). *Report about the conceptualisation of integration, vulnerability, resilience and youth in the context of migration.* MIMY.
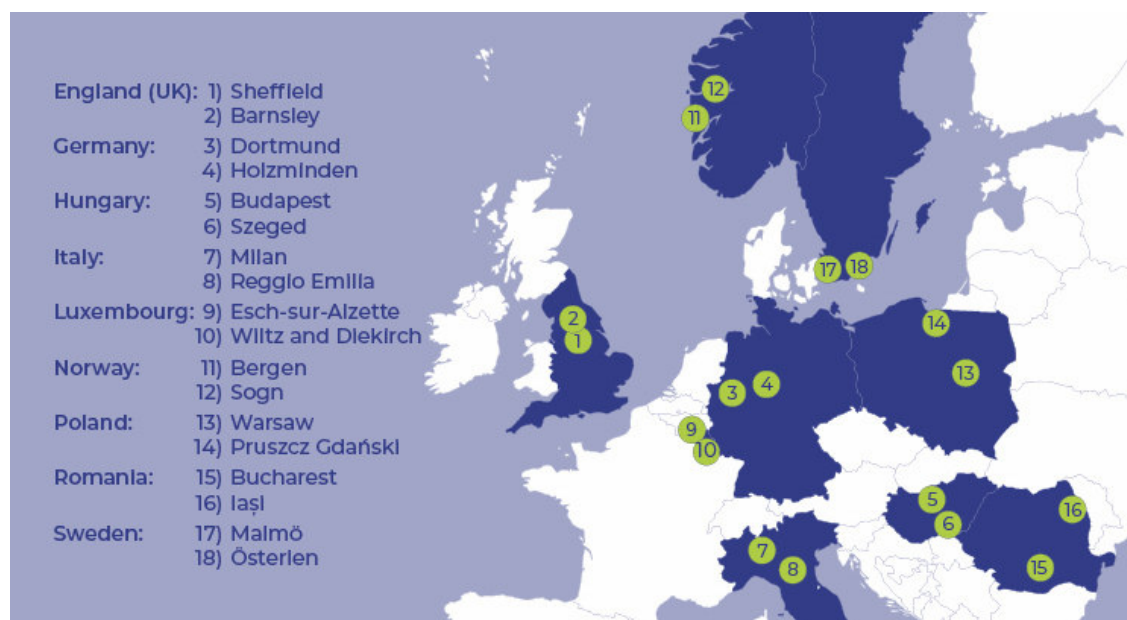[11] Ager, A. and Strang, A. (2008) 'Understanding integration: A conceptual framework', *Journal of Refugee Studies*, 21(2), pp. 166–191. doi: 10.1093/jrs/fen016.

3 Looking in: Local service provision mapping for young migrants

The following country profiles provide a look 'in' at the landscapes of service provision within which Third Country young migrants in vulnerable conditions are building their lives. Within the country profiles that follow, more established migrant destination countries of England (UK), Germany, Luxembourg, Norway, Sweden, and to an extent Italy, include a set of contrasts in terms of urban and rural contexts, centre-periphery, and old industrial compared to dynamic places, reflecting a wide variety of integration contexts. In Hungary, Poland and Romania, the focus on capital cities reflects the concentration of services, and migrant populations within these contexts. The changing perspective from being places of transition, to settlement, is also reflected in the exploration of regional contrasts in experiences.

The countries of Luxembourg, Italy, Norway, Poland, Sweden and England (UK), each found a comparatively larger number of services in urban, as opposed to rural-peripheral areas, with Norway and Poland capturing a smaller number of services overall out of these six countries. Germany reflected a more balanced picture between urban and rural-peripheral service provision. Poland, Romania and Hungary identified lower numbers of services overall.

In the sections that follow, sharing each of the nine country contexts, and 18 case studies, the following structure is taken: the two case locations are described; the socio-political context as it relates to integration is outlined; and following this, the country profile narrative is presented. The map below shares the nine country contexts, and 18 comparative case study locations. Decisions regarding levels of anonymity for case study locations have been made by country teams, in relation to the dynamics of their specific context.

England (UK): 1) Sheffield
                    2) Barnsley
Germany: 3) Dortmund
                    4) Holzminden
Hungary: 5) Budapest
                    6) Szeged
Italy: 7) Milan
                    8) Reggio Emilia
Luxembourg: 9) Esch-sur-Alzette
                    10) Wiltz and Diekirch
Norway: 11) Bergen
                    12) Sogn
Poland: 13) Warsaw
                    14) Pruszcz Gdański
Romania: 15) Bucharest
                    16) Iași
Sweden: 17) Malmö
                    18) Österlen

3.1   England (UK)

Thea Shahrokh, Hannah Lewis, Majella Kilkey, Ryan Powell

Sheffield (pop ~ 585,000)[12]: The city of Sheffield in the county of South Yorkshire is the fourth largest in England (UK), and has a long and complex migration history, connected to its role as a major industrial hub and centre of UK steel production. Sheffield became the first 'city of sanctuary' to refugees in 2007, establishing this social movement in the UK. The city is a significant dispersal location for asylum seekers, including unaccompanied minors, and is one of the UK's host cities for the refugee resettlement programme. The city has a diverse minority ethnic population. For example, 18 per cent of secondary school pupils' first language is not English. There are also over 11,000 international students in the city supported by one further education college, and two higher education institutions.[13] In the 2016 referendum on the UK's membership of European Union (EU), Sheffield voted 51 per cent to leave the EU.

Barnsley (pop ~ 247,000)[14]**:** Barnsley is a former industrial town in the county of South Yorkshire, and has two large further education colleges. With a more recent history of TCN migrant settlement, Barnsley is also a 'borough of sanctuary' to refugees, and is a smaller dispersal location for asylum seekers, unaccompanied minors and is a part of the government's refugee resettlement programme. The largest migrant population age group is 25-34 years, many of whom are accessing work in industrial production related to retail. The migrant population includes TCNs and a larger population of migrants from Romania and Poland.[15] Barnsley voted 68.3 per cent to leave the EU in the 2016 referendum.

Socio-political context relevant to integration

Within the national context the Integrated Communities Strategy for England was developed in 2018, and the linked Action Plan in 2019. These policy papers have a strong emphasis on local social cohesion that go wider than actions directed towards migrant populations alone. At the regional level, Strategic Migration Partnerships coordinate multi-stakeholder engagement in the delivery of national schemes for asylum seekers and refugees, and regional migration policies. Sheffield and Barnsley are in the county of South Yorkshire, and provide comparative insight between a large ethnically diverse, yet spatially divided city, which drives the city-regional economy, and a smaller deindustrialised rural-peripheral town. The areas contrast in relation to the ethnic diversity of the populations and the historical routes to settlement within the area. Within Sheffield, local government and civil society collaborated to establish a 'Cohesion Strategic Framework' in 2018, with funding attached, and Barnsley Metropolitan

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[12] Office for National Statistics, Estimates of the Population UK, 2020:
https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland
[13] Migration Yorkshire, Sheffield Local Migration Profile, 2019:
https://www.migrationyorkshire.org.uk/userfiles/attachments/pages/664/sheffieldlmp-oct2019.pdf
[14] Office for National Statistics, Estimates of the Population UK, 2020
[15] Migration Yorkshire, Barnsley's Newcomers, 2018:
https://www.migrationyorkshire.org.uk/userfiles/file/policyandresearch/statistics/newcomers/my-barnsley-newcomers-2018.pdf

Borough Council is contributing to research, and practice on refugee integration within the regional strategic partnership.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Within the **services supporting young migrants** in Sheffield, the organisational focus reflects migrant categorisations prevalent in the UK: refugees and asylum seekers, child asylum seekers, displaced migrants, migrants, and within the collective categorisation of Black, Asian and Minority Ethnic (which is the term commonly used to refer to racialised and minoritised communities in the UK in policy and practice). In Barnsley, however, this is restricted to asylum seeking and refugee youth. **Specific ethnicities and nationalities** are frequently mentioned by services in Sheffield, and include Roma, Slovak, Chinese, Somali and Yemeni young people, as well as African, Asian and South Asian women and girls. More widely, African Caribbean, Chilean and Latin American communities, and Christian and Muslim communities are mentioned. Young people are also described as service users in relation to **how their migration experience intersects with other issues**: such as human trafficking, gender-based violence, having special educational needs, poverty, being in care or a care leaver, mental health, or women and girls, and young mothers. In Barnsley, the emphasis is largely on marginalisation within education, homelessness and mental health difficulties.

In both settings, a subset of the **direct youth services** target child asylum seekers and trafficked children. A number of the direct youth projects in Sheffield and most of the services in Barnsley engage with the younger age group, from 16 to 19 years. Others are not age specific but target school settings, or broader educational need. In Barnsley, a service targeting young migrants and minority ethnic youth around access to education and training specifically works with youth aged over 17 years to ensure this group are not 'left behind'. In Sheffield, community youth projects include up to 25 years old, and in some cases youth is not defined specifically, but rather services aim to support young people and young adults outside of mainstream provision.

What can we learn about integration support from these services?

In the third sector there are **larger youth development organisations** who, broadly support young people's development around personal growth, education and employment, youth participation and incorporate young migrants into their programming alongside the wider local youth population. They also provide specific services addressing exploitation, emotional wellbeing and social development. In Sheffield, there is a strong emphasis on social action, social enterprise, youth participation, mental health and wellbeing, this includes links to the government's national youth citizen service programme (which underpins the wider national action plan around social integration). Volunteering is supported through community and third-sector organisations as a way to promote civic engagement and building social relationships. A number of projects also exist for young people with shared experiences around migration to come together for peer support. In contrast, in Barnsley these initiatives

address educational inequalities, and the provision of spaces for young people facing social exclusion. Services also support young people's basic needs through referrals to food banks, housing, legal support, maternity support and translation needs.

A significant subset of services in Sheffield aim to **engage young people through sports and leisure** activities to promote young people's wellbeing, and to promote safe and supportive spaces for social inclusion. In Barnsley, social outreach initiatives through sport target young people facing discrimination, namely young people with disabilities. These projects aim to build young people's confidence, encourage ownership of their own development and evolve social commitments to increase understanding between different young people. A number of these organisations include arts-based components in their projects, and arts organisations show a commitment to promoting intercultural experiences and collaboration in their work. In Sheffield, there are also schools-based initiatives, which aim to promote understanding between young people and youth-led solutions to integration and conflict-resolution.

In Sheffield there is a multi-service drop in centre, that supports people granted status with move-on support, including accessing legal support, English language, health and wellbeing, family tracing, and responding to issues of destitution. In both Sheffield and Barnsley, there are **arms of national organisations** that work to support refugees and asylum seekers. These organisations provide structural integration support, including access to legal representation, accessing services, and education and employment support. Barnsley was participating in a project-funded refugee integration service with the **regional migration partnership,** which provided a support worker, help with accessing housing, employment, healthcare, English language, training and education, school places and childcare, and support in getting to know the local community. In Sheffield, there were additional services that provide dedicated and holistic support for young people, and these were largely within organisations serving women within the minority ethnic community, including those with experience of violence or were survivors of trafficking. Whether, gender-based violence, mental health or health and education as an entry point, these services focus on the broader system around people's lives such as access to social welfare, employment support, volunteerism and assistance with interpreting. In Sheffield, there were also legal professionals working on immigration, asylum and human rights, and in both settings there are dedicated migrant health services.

Within Sheffield, **community development organisations** and **faith-based organisations** (between which there is also overlap) are working with migrants on English language qualifications, as well as health and wellbeing projects, immigration services, translation and interpretation needs, as well as establishing specific support networks. Within this, they have specific workshops and initiatives to build young people's confidence and sense of belonging in their community including through arts, dance and sports activities. A number of diaspora-led community centres outline how they support both the settled communities, and newly arrived young people to improve confidence, build positive relationships and enhance engagement in education. Community organisations that focus on services and activities promoting learning and development opportunities also run informal English language

classes, and in some cases the formal English language qualification. More broadly, formal English language classes, access to which depends on migration status, were provided by **further education colleges and universities**.

The **local authorities** in both settings provide Children's Social Care Services, including for young people in the care of the state, and other needs that migrant children and families may have. In relation to these structures, there are youth participation mechanisms such as representative Councils for children in care. In Sheffield, there are community-based teams that undertake outreach to maintain young people's engagement in school, employment and training, and in both contexts mechanisms and services to support youth progression in their learning, training and development needs. Child and Adolescent Mental Health Services work with young people up to 18 facing mental health difficulties, and substance misuse services exist. The Councils also have teams for support with housing needs, however, all of these post-18 services, including job-centre support were dependent on migratory status.

In both settings, **targeted third-sector services** include those for young people facing difficulties with substance misuse, and there are a number of organisations for young people in need of housing support, including for those at risk of harm or transitioning from different services (such as from the youth justice system). There were also targeted services for young carers, young people facing health and mental health difficulties, including Black young people. There were also services responding to destitution including networks of food-banks, and homelessness shelters.

How do services engage with issues of inclusion and equalities?

A number of services **target women and girls** specifically, including refugee and asylum seeking women, and within the wider migrant and minority ethnic population. The entry point for these organisations is often around **violence, abuse or trauma**, however they focus on holistic integration support. Services targeting the wider local population on issues around **sexual violence, domestic abuse** and **mental health** also emphasise work with women, however a number had single sex services inclusive of **men and people with non-heteronormative gender identities**. In Barnsley this included a targeted service for **young men** around mental health, and gender-specific support in relation to housing services. In Sheffield, a number of women's rights and development organisations were also identified. More widely health initiatives engaging minority ethnic and migrant communities are targeted at women. Community organisations that work with diaspora communities on social issues, such as mental health have gender-specific peer support groups, aiming to support isolated minority ethnic women, and facilitated peer support groups for men.

In Sheffield, support groups were identified for **lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI+)** refugees and asylum seekers, which aimed to provide practical and emotional support for those who face marginalisation, including within the asylum system. Youth organisations also emphasise their inclusion of LGBTQI+ young people, and youth with

disabilities, in particular if their goal was connected to social inclusion, for example through sport. They also facilitate single gender programmes supporting young people to establish safe spaces to explore cultural dynamics and mental health.

Information about services was largely only available online **in English**. A number of the organisations targeting minority ethnic women in Sheffield undertake outreach and engagement work **in multiple languages**. Sheffield City Council highlight that their services are available with interpretation in a range of languages spoken by migrant communities. Information about service provision addressing sexual violence is provided in 15 languages in Barnsley. Useful service directories existed, and within Sheffield this focuses on the asylum seeker journey and mental health, and in Barnsley there is a healthy living directory that includes migrant services. In South Yorkshire there was a directory of support for survivors of modern slavery, at the regional level there was a directory of formal and informal English language providers in Yorkshire and Humber, and the strategic partnership has a list of services for each town/city. Nationally, there was a services directory for young migrants provided by a legal centre in London, alongside guidance from a national faith-based network.

Are there any specific sector dynamics or structural factors impacting provision?

In Sheffield, there is an organisation that coordinates **strategic work on cohesion** within the city, including through the establishment of cohesion action plans. This network engages the City Council and the wider third sector, and supports a number of youth initiatives, including support for young people leading on the cohesion agenda in the city. Cohesion has a strong narrative within the region, and in relation to the two case studies. Community safety partnerships are also a structure at the local level that exist to support a sense of safety and prevent crime including cohesion, they are made up of representatives from the police, local authorities, fire and rescue, health and probation services.

With the **UK policy context** moving away from multiculturalism in the 2000s, a number of community organisations have shifted their focus from serving targeted nationality/migrant communities to being inclusive of the wider population within a local area. This explains to a certain extent the strong emphasis on support to migrant and minority ethnic young people within community development organisations. In Barnsley, there is a stronger presence of statutory services as the third sector is smaller, and relies on the presence of national or regional organisations with local outreach, which may create instability in the sector and can have an impact on local ownership of initiatives.

The **exclusionary policies of the UK government's 'hostile environment'** are recognised as counterproductive for building both practical and social links between new arrivals and the wider local population. Since 2010, alongside national austerity, there has been a contraction of migrant integration policies and associated funding for services. Relatedly, the structure of refugee services indicates a tiered system of support where resettled refugees are accessing more coordinated support than those who have claimed asylum on arrival.

3.2   Germany

Written with Zeynep Aydar, Agnes Kriszan, Swantje Penke, Jörg Plöger and Leonie Wagner

Dortmund (pop ~ 604,000)[16]: Dortmund is a city in Germany's former industrial heartland, the Ruhr Area, located in the federal state of North-Rhine Westphalia. The city has a long migration history and migrants' position in local society is in constant (re)negotiation. Dortmund has a relatively young population (far below German average) due to: its location in the Ruhr metropole; its offer of training and educational institutions; and a high share of migrants (including the statistical categories of foreigners and persons with a so-called migration background) including migrant arrivals in recent decades. In 2018, Syrians were the second largest group of non-Germans/foreigners after the Turkish, and constituted the largest non-German pupil nationality at elementary schools.[17] In Dortmund the refugee population is 11,000, among whom 1,100 were unaccompanied minors.[18]

Holzminden (pop ~ 70,000[19])**:** The district of Holzminden comprises the town of Holzminden and the population living in surrounding smaller towns and villages. It is located in southern Lower Saxony in a rural-peripheral space. Similar to other peripheral, rural regions in Germany, the district of Holzminden has also experienced significant out-migration of skilled younger persons (18-25), particularly women. The district has not had a long migration history or intense focus on migration and integration. In Holzminden, apart from the immigration of guest workers (mainly from Turkey) in the 1960s and 1970s and relatively high immigration rates of ethnic Germans from the former Soviet Union in the early 1990s. Since 2015, the district has taken in more than 3,000 refugees and thus has a share of 1-2 per cent of the total population in Germany with a residence permit for humanitarian, political or international law reasons.[20]

Socio-political context relevant to integration

Germany has a long history of immigration shaped in recent times by the arrival of a large population of 'guest workers' since the 1960s and a substantial number of asylum seekers in the early 1990s . Yet integration only entered the policy-making debates in the early 2000s, with the subsequent acknowledgement of Germany as a migrant-receiving country. Early integration policies were often informed by negative discourses such as worries about the formation of 'parallel societies' and directed towards the integration of 'lower social-status' groups. Since the 2000s, a political shift as well as concerns about the impact of demographic change on the

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[16] Stadt Dortmund, Statistisches Jahrbuch, 2020:
https://www.dortmund.de/media/p/statistik/pdf_statistik/veroeffentlichungen/statistisches_jahrbuch/217-Statistisches_Jahrbuch_2020.pdf
[17] Stadt Dortmund, Statistisches Jahrbuch, 2020; Ministerium für Kinder, Familie, Flüchtlinge und Integration des Landes Nordrhein-Westfalen 2020: Integrationsprofil Dortmund:
http://www.integrationsmonitoring.nrw.de/integrationsberichterstattung_nrw/Integration_kommunal/Integrationsprofile/Integrationsprofile---Dortmund.pdf
[18] Stadt Dortmund 2018: Bericht zur sozialen Lage in Dortmund:
https://www.dortmund.de/media/p/aktionsplansozialestadt/74-09-18_Sozialbericht_WEB.pdf
[19] Landesamt Für Statistik Niedersachsen, 2018: https://www.nls.niedersachsen.de/gemeinden/G255023.html
[20] Robert Bosch Stiftung (Ed.) (2020). Kurz-Expertise: Wechselwirkungen, Steuerungsmaßnahmen und *Handlungsempfehlungen: Vielfalt von Zuwanderung und Entwicklung ländlicher Räume*: https://www.bosch-stiftung.de/de/publikation/wechselwirkungen-steuerungsmassnahmen-und-handlungsempfehlungen-vielfalt-von

economy and welfare systems, resulted in a more welcoming approach to integration. The arrival of large numbers of refugees since 2015 was a significant turning point. Migrant populations vary significantly between German municipalities, depending on the region (prosperous/declining; urban/rural; East/West Germany). Both located in former West Germany, Dortmund has a large and varied migrant population and is located within a densely populated urban agglomeration, Holzminden is in a peripheral, rural location, with a less diverse migrant population. At the local level municipalities are able to design their own integration policies. Dortmund has its own integration agency (MIADOKI), which coordinates integration tasks with a wide range of stakeholders.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Few services **directly target migrant youth;** where they exist they are in Dortmund, with one service in Holzminden, and they target young refugees and unaccompanied minors. In both areas, migrants are reached primarily as newcomers or through their identification as refugees and asylum seekers. Interventions are differentiated along lines of status, nationality and ethnicity (including African, Palestinian, former Soviet Union, for example), gender, (largely towards women) and religion (namely Islam). In Holzminden, there appears to be a stronger emphasis on service provision, for those migrants that have 'good prospects of staying' (*gute Bleibeperspektive*).

In both areas young people are **targeted by services in relation to 'disadvantage'**, incorporating, having a migration background, alongside issues of access to education, unemployment, debt-relief, single parenthood and family-related issues, living with disabilities, homelessness and mental health.

Where **age categories are** defined they are for broader youth services, targeting the period of transition to adulthood: 16-25 year olds (in one case up to 35 years). Specific project variances in Dortmund existed including targeting youth between 12 and 27, and 18-25 year old women. Within statutory training and employment interventions in Holzminden 14-27 year olds are targeted, however, statutory labour market integration work is targeted at persons over 25 year olds.

What can we learn about integration support from these services?

In Dortmund, **the third sector** is active in engaging migrant youth in social, creative and sports activities as a way of supporting personal development, wellbeing, the development of intercultural learning and non-oppressive identities. One migrant youth initiative promotes intercultural learning through the development of a magazine, cultural and music festivals and German language courses. A large area of youth service provision aims at ensuring young people are in education, training and employment. This is largely provided by statutory agencies, supporting access to education (which was locally coordinated), advising 'hard to reach' young people and providing youth groups and mobile youth work. Within this young migrants are not specifically targeted, but are accessing these services. However, in

Holzminden a vocational training school has migrant specific initiatives around language learning. For older youth, labour market integration through Job Centres provides a gateway to language training (benefits can be cut for non-compliance), and migrant specific services such as training on integration in employment services and everyday work-life. Broader statutory services such as Family Centres support social connections for migrants if accessing family services.

At the local level in both contexts, there were a number of **statutory services** addressing the integration of migrants of all ages. Support for asylum seekers in Holzminden and Dortmund included the provision of primary accommodation that facilitates access to third sector support, language services, transition to the labour market, and an office for processing of application and payment of social welfare assistance. A **migration and participation** service targets all migrants in the district so as to open up intercultural learning, including through volunteerism. Dortmund's municipal integration centre focuses on educational projects and promotes integration within business and city districts through the integration council. The city's immigration office also provides statutory support and information on citizenship, naturalisation, education and training.

In both areas **third-sector, faith organisations**, and **migrant-led organisations** approach provision in a holistic way, working towards independent living, addressing social and socio-legal problems, advice and counselling, language learning, education and employment, as well as providing referrals to complementary organisations and services. The emphasis on support was also as a response to more complex cases, and tended not to define inclusion in relation to migratory status, however in some cases specific support was for refugees. There was a **larger and more diverse service provision** landscape in Dortmund reaching multiple identities and social challenges. Diasporic organisations existed in both contexts supporting linguistic development, career development, business and social projects, whilst also promoting intercultural or interethnic cooperation. Volunteerism as a form of active citizenship was the main avenue for civil engagement of migrants.

Indicating that integration engaged with the **conditions of vulnerability** young migrants are navigating, entry points within the third sector are also in relation to issues such as debt counselling, crisis support in terms of access to food and safety, emergency medical care, addressing homelessness, and issues of domestic violence and mental health support.

Relationships between the statutory actors and the third sector exist in the provision of artistic and intercultural initiatives in Dortmund, and formal language training provision in both contexts, including with the private sector. Third-sector and community organisations provide more informal, immediate language support, promote interaction between people of different backgrounds and a third-sector organisation in Dortmund is translating formal and informal educational materials. District child and youth services provide accommodation and legal support to unaccompanied minors and families, and in Holzminden the third sector is also facilitating the provision of residential care for unaccompanied minors, and facilitating

community-placements. Statutory housing agencies, and private sector actors in Dortmund were also involved in accommodation provision for people with a low income.

In Holzminden, **community-level organising** supports social relationships and exist in the form of youth groups, sports clubs, mother and baby groups, and a community centre to enable new connections for recently arrived migrants within a broader local identity. Support from within linguistic or ethnic communities provides translation and referral support as well as social contacts and relations. The faith community at the local level also provides opportunities for cultural expression, social relationships and intercultural dialogue, as well as culturally sensitive referrals and networking for support services. In Dortmund the faith community was at the frontline for new arrivals, including for unaccompanied minors.

How do services engage with issues of inclusion and equalities?

In Dortmund, specific groups exist for **women** and **young LGBTQI+** migrants, these promote peer support, social relations and personal and/or career development. For women, services also span education, healthcare, language, socio-legal and family advice, and some services provide childcare support. In Holzminden, services providing counselling for **domestic violence** also reach migrant groups. Statutory support is provided through the coordination office for women and business, focusing on equality in labour integration. In Holzminden, specific initiatives for **mothers with young children** are available from the faith community, community groups, and also statutory services. If women are receiving benefits for their children they could gain language support and case work advice for labour integration. It was largely **young men** accessing youth groups in Holzminden, and efforts have been made to strengthen female youth leadership. Men are also accessing community organisations engaging the Turkish/Islamic community.

Statutory services targeted at migrant youth are available **in German and English**, with **leaflets in 'main' migrant languages**, and phone-based interpreters available. In some services native speakers of languages spoken by migrant communities are available and community interpreters also used. Mainstream statutory services are largely provided via German language. The third-sector provision is largely in German with the engagement of community interpreters, and Turkish and Islamic cultural centres provide community interpretation in Turkish and Arabic.

Are there any specific sector dynamics or structural factors impacting provision?

Dortmund has a **wide-ranging network** of different actors that provide services reaching the MIMY target population. This includes the city administration, however services are largely led by non-governmental organisations, migrant and other associations and faith organisations. Services were active on the national, regional and city level, with a number of organisations having international collaborations. Nearly half of the actors providing services

relevant for young migrants in Holzminden are statutory. Third-sector provision is targeted at the district level, and community organising is active at the neighbourhood level.

Holzminden appears to be closely impacted by time-limited projects, with the closure of initiatives having a significant impact on the landscape of provision. For example an initiative targeting (mostly) young migrants and refugees who had come to Germany from 2015 aimed at matching them with employers was not renewed. There is also a relationship between the business community and integration, through the Chamber of Industry and Commerce in Holzminden, statutory integration coordination mechanisms for integration, and entrepreneurial networks in Dortmund.

3.3 Hungary

Written with Zsuzsanna Arendas and Vera Messing

This mapping took place in Budapest to provide an initial contribution to the understanding of different communities of migrant youth, provision of services, and opportunity structures. Since this mapping took place, the city of Szeged has been selected as the comparative case study location. Further explanation of this is provided below.

Budapest (pop ~ 1.8 million[21]): As the capital city of Hungary, Budapest is both a city and a county. This is where larger numbers of young migrants reside and where the few governmental organisations specialising in this topic are based. The metropolitan area hosts 33 per cent of the population of the country. Budapest is made up of 23 districts, each differently positioned in relation to political representation and class identities. Two areas in Budapest have been selected for comparison in the Hungarian context. These are not being identified in this report given the sensitivities within the changing political context in Hungary.

The specific case study area has historically been a site of community building for migrants, the resulting minority ethnic diversity, migrant and refugee networks, cultural centres and businesses interact positively with a political openness to building a multi-ethnic society. The district has a large Roma population, who, alongside the wider population, are navigating one of the most socio-economically disadvantaged areas in the city.

Szeged (pop ~ 160,800[22]): Szeged in a University town in the south-east of Hungary close to the Serbian border. The town has a migration history which dates back to pre-1989 inclusive of migrant students from the global South, followed by refugees from Romania (mostly ethnic Hungarians), followed by wars in the former Yugoslavia. More recently, a large number of refugees transited through the city during 2015, so called refugee crisis. In direct response a single issue third sector organisation was established to support refugees arriving and passing through the city towards Budapest and western Europe.

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[21] Központi Statisztikai Hivatal, 2020: http://www.ksh.hu/docs/hun/xstadat/xstadat_eves/i_wdsd003c.html

[22] Population on 1 January by age groups and sex EUROSTAT, 2018:
https://ec.europa.eu/eurostat/databrowser/view/urb_lpop1/default/table?lang=en

Socio-political context relevant to integration

The negative political climate, the openly hostile anti-migrant propaganda from the government as well as consequent hostility from the public towards migrants impacts the operating environment for services targeting young migrants. While the Hungarian government has adopted an anti-immigration stance since 2015, some essential integration services on the local level are provided by non-governmental organisations. This is despite the existence of legislation criminalising the activities of those who aim to help migrants and asylum seekers, and the cessation of national-level funding for the integration of TCNs (for instance, the housing support for newly recognised refugees and for people under different categories of international protection). The remaining, yet shattered, integration policies and related practices can be detected firstly and mostly at the local level. In one of the fields of our research the leadership of the district is openly committed to establishing frameworks for multi-ethnic communities, focusing primarily on historically present ethnic minorities such as the Roma, but not excluding new communities of migrants.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

While in EU countries the main group of migrants targeted for support are those granted **humanitarian protection,** in Hungary this is not the case. In the majority of cases asylum seekers are prevented from reaching the country by the wired fence along the Schengen borders set up in 2015-16 and the extremely limiting immigration regime (i.e. presently there is no legal channel to enter the country and submit asylum application in Hungary). Altogether 117 asylum applications were submitted in Hungary despite its geographical location being on the main Balkan route of migration.

TCN youth can be reached in two ways: through targeted migrant related programmes focusing on TCN migrants provided by third sector organisations or through programmes for the local youth. A special group to mention in this context are **TCN students** on scholarships from countries in the global South, given their potential isolation and limited access to personal and governmental resources within Hungary or their country of origin. Moreover these are young TCN migrants who often end up in refugee-like situations due to changes in their legal status (for example losing the Higher Education status) and/or losing their scholarship and the related socio-economic consequences.

What can we learn about integration support from these services?

Local government programmes largely do not target migrant youth directly, but services may reach migrant young people in vulnerable conditions, for example through provision of health-care and education. **EU funded support** enabling young people not in education, employment or training to find appropriate vocational training and employment opportunities are in theory accessible to migrant youth with a full **refugee status**, but their access is hindered by language barriers (all these programmes have Hungarian as the language of training). **Migrants with other legal status are excluded** from these support

programmes. Earlier they were able to access support through non-governmental organisation programmes targeting migrants but such programmes have depleted due fading funding.

Outside of the reception centres in Hungary's transit zones, a separate **reception centre** for **unaccompanied minors** (targeting children under 14 years) is run by the Hungarian state in the North of Budapest. Although not within a case study district, there is interaction with the services located within case study areas and some third-sector organisations provide help in running these services. However at the time of writing this centre was facing closure.

Third sector support is primarily funded through various international organisations including but not exclusive to the UNHCR, EU or UEFA and channelled through the main migrant support organisation in Hungary. These enable individual and partial support mostly depending on the duration of the funding and the profile of the non-governmental organisation: They may include legal and admin support, supporting navigation through mainstream systems (education, social care, health care), integration through sports, psychological support to address trauma and occasional language tuition via the help of volunteers. These programmes engage people with or without humanitarian protection both individually and within groups. **Community activities** are also a way these programmes reach out to people of concern.

Some of the non-governmental organisations reach out to the local population by liaising with local **educational institutions** and support them in their work to facilitate the inclusion of migrant children. One non-governmental organisation offers regular programmes for young people involving them in **community engagement** activities such as a Youth Club, Children's Club and activities for unaccompanied minors and separated children. Participants of these programmes (such as Youth Club) are often students from third countries who arrive in Hungary with different scholarship programmes, holding residence permits for the purpose of study. Often these young students come from conflict areas, war zones, authoritarian regimes or oppressive social systems. Some may have fled from persecution or conflict.

Hungarian **third-sector organisations** provide support without any geographical limitation in principle, but the reality is that services are provided locally, primarily in Budapest, and a lack of resources does not allow them to reach out to the countryside. Legal aid and advice for migrants and refugees is strong in Hungary, largely grounded in the expertise of human rights lawyers. There is no housing support for non-Hungarian citizens with the exception of migrants with a full refugee status who are formally eligible to the same housing support as Hungarian citizens. However, this is extremely weak support, mostly meaning access to homeless shelters.

How do services engage with issues of inclusion and equalities?

The main migrant support initiative is open to individuals irrespective of their locality. Calls for participation target specific vulnerable groups such as TCN **women, refugees, migrants in**

need of legal, administrative, social or employment support as well as occasionally language teaching. Third-sector services intentionally keep the criteria of eligibility as broad as possible, bearing in mind the multiple restrictions that young migrants face in accessing services. A major barrier to accessing state services is lack of skills navigating the system as well as inadequate language skills: state services are provided only in Hungarian, officials rarely speak any other language, while immigrants have no access proper language tuition. In some cases – i.e. legal procedures concerning their status - interpretation to and from other languages is used. None of the statutory local government or district websites mentioned support for migrants meaning that any integration-related support is accessed through in-person connections and social networks. Language barriers are a major source of vulnerability and barrier to accessing the anyway very limited services.

Are there any specific sector dynamics or structural factors impacting provision?

The **political openness** of the Budapest municipality serving as a site in the MIMY research in Hungary has implications for engagement with migrant integration. Significantly, opposition leadership in one of the two case study fields envisions a **framework of integration** that incorporates historic ethnic minorities (Roma, Gypsy, Greek, German, Ukrainian, Bulgarian, Armenian, Romania, Slovak and Slovenian), together with migrants and refugees, in a broader vision for multi-ethnic communities.

Out of four, one pillar of a major non-governmental organisation working to support migrants with humanitarian protection and other conditions, seeks to **build the capacity of public institutions** with relevant front-line services to develop their own independent service provision. This non-governmental organisation also works with companies to support labour market integration.

Given the wider political context, **funding** for work with migrant groups is exclusively provided by **external donors**; and services are therefore largely project-dependent. The limited services and resources in Budapest also mean that the presence of non-governmental organisations in the city has a strong impact, including in relation to the legacies of historical provision.

There is currently no financial support available (serving also as the most important source for housing) for refugees, as the so call 'integration contract' and the financial and mentoring support that came with it was terminated in June 2016 (301/2007. (XI.9.) Korm. rendelet 61/A. §). The support was available for two years and the sum was sufficient for renting decent housing in Budapest. The mentoring has not been very efficient with the lack of training, competence and language skills in the Family Support Services of the Municipality, and often it was restricted simply to weekly appearance and registration (the condition of the financial support was keeping regular contact with the Municipality officials).

3.4 Italy

Written with Eleonora Crapolicchio, Cristina Giuliani, Francesca Mungiardi, Daniela Marzana, Camillo Regalia.

Milan (pop. 1.4 million[23]). The second-largest city in Italy by population and capital of the most populated region of Italy (Lombardy), Milan has a diverse industrial and economic make up. The city is a major cultural centre within northern Italy with a long history of immigration, and within which the oldest and largest Chinese-background community in Italy is located. Approximately 20 per cent of the total resident population of Milan are TCNs and among them 17.7 per cent are aged between 15 and 29 years. In 2020, the largest Third Country migrant group was from the Philippines, followed by Egypt and China.[24]

Reggio Emilia (pop. 171,000[25]). A smaller city in the northern Emilia-Romagna region. The number of TCNs in Reggio Emilia has tripled in the last few years, making up 16 per cent of the total population. The TCN population is primarily made up of non-EEA European and African migrants; the largest group is that coming from Albania totalling 11.3 per cent, followed by China, Morocco, Ukraine and Nigeria. Romanian migrants are also a dominant EU migrant group within this context. Specifically, 18.7 per cent of TCN residents are aged between 15 and 29 years.[26]

Socio-political context relevant to integration

Both Milan and Reggio Emilia are home to large and diverse TCN migrant groups, and have services accessible to those in vulnerable conditions. The contrasting size of the cities, diversity of their economies and governance infrastructures will provide insight into contextually relevant integration frameworks. Both cities are members of the Italian Network for Intercultural Cities and have a strong commitment to social cohesion and intercultural relations. Within Italy, integration policy is coordinated at the national level; however, integration policies are largely implemented at the local level. The relationship between the national and regional levels is often in conflict. Most regions have established general consultative bodies with civil society, to bring different local authorities together with stakeholders; however, civil society involvement varies remarkably across regions, reflecting difference in social policy arrangements. The regions have a high degree of autonomy in the management of integration policies and the allocation of funds. Decision-making can seem arbitrary, however, they are implemented by the third-sector organisations that are present. Additional funding is allocated through the European Commission Asylum, Migration and Integration fund, which supports measures and programmes such as learning the Italian language and housing support. In 2020, the new immigration law '*Decreto Lamorgese'* changed the restoration of the humanitarian protection already provided for by the Turco-Napolitano law and by the 1998 Consolidated

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[23] Istituto Nazionale di Statistica ISTAT, 2020: http://demo.istat.it/popres/index.php?anno=2020&lingua=ita

[24] Tutti Italia/ISTAT, Cittadini Stranieri Milan, 2019: https://www.tuttitalia.it/lombardia/18-milano/statistiche/cittadini-stranieri-2019/

[25] Tutti Italia/ISTAT, Cittadini Stranieri Reggio Emilia, 2019: https://www.tuttitalia.it/emilia-romagna/12-reggio-emilia/statistiche/cittadini-stranieri-2019/

[26] Tutti Italia/ISTAT, Cittadini Stranieri Reggio Emilia, 2019.

Immigration Act, which is renamed 'special protection'. The reforms of the reception system are intended for applicants for international protection and holders of protection, laying the foundations for the new 'Reception and integration system'. In addition to the already foreseen holders of international protection and unaccompanied foreign minors, holders of different categories of 'residence permits' will be included. The provision of health services remained guaranteed to all migrants, including those with irregular status.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Young people in Milan's service provision are largely targeted in relation to being **unaccompanied and separated migrant children**, leaving the 18-29 year-old age group subsumed within broader services for migrant adults and families. In Reggio Emilia, in very few initiatives was the age of young migrants a key factor in shaping provision.

In terms of identities related to migratory status, **asylum seekers, refugees, unaccompanied minors and victims of trafficking** are the main focus of services in both contexts. In Milan, this also includes migrants in precarious conditions more broadly, including young people born in Italy facing barriers to citizenship. Services focusing on trafficking and exploitation primarily targeted **women**. Migrants are also targeted in relation to national and ethnic identities, including, Egypt, Sub-Saharan Africa, West Africa (Senegal, Mali), Horn of Africa (Somali), and Latin America, reflecting the emphasis on people with refugee and asylum-seeking backgrounds in service provision. The target group is also defined in relation to lived experiences of trauma and crisis, or regarding the **vulnerable conditions** people are navigating such as homelessness, unemployment, discrimination or mental health difficulties.

What can we learn about integration support from these services?

Primarily, support for young people with migration experiences is embedded in broader initiatives targeting new migrant communities. Within the **third sector** in Milan, education and language interventions reach migrant youth directly. With this regard, it should be stressed that TCNs access nearly all available youth services and the fact that they are face socio-economic disadvantage makes them over-represented among users of different services (language, housing, legal assistance, orientation and employment training), which are managed both by the municipality and in partnership with third-sector organisations.

At the local level, there are interventions to promote the **inclusion of young migrants** into the social, cultural and working reality of the city, in addition to a few psychotherapeutic interventions. In both settings, the **municipality** led on the care and protection of **unaccompanied asylum seeking children**, in collaboration with the **third sector**. This structure is related to the SIPROIMI system (the System of Protection for Beneficiaries of Protection and Unaccompanied Minors), a national system financed by the National Fund for Asylum Policies and Services and coordinated by the SIPROIMI Central Service, based in Rome. The protection system includes voluntary membership by local authorities and the

construction of partnerships with private social management bodies for the implementation of the interventions.

Third-sector and migrant-led organisation's support for people with migrant experience in both case studies provides **holistic support** in the following areas: legal advice, housing advice, education, employment and training, healthcare, language learning, discrimination, peer-group support, psychological care and creative expression. In Milan, language learning has a strong emphasis on cultural mediation. **Third-sector and faith-based** provision in Reggio Emilia has a stronger emphasis on healthcare alongside these wider initiatives. Crisis support for food, health and refuge is provided by Christian faith-based organisations. In Milan, a high number of services are focused on the first phases of reception. There are also specific services for refugees including family reunification.

In Milan, there are services more specifically focused on **advocacy around citizenship**, from within the **faith sector and migrant sector**, including addressing barriers to acquiring citizenship for young migrants that arrived in Italy as children (or were second generation). A number of third-sector and faith-based organisations emphasise a rights-based approach, and promote the active citizenship and collective action of migrant groups.

In both settings, a number of projects promote **intercultural interactions**, the enhancement of ethnic identity, culture and global citizenship. Several intercultural projects brought together migrants and wider local populations. In both contexts, there are multiple very localised migrant-led initiatives, largely oriented around ethnic or nationality-based identities, and promoting equal opportunities for migrant communities. In Milan, this also extends to entrepreneurial projects, which connect migrants to their country of origin as a way of enhancing ethnic identity.

How do services engage with issues of inclusion and equalities?

In Milan, **women** are engaged in particular in relation to issues of **violence, abuse, trafficking and sexual exploitation**. Women with children are also a group provided with specific support, including parenting, in particular in Reggio Emilia, where women's health and family planning services are also available. Refuges are for single genders, and include spaces of peer support for men.

Gender sensitivity is also emphasised within psychological counselling services and a third-sector organisation supporting migrants focuses on the importance of enhancing women's ability to identify new supportive bonds where they had lost family ties. Within a service for young people facing barriers to gaining Italian citizenship, support groups exist for young people with non-heteronormative sexual orientation or gender identity. The feminist association listed in Milan also emphasises its inclusion of women of all ages, sexual orientation and who hold different histories and cultures.

Cultural sensitivity is emphasised within psychosocial and therapeutic initiatives, including within collaboration with statutory agencies around social and healthcare, with a strong psychosocial focus. Transcultural understanding is also highlighted in feminist work with women and emphasises the rights and active citizenship of migrant women. Around a third of services in Milan are multi-lingual (including Italian/English bilingual services); this figure is much lower in Reggio Emilia. In both settings, a small number of third-sector organisations are also focused on the integration of **people that face marginalisation**, including disabled people and older people.

Are there any specific sector dynamics or structural factors impacting provision?

Statutory provision is in **partnership** with third-sector organisations, which also includes faith-based and migrant-led organisations. These collaborations provide holistic support for the integration of migrants, from basic needs, access to education and employment, to social and cultural inclusion. In both contexts the majority of municipal, regional or national-level services are operating at the city-wide level. Education services providing specific support for migrants are most relevant at the **neighbourhood level**, engaging with communities connected to specific schools. The majority of the services and their core provision are established to run over the longer-term, with particular initiatives and interventions supported by specific funding streams.

In both contexts, a number of organisations are **cooperatives, associations, Christian institutions, and third-sector organisations**. They provide the majority of support to newcomers at multiple levels, including through protest, promotion of networks, provision of advocacy, and production of services, thanks to the availability of public funding. Cultural associations have limited relations with Italian institutions and lack a framework of institutionalisation and public support. Their participation in the public arena is possible mostly through the intermediation of Italian associations or the local administration.

3.5   Luxembourg

Written with Jutta Bissinger, Greta Szendrei, José Oliveira, Amalia Gilodi, Birte Nienaber, Isabelle Albert, Mathis Osburg

Esch-sur-Alzette (pop ~ 183,364)[27]: The canton of Esch-sur-Alzette is one of 12 cantons in Luxembourg, located in the Southeast of the country.[28] With an industrial and migration history related to iron and steel, it is now a metropolitan region with larger towns, a high population density and a large proportion of residents are non-nationals. The biggest town Esch-sur-Alzette

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[27] Statec 2020, population by Canton:
https://statistiques.public.lu/stat/TableViewer/tableView.aspx?ReportId=12861&IF_Language=fra&MainTheme=2&FldrName=1&RFPath=16340

[28] Cantons in Luxembourg do not have their own administrative structure. Instead they serve as territorial units (important for the elections and the population census). The municipalities (102 in total) are the legal entities together with the national level (two level governance system with no regional level).

consists of 57.9 per cent migrants.[29] The majority are EU citizens, yet, TCNs amount to 19 per cent of this total. Among them, citizens from all ex-Yugoslavian[30] countries make up 7.5 per cent of the municipality's population and the Cape-Verdean community make up 2.1 per cent.[31] Within the Canton, the municipalities of Esch-sur-Alzette and Differdange have, respectively, the second and third biggest concentration of migrants of African origin in the country.[32] Several refugee reception centres are also operating in the canton.

Wiltz and Diekirch (Wiltz pop ~ 17,632; Diekirch pop ~ 33,782)[33]: Wiltz and Diekirch are sparsely populated cantons in the northern region of Luxembourg, however recent years have seen population numbers rising. The region is characterised by forests and agriculture, with the populations of the largest towns being no more than 8,000 residents. EU/EEA and TCN migrants make up 32.3 per cent of the population in Wiltz, and 37 per cent of Diekirch.[34] Within the Canton of Wiltz, the municipality of Wiltz has one of the highest numbers of non-EU/EEA nationals in Luxembourg (8.1 per cent).[35] Within the region (comprising the Cantons of Wiltz and Diekirch), the presence of TCNs is higher in the municipality of Wiltz (3.4 per cent of its population) and refugee reception facilities are mainly present in the canton of Diekirch.

Socio-political context relevant to integration

The case studies include municipalities with larger and smaller towns, and villages. Esch-sur-Alzette in the South, and Diekirch and Wiltz in the North contrast in terms of industrial and migration histories, population density, and the scale and diversity of migrant communities, including in relation to the reception of asylum seekers and refugees. In 2015, 11 municipalities of the canton Esch-sur-Alzette established a commitment to the theme of integration, developing best practice guidance. Integration policies in Luxembourg target all foreigners regardless of whether they are EU/EEA citizens or TCNs or whether they are Applicants for International Protection or Beneficiaries of International Protection[36]: the approach is based on integration needs and conditions and not on the base of the migrant's origin or way of reaching the country. *Vivre ensemble* (living together) and social cohesion are prominent goals. With an increasing population of foreigners in Luxembourg (47.4 per cent in 2020 and TCNs represent 7.8 per cent of the total population)[37], different policies and laws have been adopted in recent years. For purposes of migrant integration, Luxembourg has a multiannual National Integration Plan (*Plan d'Action National d'Intégration* – PAN) aimed at fostering social cohesion between

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[29] Statec 2019, Atlas demographique du Luxembourg 2019, p. 18: https://integratioun.lu/wp-content/uploads/2019/03/AtlasDemographiqueLuxembourg.pdf

[30] Available data does not differentiate between specific ex-Yugoslavian countries and, as a consequence, some of these migrants may come from Croatia and Slovenia and be EU citizens.

[31] Ville d'Esch-sur-Alzette, Plan Communal Intégration, 2018: https://administration.esch.lu/wp-content/uploads/sites/2/2018/11/Plan-Communal-Intégration-1.pdf

[32] Statec 2019, Atlas demographique du Luxembourg, 2019, p. 18.

[33] Statec 2020, population by Canton.

[34] Statec 2020, population by Canton.

[35] Statec 2019, Atlas demographique du Luxembourg 2019, p. 23.

[36] EMN Annual Report Luxembourg, 2019: http://www.emnluxembourg.lu/wp-content/uploads/2020/07/Annual-Report-on-Migration-and-Asylum-2019_EN.pdf

[37] Statec, Statnews 2020:
https://statistiques.public.lu/fr/actualites/population/population/2020/04/20200401/20200401.pdf

Luxembourgers and foreigners, which comprises two fields of action: the reception of applicants for international protection; the integration of foreign nationals.

The mapping of services in the two case studies in Luxembourg shows the overlap between local and national service provisions. This is connected with the small size of Luxembourg (2,586 km^2), the two-level governance system in Luxembourg (national and local), and the close cooperation between local and national services. As a result, services outside the two case study areas, centralised in Luxembourg City, but operating on national level, have been included.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Many services do not specifically target young migrants, but instead are offered for **youth in general** (e.g. youth centres). Other services specifically address migrants but often not a specific age category. Therefore, most services and initiatives aim at targeting people in **vulnerable conditions** independently of their origin, age, gender or socio-cultural background to support social cohesion. More **specific and limited initiatives** aim at supporting unaccompanied minors, beneficiaries of humanitarian protection, people with lived experience of human trafficking or gender-based violence. Conditions of vulnerability faced by young TCNs are largely framed around **access to housing, education and the labour market, language proficiency and issues of discrimination and social isolation**. Services start with a lower age limit of 11 for youth development and leisure activities, and an upper limit of between 25 and 30 depending on the focus of the service. This age bracket reinforces an emphasis on youth transitions: both educational and from school to work, while also recognising the extended nature of this transition for differently positioned young people.

What can we learn about integration support from these services?

Services targeting young people are led by **municipal and civil society agencies**, and migrant youth are largely targeted in relation to issues of socio-economic vulnerability and marginalisation that may be also common to non-migrants. Governmental agencies and third-sector organisations also provided services on a **national and local scale**. Such services are provided by organisations usually based in the city of Luxembourg, but stretching their actions and activities nationwide. At the **municipal** level this work was sometimes supported by Regional Social Welfare offices. Each municipality has its integration commission that is required by law and financially supported by the State to create conditions for efficient integration practices. Youth commissions exist in almost every municipality to address youth integration issues relative to housing, education, health and leisure activities aimed at promoting youth social integration and **participation**.

Diverse Communes in the Canton of Esch-sur-Alzette offer services in **various domains**: languages learning, education, employment and entrepreneurship, school-to-work transition, access to housing, intercultural activities, social inclusion, social welfare, psychology and health. A **migrant-led social enterprise** aims to promote empowerment through providing migrants with access to labour opportunities that connect to their cultural

experiences. Additionally, a number of social action projects exist that promote engagement of marginalised communities to build confidence. In the cantons of Wiltz and Diekirch, **diverse support services** exist addressing issues of language learning, housing, education, employment, support for life transitions, social welfare, health, and intercultural activities. Here, there are also cultural **associations** representing and supporting specific groups such as Syrians and Cape-Verdeans, including within University settings. In both regions, intercultural exchange is supported through community centres, alongside sports, leisure, arts and faith based initiatives that promote connections between cultures. Arts methods also aim to support psychosocial wellbeing for young people in both case studies.

Within the field of **structural integration**, both regions have reception centres focusing on providing accommodation for applicants and beneficiaries of humanitarian protection. This work is developed through collaborations between the government and the third sector, and varies in terms focus. Services may provide accommodation only, or facilitate broader support in domains of legal assistance, developmental support, intercultural activities, language learning, support in accessing education and employment, as well as the resources of dedicated social workers.

How do services engage with issues of inclusion and equalities?

Services in both areas are offered to people facing **barriers to inclusion and equality** to achieve social cohesion and inclusion. Leisure activities run by third-sector organisations for young people, promote inclusivity including for disabled young people and youth facing **different discriminations** in accessing sports, including young refugees. One service in Esch-sur-Alzette organises creative workshops to support **intercultural** encounters for women specifically, and psychosocial wellbeing for women is promoted through arts methods. In both regions there are specific interventions and services for **women and girls** affected by violence, abuse and trafficking.

Gender specific **reception accommodation** is available but outside the case study areas (in Luxembourg city), where a third-sector organisation is working with reception facilities to **address discrimination**, and to promote the wellbeing of refugee and asylum seekers whose identities were non-heteronormative. One third-sector organisation is supporting asylum-seekers from the LGBTQI+ community but is also based in Luxembourg city. Young TCNs with children and single parents receive specific support and separate accommodation (but outside the case study area). A national organisation that works to make health care more accessible, and to provide health rights education is present in both settings.

The **multilingual context** in Luxembourg is challenging for newcomers and makes it more difficult to integrate in school and the labour market. In both regions, language courses are available for people learning French, Luxembourgish and German who have special educational needs. Sometimes information is only available in one language (e.g. the websites of youth centres in the south they were often only in French and in the north more

often in German or Luxembourgish). There is an online directory supporting migrants to locate cultural associations, as well as a national online helpdesk to support municipalities and consultative committees in developing their integration work.

Are there any specific sector dynamics or structural factors impacting provision?

Service provision is **led by the state**, and Luxembourg has a mainstream approach towards most welfare services, such as health and education. For educational services, school integration measures target all migrant children, regardless of nationality or status. Close **cooperation** between third-sector organisations and ministries exists in establishing and running services. The larger third-sector organisations running reception facilities work in close cooperation with the National Reception Office, especially when it comes to accommodation services and mental health services.

Due to the size of Luxembourg and the close cooperation between **national and local services**, many services are located in Luxembourg City but target people from the entire country. National offices of the third-sector organisations working at the local level are located here, alongside national services providing legal support to asylum seekers, and the National Reception Office of the government organising the reception of applicants for international protection, and creating and managing accommodation facilities (located in different parts of the country). The city also hosts a nationwide service supporting the empowerment and mentoring of refugee youths, which has an emphasis on integration into the labour market.

A further consideration is that, although services provided by cultural centres and diaspora associations are not very visible within specific localities, they have a significant online-presence. The predominant aim of these groups is to provide mutual cooperation and a sense of community between people with a shared cultural and ethnic heritage. These groups include Brazilians, Cape-Verdeans, Cameroonian, Eritreans, Ethiopians, Gambians, Middle Eastern, Montenegrin, Ex-Yugoslavians, and others. They are supported through the work of a national organisation promoting the development of associative projects that facilitate multiple cultural reference points in society.

3.6 Norway

Written with Rebecca Dyer Ånensen, Yannet Urgessa, Joakim Jensen and Jan Skrobanek

Bergen (pop ~ 284,000[38]): Bergen is the second largest city in Norway, on the west coast of the country, in the county of Vestland. It is made up of eight districts, offers a range of education options and has a diverse business and industry sector. The EEA and TCN migrant population has doubled since 2008 to 43,104, around 20 per cent of whom are aged between 16 and 29.

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[38] Bergen Kommune, 2020: https://www.bergen.kommune.no/omkommunen/fakta-om-bergen/befolkning/folkemengde-per-1-januar-2020

The main routes for EEA and TCN migrants into the city are for labour, international protection, and family reunification. The largest TCN migrant groups are from Syria, Somalia, Iraq, and Eritrea.[39]

Sogn (pop ~ 33,000[40]): Sogn is a smaller district in Vestland, north of Bergen, within which Sogndal is the most populous town. Sogndal hosts a major university with over 2,000 students per year, and has an EEA and TCN migrant population of 3,358, around 20 per cent of whom are aged between 16 and 29. The main routes for this migrant population into the area are for labour, international protection, and family reunification. The largest TCN migrant groups are from Syria and Eritrea.[41]

Socio-political context relevant to integration

The relative diversity of the city of Bergen provides opportunities and challenges and the Municipality introduced a plan for inclusion and diversity 2018-2022, with a strong focus on social cohesion, intercultural acceptance and integration. By contrast, Sogn is a transitory area, where migrants settle for a short time (for work or study), or where refugees are settled before often moving on to larger cities on completing the state-led 'introduction programme'. In 2017, Sogn introduced an action plan to incentivise migrants to stay in the area, stimulating population and economic growth. Municipalities receive funding for the first year of settlement for refugees, (and subsequently for a further four), with an emphasis on labour market integration and education. Asylum seekers can apply for access to secondary education, or a temporary work permit if they fulfil certain criteria. A general decline in the numbers of refugees and migrants over the past three years has seen the closure of a reception centre in Sogn, and a reduction in services for unaccompanied minors under the direction of Child protective services in Bergen.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Young people are largely targeted in relation to their position as **new arrivals** in Norwegian society, with need for support in terms of social relations, personal development, and wider empowerment. Groups of migrants targeted with **specialised assistance** from the third sector are minority ethnic groups, LGBTQI+ persons, undocumented migrants, and young women. More widely young people facing social and economic difficulties and social marginalisation are highlighted. Unaccompanied minors as a separate group are targeted largely in relation to the state's child protection mandate. **State services** are predominantly for people with humanitarian protection. **Third-sector services** take a wide-ranging and inclusive age-range, working with young people between the ages of 13 and 30 years.

What can we learn about integration support from these services?

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[39] Integrerings- og mangfoldsdirektoratet, Integreringen i Bergen kommune 2020: https://www.imdi.no/tall-og-statistikk/steder/K4601/befolkning/befolkning_alder
[40] Integrerings- og mangfoldsdirektoratet, Integreringen i Sogn 2018 næringsregion, f.o.m. 2018: https://www.imdi.no/tall-og-statistikk/steder/N3052/befolkning/befolkning_hovedgruppe
[41] Integrerings- og mangfoldsdirektoratet, Integreringen i Sogn 2018 næringsregion, f.o.m. 2018.

The **third sector** in Bergen provides services for **young migrants** promoting **social inclusion**. Approaches include language cafes and leisure activities with young people in the wider population, and active citizenship is encouraged as a way of supporting community involvement. For example, youth volunteerism and social action projects promote solidarity and address racism and discrimination. A service for young women of migrant backgrounds is also available, which focuses on peer support, personal development, language learning, and educational assistance.

In Bergen, this promotion of a sense of belonging is also developed through the work of **community organisations** using sports as an entry point for wider empowerment around education and advocacy. Other organisations promote accessible leisure activities and cross-cultural learning through dance, sports and music; and an intercultural centre acts as a multicultural meeting space for the whole society. In Sogndal **local community groups** connected to a wider faith organisation promote cross-generational and multicultural events supporting a culture of welcome. Another third-sector organisation provides meeting spaces through creative activities, and the library provides a language café to promote language learning and relationship building between migrants and the local population.

In Bergen, young migrants also access **third-sector services** for young people facing difficulties including in relation to housing, social relations, mental health and substance use. Drop-in youth health services are also freely available, and there is a specific health service for undocumented migrants. **Public education** initiatives supporting the development of language and cultural understanding are also present.

State services are targeted in relation to child protection, and to young people with international protection. In Bergen, the municipality provides housing and care services to unaccompanied minors under their child protection mandate. There is also a state supported youth counselling service within secondary level education, with a specific service for ethnic minority young people. **Mainstream youth services**, in both Bergen and Sogndal supporting young people to access education, employment and address other social problems including through casework are also available to young people with international protection. This group can also access the **state's introductory programme**, which consists of language training, social studies and courses around education and employment promoting the financial independence of refugees. **State refugee services and reception centres** facilitate this integration programme, and support refugees with practical guidance and access to housing.

How do services engage with issues of inclusion and equalities?

Specific services **addressing gender and sexuality** exist in Bergen. One service engages young women with a migrant background on issues of empowerment in supporting wider social inclusion. The work of a national organisation for LGBTQI+ people provides migrant support focused on offering safe meeting places for people to come together, and peer support.

In Sogndal, **information about services** are largely available in Norwegian, with information about one community group also being in English. In Bergen, service information is largely available in Norwegian and English, with migrant support for the LGBTQI+ migrant community also being in Arabic and French. The main online directory for accessing support services is through an umbrella organisation for migration services, which lists affiliated organisations.

Are there any specific sector dynamics or structural factors impacting provision?

Given the smaller geographical and population size of Sogn, and the limited service provision, it is clear that **statutory services** have a significant impact on the landscape of structural provision, and the third sector plays more of a role in supporting conviviality and social relations within the community. In Bergen, the **third sector** work on social relations exists in relation to its engagement with wider complex issues around inequality and inclusion, including the provision of services for migrants who have not been granted international protection.

In Bergen, an **umbrella organisation** exists, (and works across the region), which engages in advocacy and consultation on political issues related to integration and immigration. It supports measures that can best promote belonging and participation in Norwegian society. It has an overarching mandate to prevent discrimination. This umbrella organisation has recently established a local branch in Sogn as well.

In Bergen it is clear that many organisations provide a vast number of services, projects, and initiatives within different areas of life, however it was not always visible what the current service provision entailed. A number of organisations/services adopt a **holistic approach** to integration/inclusion of young migrants, and were responsive to communities, (this is best understood through direct contact with the organisation). In Sogndal, since the community is small, many local activities are organised **informally**, based on young migrants and young peoples' needs and young migrants are contacted directly to be informed about the activities.

3.7 Poland

Written with Dominika Blachnicka-Ciacek, Agnieszka Trąbka, Dominika Winogrodzka

Warsaw (pop. 1.8 million[42]): Warsaw is in east-central Poland, in the region of Masovia. Being the capital and the largest city in Poland, Warsaw attracts a high number of TCNs who seek employment and education opportunities. The city has the highest number of non-EU migrants, refugees and people granted international protection. Data at the regional level shows approximately 95,000 TCN migrants, including over 52,000 aged between 20-39.[43] Warsaw

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[42] UM Warszawa, 2020: https://www.um.warszawa.pl/aktualnosci/ilu-mieszka-c-w-ma-warszawa
[43] migracje.gov.pl, Mapy i dane statystyczne imigrantów i służb migracyjnych Polski, 2021:
https://migracje.gov.pl/en/statistics/scope/poland/type/statuses/view/map/year/2021/?x=0.2598&y=0.9359&level=1

attracts young migrants mainly because of the good employment opportunities and access to educational opportunities.

Pruszcz Gdański (pop 30.000[44]): Pruszcz Gdański is a suburban town in north western region of Pomorze in Poland. Pruszcz Gdański hosts Ukrainian, Belarusian and former-USSR migrant communities. Within the wider region, over 50 per cent of non-EU migrants are Ukrainian, and a large proportion hold (renewable) temporary residence permits.[45] The town is near to the coastal Tri-city metropolitan area made up of Gdańsk, Gdynia and Sopot, providing insight into the dynamics of centre-peripheral opportunity structures, such as in relation to education, employment and services, and which has an emerging framework of local service provision to TCN migrants.

Socio-political context related to integration

The year 2015 provides a particular milestone in the Polish context as the right-wing Law and Justice Government was elected with a strong anti-refugee position. Poland does not have a comprehensive integration policy at a central level, and there are no specific integration policies addressing young people. Poland's existing integration mechanisms benefit individuals, who have obtained asylum status or other forms of subsidiary protection.[46] The existing integration policy mechanisms are coordinated by the central government and delegated to the district levels. Integration activities addressed to TCNs, who are not benefitting from refugee protection, are only implemented through the existence of specific EU or local funds. Acting as part of the local government, a number of municipalities (including large cities like Warsaw, Krakow or Gdańsk) undertake their own cohesion and integration initiatives. Warsaw and Gdańsk amongst other cities, have signed an agreement of cooperation on migration and integration, and established a network called 'Integrating Cities'. The majority of the work to support migrant integration is carried by the burgeoning third sector in Poland. Third-sector organisations and other civic groups undertake numerous initiatives that support integration processes – at different levels within a migrant's journey – from arrival to the process of establishing footholds in new environments. Non-governmental organisations in Poland are often seen to stand in for the responsibilities of the state, rather than simply supplementing them, such as in the provision of cultural events, language courses, legal support, psychological assistance, and housing support.[47] The case studies in Poland provide comparative insight between a large city, with a strong third sector serving a diverse migrant population, and a smaller, peripheral town that interacts with regional opportunity structures, alongside local service provision, and has a less diverse migrant population.

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[44] Biuletyn Informacji Publicznej, Urząd Gminy Pruszcz Gdański, 2020: https://pruszczgdanski.bip.net.pl/?c=289

[45] migracje.gov.pl, 2021.

[46] Pachocka, M., Pędziwiatr, K., Sobczak-Szelc, K., and Szałańska, K. (2020) *Reception Policies, Practices & Responses: POLAND Country Report, Multilevel Governance of Mass Migration in Europe and Beyond Project* (#770564, Horizon2020) Report Series: https://respondmigration.com/wp-blog/refugee-reception-policies-practices-responses-poland-country-report

[47] Jóźwiak I., Sánchez-Domínguez M., Sorando D. (2018) Mainstreaming by Accident in the New-Migration Countries: The Role of NGOs in Spain and Poland. In: Scholten P., van Breugel I. (eds) *Mainstreaming Integration Governance.* Palgrave Macmillan, Cham. https://doi.org/10.1007/978-3-319-59277-0_3

The majority of services address **'foreigners' in Poland, without specifying their ethnicity or nationality**. Some third-sector organisations focus on asylum seekers and refugees, but it is not the majority. Some services (mainly in Warsaw) target women. Occasionally, in times of crises, there are initiatives addressing specific groups, for instance, at the time of writing, to asylum seekers and migrants from Belarus. Some of the **conditions of vulnerability** for young migrants include language barriers, experiences of racial and ethnic discrimination at school and in workplaces and hindered access to the labour market and housing.

What can we learn about integration support from these services?

Warsaw is a home to **several third-sector organisations** and informal groups offering support for migrants and refugees in different stages of their settlement - on both city and neighbourhood level. **Local authorities** have recognised and welcomed the contribution of EEA and TCN migrants to local society and the economy and, to some extent, have been supporting politics of cohesion. In Warsaw there are some refugee reception centres, which provide an option for accommodation for asylum seekers, however this is not a requirement.

Pruszcz Gdański runs an **Information Point for migrants** and the local authorities strive to recognise the contribution of EEA and TCN migrant residents. Thanks to its proximity to Gdańsk, Sopot and Gdynia, residents of Pruszcz may benefit from a number of Tri-city integration initiatives offered as part of the Otwarte Pomorze (Open Pomorze) programme and other integration schemes and initiatives.

Young adults with refugee status and other forms of international protection and their families residing in Warsaw and Pruszcz Gdański may benefit from **integration programmes** as part of national-funded mechanisms (Individual Integration Programmes) delivered locally through local Family Support Centres (residents of Pruszcz need to rely on the service in Gdańsk).

In both Warsaw and the Pomorze region the majority of programmes however, are led by **third-sector organisations with a migrant-specific remit** or migrant-led community centres or faith communities. In both locations, there are informal initiatives that seek to encourage multicultural encounters and learning, and interaction with the wider local population.

While many of the integration initiatives are open to all ages, some of these organisations run age specific programmes such as a **mentoring scheme for young migrants**, which encourages peer-to-peer learning, and organises summer holiday camps for refugee, migrant and local youth. Other activities include language classes for youth, antidiscrimination and educational workshops in collaboration with schools, and encouragement to engage in sports.

Young migrants may take part in various **integration and cohesion initiatives** undertaken by third-sector organisations in Warsaw, Pruszcz (and wider Tri-city region) as well as respective educational or cultural institutions that try to tackle marginalisation of migrant communities. They are designed locally by third-sector organisations with the support of EU funding available for integration of TCNs and/or with the support of municipalities of Warsaw and Gdansk.

How do services engage with issues of inclusion and equalities

In Warsaw, third-sector organisations run a few specific interventions **for women**. One focuses on peer support, through craft and another on helping refugees after experiencing gender-based violence. This project also works at the institutional level, training for employees of refugee centres, non-governmental organisations, social assistance units, and health care. Migrant organisations provide specific support for women in relation to access to employment. They also aim to support culturally sensitive learning and engagement opportunities.

In Gdańsk there is a third-sector centre focusing on **women's rights** and providing holistic services for women, including access to shelter, legal advice, psychological care, and participation in support groups. Their particular emphasis is on groups excluded from systematic solutions. Antidiscrimination initiatives targeting young people are promoted through activities such as sport.

Are there any specific sector dynamics or structural factors impacting provision?

Within the third-sector, projects and initiatives are **funding-dependent** and it appears that there are few integration services that would have a long-term and stable approach that could expand existing initiatives. The third-sector migrant support centres that exist also work to influence local, regional and national policy to support migrant integration.

The scope of the services provided for refugees through the governmental Individual Integration Programmes are more stable however, they a) can reach only individuals granted protection, b) are modest in its scale, c) depend very much on the circumstances of local operators who run the programmes.

3.8   Romania

Written with Monica Roman, Smaranda Cimpoeru and Ioana Manafi

This mapping took place in Bucharest to provide an initial contribution to the understanding of different communities of migrant youth, provision of services, and opportunity structures. Since this mapping took place, the city of Iaşi has been selected as the comparative case study location. Further explanation of this is provided below.

Bucharest (pop ~ 1.8 million[48])**:** The capital city of Romania, Bucharest, is administratively known as the 'Municipality of Bucharest' governed by a general mayor, and is made up of six sectors, each governed by a local mayor. The city has undergone major transformations since 1989, is the centre of the Romanian economy and industry, and the key hub nationally for migrant workers. Historically positioned as a 'transit' country, Bucharest provides an important context for understanding emerging and dynamic settlement patterns for TCN youth in Romania. From 2017-2018 there was a 4 per cent increase in the number of EU and TCN migrants with legal status within Romania, with the largest proportion of TCNs being from the Republic of Moldova, Turkey, China and Syria. Within this, 4,000 out of 70,000 TCNs were persons benefiting from a form of international protection. IOM reports that over 50 per cent of their integration services were accessed by TCN migrants located in Bucharest, 46 per cent of whom held some form of humanitarian protection or refugee status, primarily from Syria, and 28 per cent were students.[49] Young migrants, including unaccompanied young people, from the Republic of Moldova and Ukraine are moving to Romania, amongst other reasons, to access education, work and to re-acquire citizenship.

There is a very limited research base on place and locality of migrant communities in Bucharest, and although the city is where TCNs are mainly concentrated, absolute numbers are relatively small. This means that there are not large established migrant communities or neighbourhoods, and the relatively homogenous housing market and high home-ownership rates do not produce easily identifiable spatial divides. There is also no pertinent peripheral comparator town or area where young migrants reside.

Iaşi (pop ~ 500,000[50])**:** Iaşi is a city in the north-eastern region of Moldova in Romania. It is an important regional and cultural centre, known as the historical capital, and is the second most populous city after Bucharest. The city is also the second largest university city in Romania and has six public universities alongside some private higher education institutions. It has an emergent information technology sector and an industrial manufacturing sector. Iaşi has six cultural centres, and a strong arts and culture sector. Strong geographical, ethnic and linguistic ties between Iaşi and the Republic of Moldova means that there are high numbers of Moldovan migrants in the city and region. Romanian law permits Moldovan nationals to apply for, or 'restore' Romanian citizenship, following Moldovan independence in 1991. From 1990 to 2017 the number of Moldovan migrants in Romania increased from 50,000 to 150,000[51].

Socio-political context relevant to integration

Social integration is defined by the government in relation to the active participation of migrants who have obtained a form of protection or a right of residence in Romania. The main objective

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[48] Data Commons Place Explorer/EUROSTAT, 2019: https://datacommons.org/place/nuts/RO321
[49] IOM Romania Annual Report, 2018: https://romania.iom.int/sites/default/files/documents/16-09-20/Raport%20anual%202018-%20EN.pdf
[50] Population on 1 January by age groups and sex EUROSTAT, 2018: https://ec.europa.eu/eurostat/databrowser/view/urb_lpop1/default/table?lang=en
[51] Toró,T., Kiss, T., and Telegdi-Csetri, V. (2020) Moldovans: Outsiders of insiders? Situation of migrant workers in Romania. Labour and Social Justice. Budapest: Friedrich Ebert Stiftung and Romanian Institute for Research on National Minorities.

of the policy on integration is to help migrants to become self-sustaining, independent from assistance from the state or non-governmental organisations. TCN migrants granted a form of protection have access to the labour market, to the unemployment insurance system, to healthcare and to education on the same terms as Romanian citizens. The government covers the expenses of individuals who are granted refugee status for six months to one year. After this period, those individuals are expected to be employed. Asylum seekers who have reached three months in administrative procedures and have not been issued with a decision, and the delay is not creditable to them, have the right to work under conditions stipulated by law for Romanian citizens.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

Within Bucharest, young people are largely constructed within services as **children seeking asylum** and being within families granted international protection. **Young women**, especially mothers with their children are identified within refugee services by non-governmental organisations, in particular in relation to the provision of specialised assistance focused on categories of persons in vulnerable conditions, including children, women, and elderly people. More broadly, migrants identified in relation to support services are **refugees, asylum seekers, and people who have experience of trafficking**. For children and young people more widely, **conditions of vulnerability** are noted in relation to issues of being unaccompanied or abandoned, and living with disabilities and learning difficulties.

What can we learn about integration support from these services?

Reception of migrants through refugee provision and accommodation advice, alongside immigration and asylum advice, is provided through **government services**. At least one of the **international third-sector** organisations in Romania provides outreach activities within the regional processing centres and asylum accommodation in wider Bucharest. This support is for children seeking asylum, and who are beneficiaries of international protection, their families and vulnerable adults. Alongside migrant reception, the government provides an optional 6-12 month **Integration Programme** for beneficiaries of international protection. This aims to bring together public institutions, third-sector organisations and local communities to facilitate counselling services and support activities ensuring access to the following rights: employment, housing, medical and social assistance, social security and education. It also aims to support access to language courses and certification of language skills. Enrolment needs to start within 30 days from the date of being granted international protection and participation offers benefits such as non-reimbursable financial aid. Following this, individuals are expected to be employed.

The **main coordinating agency** supporting refugees within the **third sector** provides a range of support: legal counselling services; facilitating access of persons with international protection to social benefits and services; labour market guidance; obtaining Romanian citizenship; family reunification; and other rights and specific assistance for migrants located

in public custody centres. Refugees are also supported by a faith-based international third-sector organisation which accompanies them as they navigate their new context – taking them to appointments, offering counselling, and referring them to the services they need.

A wider **civil society forum, and faith-based local third-sector organisation** works to promote and protect the rights of all migrants, supporting access to employment, and developing a guidebook for refugees, developing support networks, and facilitating access to wider mental and physical health services. Inclusive education and language support is also available through third-sector services targeting children with disabilities and young people without support networks. However, there appears to be a general lack of effective services for supporting access to education provided by the public system.

At time of writing, Romanian primary or secondary legislation in the field of **education** does not provide any specific measures or **national training policies for education professionals** who work on integrating migrants into the school network. However, third-sector organisations and various associations through their projects are trying to fill in this gap. For instance, one project has brought two themes - migration and global citizenship – into the pre-university education syllabus. The main purpose is to emphasise the skills that young people and adults need to live in harmony in an interconnected world. A further initiative targets teachers to enhance the attractiveness and flexibility of 'Second Chance' educational programmes in reducing rates of absenteeism in education for migrant children.

How do services engage with issues of inclusion and equalities?

Within government migrant reception services, and integration programmes that target beneficiaries of international protection, specialised assistance is provided to people identified as **vulnerable persons of concern, including children, women, the elderly**. Within reception centres, support aims to be available in Romanian and English and there are translators for different languages. Most third-sector services are provided in Romanian and English, and one service provides specific support groups for young women including childcare. The emphasis on support to young people with disabilities is located in relation to education.

Are there any specific sector dynamics or structural factors impacting provision?

The implementation of the **National Strategy on Immigration** is described in annual Action Plans. The 2018 Action Plan aimed to improve integration through continued assistance focused on the four main pillars of social, medical, housing and employment. It was not possible to identify specific investment in these areas through this mapping exercise. Alongside their role in service provision, third-sector organisations are engaged in monitoring operations within the government immigration processes, including advocacy towards key actors involved in migration decision-making.

A number of key services including the main coordinating body for refugees are **project financed**. Around half of the services are provided by international non-governmental organisations; this signals a more project-based approach to integration work.

There are two main civil society networks and forums within Romania advocating for the rights of migrants and refugees and promoting learning of best practices for support. Both the government and the third sector are **networked at the European level**, with an emphasis on Central and South East Europe. This perhaps reflects an **emerging migrant and refugee sector** in Romania, which is reinforced by the identification of research organisations playing a role in contributing to the enabling environment for the protection of migrant rights and processes of integration. The relevance of **research** was documented in relation to grass-root actions, analysis and assessment of public policies and their impact at local and national level, social projects in the field of immigration and migrants' integration in Romania, inclusion and participation of youth, social justice, social dialogue and community development, equal opportunities, and promoting education, culture and democratic values.

3.9 Sweden

Written with Henrik Emilsson and Jacob Lind

Malmö (pop ~ 320,000[52]): Malmö is the largest city in the South province of Skåne and the third largest city in Sweden. Famously connected to Copenhagen (Denmark) via 'The Bridge', Malmö is known for its diverse population and for being an entrance point for new arrivals in Sweden. This role meant that in 2015 the majority of asylum seeker applications in Sweden were lodged in Malmo: a total of almost 163,000.[53] In response, border controls were temporarily put in place on both sides of the bridge. Malmö has a young population with almost half of its inhabitants being younger than 35 years old. Roughly a third of its population was born outside of Sweden.[54]

Österlen (pop ~ 63,500[55]) (Simrishamn, Tomelilla and Ystad municipalities): The region of Österlen is also in Skåne, and although the exact borders of the region are disputed, for the case of this study we have focussed on three of its included municipalities. Around 12 per cent of their aggregated population were born outside of Sweden, making it significantly less diverse than Malmö.[56] After 2015, the municipalities saw a rapid increase in asylum seekers arriving. New asylum accommodation centres were established, but a large part of the population have

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[52] Statistikmyndigheten SCB, population statistics 2020: https://www.scb.se/en/finding-statistics/statistics-by-subject-area/population/population-composition/population-statistics/pong/tables-and-graphs/quarterly-population-statistics--municipalities-counties-and-the-whole-country/quarter-13-2020/
[53] Migration Sverket 2021, Yearly statistics, incoming asylum applications 2015: https://www.migrationsverket.se/Om-Migrationsverket/Statistik/Asyl.html
[54] Statistikmyndigheten SCB, municipalities in figures 2020: https://www.scb.se/hitta-statistik/sverige-i-siffror/kommuner-i-siffror/
[55] Statistikmyndigheten SCB, population statistics 2020.
[56] Statistikmyndigheten SCB, municipalities in figures 2020.

since left the region. A stakeholder in Ystad estimates that around half of the people who arrived after 2015 has since left the municipality.

Socio-political context relevant to integration

Österlen and Malmö reflect interesting contrasts. Malmö is the main urban centre in southern Sweden and one of the nation's most diverse cities, while Österlen is a rural area with a much less diverse population historically. Malmö is a post-industrial city transforming toward a more knowledge-based economy. Österlen has for a long time been a region centred on agriculture, and is historically considered one of the most beautiful regions in Sweden, attracting high numbers of tourists in the summer. Many people living in Österlen commute to Malmö for work.

Presently, integration in Sweden is approached through mainstream policies, with an emphasis on labour market integration. In Malmö, integration is longer standing as a recurrent theme in most parts of the municipality's activities and programmes. In Österlen, integration issues have only more recently become prominent following the increase in migrants settling there. Local integration policies in Sweden are very much influenced by state policies, and there is limited discretion for local governments to diverge from the national framework (Emilsson, 2015).[57] The city of Malmö and the region of Österlen cannot control the inflow of migrants, and they are obliged to provide a specific set of integration policy measures.

How are young TCN migrants targeted within the 'services, initiatives, projects'?

State services largely target people granted **international protection and unaccompanied minors**, with the third-sector and faith organisations also identifying **asylum seekers, undocumented migrants and newly arrived migrants** as in need of support. Young people are targeted more widely, and specific support directed at 'vulnerable' young people (broadly defined), and young people with health conditions. **Women** experiencing violence and oppression are also identified, and targeted support is provided by civil society in terms of access to the labour market. Cultural and diasporic organisations target support to their respective communities in Malmö and in Österlen.

What can we learn about integration support from these services?

Young migrants are targeted directly through **educational** provision by the municipality in Malmö. The third sector also provides additional education support to young migrants through volunteer-led homework clubs. In Österlen, school aged youth are supported by an organisation led by Syrian women to support Arabic speaking children to remember their language of origin. In Malmö, **third-sector organisations** also provide direct support for unaccompanied minors and young people ensuring their well-being, rights and welfare needs are met. This includes general integration support, including through engagement activities alongside developmental and social support: homework, meaningful leisure time, making

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[57] Emilsson, H. (2015) 'A national turn of local integration policy: multi-level governance dynamics in Denmark and Sweden', *Comparative Migration Studies*, 3(7), 1-16. https://doi.org/10.1186/s40878-015-0008-5

multilingual movies and mental health. The third sector also provides **welfare support** to unaccompanied minors, including financial provision, advocacy and support for those at risk of detention and deportation. Young migrants more widely are engaged through a football club that targets young migrants and youth with health conditions. In Österlen youth-focused **municipal** services engage young people through a youth club, youth centre and a summer culture school (inclusive of young refugees). These services aim to promote **participation**, integration and equality and to support **youth culture**. Across the Skåne region, language services targeting young people in school-level education also exist.

At a national level, **state agencies** provide integration services targeting people with **international protection**. This includes a mandatory introduction programme focused on access to employment that covers language training, civic orientation and labour market preparatory activities, all of which are addressed in specific services implemented at the municipal level. In Malmö local municipal services also target refugees directly in relation to health and housing, and an integration centre provides information on multiple services to newly arrived migrants. Mainstream municipal services focusing on adult education, sexual health and gender-based violence (taking a culturally sensitive approach) are also accessed by migrant groups. **Regional services** provided by civil society, reaching across Skåne, largely support refugees, and focus on mental health.

The **third sector** plays an important role in providing **reception support** and humanitarian aid to migrants within both Malmö and Österlen. In Malmö organisations also support migrants processing administrative and legal documentation and by engaging in mental health care for refugees. **Voluntary organisations** also support migrants at threat of deportation, and asylum seekers with housing, financial support, advocacy and political work. There is also ongoing work to create meaningful meeting spaces and opportunities for peer support, in particular in the early stages of arrival. **Third-sector and faith based** organisations lead informal language learning which incorporates interaction with the wider population within the city. In Österlen, sports activities are a mode for engaging migrants. **Diasporic cultural organisations and faith-based communities** also play a role in supporting integration through education and access to services, alongside a connection to cultural heritage. In Malmö migrants also access mental health and counselling services targeted at the whole of society, and services are available for young people facing vulnerability.

How do services engage with issues of inclusion and equalities?

The government's introduction programme aims to ensure that a **gender-sensitive lens** informs approaches. In Malmö third-sector provision targets women, specifically in relation to their labour market access. Young people with health conditions are identified as a specific group within wider youth development interventions located in sports institutions.

The majority of services are accessible online only in the Swedish language. The Government's information about the introduction programme and related services is

available in multiple languages relevant to refugee populations. Few third-sector organisations provide English and Arabic translations to their websites. Local cultural associations are the main country-of-origin language source. Most organisations have some form of website or social media presence, and several of the organisations are linked.

Are there any specific sector dynamics or structural factors impacting provision?

In Sweden, especially in Malmö, almost all municipal services have a focus on integration, which means that there are options for differently positioned migrant groups. However, for migrants outside of those granted international protection, and in vulnerable conditions, there may be a more **complex relationship with services**. In Österlen, there are few migrant services. It is noteworthy that a large number of projects that remained active for a few years after the 2015 **changes in immigration policy**[58], have now been terminated (such as a football team for newly arrived migrants that was disbanded), or have been merged into the generic activities of organisations.

Integration policy in Sweden relies on a strong tradition of **universal welfare policy**, which is supplemented with specific interventions targeted at newly arrived migrants. Malmö and Österlen have, in large part, followed a similar suite of integration policies as other local governments. All migrants have access to free language training organised by the municipality. Persons receiving international protection and their reunited families are also enrolled in a 24-month introduction programme, coordinated by the Public Employment Service. Since most local integration policies are determined and financed centrally, few municipalities have specific local integration policies, including Malmö and Österlen.

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[58] Since 2015, the Swedish government has taken some measures to limit immigration, including legislative changes which, has made it more difficult for asylum seekers to gain a residence permit or reunite with family.

4 Looking across: A European service provision landscape

This chapter provides a synthesis of the insights from the nine European country contexts within the MIMY project. We share the patterns and differences that have emerged within and between countries in relation to service provision for young migrants. In doing so we recognise both opportunities for shared strategies, and the importance of contextualisation. The synthesis that follows is based on information gathered from very diverse contexts, and so we are mindful of not over-generalising our observations.

Differences in place and space

- Service-provision in urban areas targets young migrants on issues of integration, and addresses issues of exclusion.

- Rural areas are largely structured around mainstream state-led or specialist services for resettled refugees or dispersed asylum seekers.

- Neighbourhood-level services are mostly concentrated around faith or diaspora organisations in cities, and informal community groups in rural areas.

- Where there are national integration programmes, they are impacted by local operational contexts.

- Cities with emerging third sectors are more dependent on international actors and external sources of funding, and rural areas are also visibly impacted by changing funding landscapes.

Our contrasting case approach has made visible the **context specificity of service provision**, both within and between countries. As a result, the discussion of contrast across different areas is integrated throughout this analysis of case study and country contexts. **Urban areas across all countries contain diverse services** creating landscapes of provision that respond to multiple and complex social issues faced by migrants, including young migrants. This is also where services **directly engaging young migrants** in processes of integration are located, and also where initiatives addressing **issues of violence, exclusion, discrimination and crisis** are found.

The services in **rural areas or peripheral towns, are structured around state provision**, whether through mainstream services, such as government employment support centres, social welfare, or youth services, or specific interventions such as reception accommodation, or integration centres for migrants resettled into these areas through state-led initiatives. Rural areas and peripheral towns, alongside the case study cities in Hungary and Romania, are more **affected by project-based funding** and external decision-making, which can perpetuate uncertainty in terms of the service provision landscape.

Differences are also present in the opportunities for everyday processes and practices of integration where services are operating at the **neighbourhood level**. **Community development** initiatives exist in all areas; these include community-based services providing

support and development around education, employment, housing and health, which target the **whole community**, and which young migrants are able to access. There appears to be more opportunity for engagement with **faith-based, diaspora and cultural organisations in cities,** and a stronger emphasis on more **informal community interactions within rural areas.**

There are also variations between the **levels of operation of services**. In a number of contexts including Sweden, Romania, Poland and Norway, there are national refugee integration programmes working at the local level. In countries including Italy, Luxembourg, Poland and Romania, there are **national umbrella organisations supporting cultural** and diaspora groups and associations to network and organise. Where there is an absence of national provision, as is seen in Hungary non-governmental actors implement integration programmes with funding received from **international organisations**. Although filling an important gap, where this is happening without the wider support of the third sector, or government, it **risks creating dependency** on these international actors. This can potentially lead to the over emphasis on specific projects without attention to wider issues. Additionally, in **rural and peripheral** towns, access to services appears to be more closely dependent on the **political economy of wider funding landscapes**, and policy changes.

Political economy factors

- Services are impacted by changing structural conditions, including flows of migrant populations, legacies of migration and histories of integration.

- Political narratives and ideologies shape hostile environments, and construct certain countries as transitory, which impacts the scope and scale of services. An assumed hierarchy of 'vulnerability' often motivates differentiation in provision.

- There is a tension between emphasis on labour market integration as a key goal, and the potential neoliberalisation of refugee integration.

- Certain sectors that can have a role in facilitating migrant integration are often not positioned as integration services, such as business, research, the arts and activism.

The **relationship between the structures, institutions and actors** in each case study context is playing an important role in shaping the service provision landscape. Our analysis has brought to the surface some of these factors, and this will continue to emerge within each case study as we move forward. There are complex and **changing structural conditions,** such as shifts in flows of migrant populations, legacies of migration and histories of integration shaping a given context. These interact with **changing policies, affecting the organisations and services** working in a given context. In rural-peripheral sites in Germany and Sweden for example, it was highlighted that services for unaccompanied minors had closed as numbers of arrivals had depleted in relation to policy change. The impact on the current population of young people however is a potential issue.

Political hostility, for example in the case of Hungary, is having a deep impact on the potential for integration services. Furthermore, political ideologies and narratives in relation to being constructed as **'transition' countries,** rather than sites of settlement, may also be having an impact on the services within Poland, Romania and Hungary. We see in Romania and Hungary for example, that there is not a strong emphasis on language learning in the service landscape, and in Hungary there is no lingua franca for state service providers and newly arrived migrants. This perhaps reflects an assumption of transience. However, this may also be shifting, for example through the investment in refugee integration programmes within Romania and Poland for individual refugees. Hostility within countries historically positioned as sites of settlement, combined with austerity, such as in England (UK), has seen a **contraction of migrant services**, and the structure of services indicates a tiered system of support where resettled refugees have access to more coordinated support than those who have claimed asylum on arrival. **An assumed hierarchy of 'vulnerability'** often motivates such differentiation in provision. As we proceed in MIMY, it will be important to explore further how dominant political and policy discourses on 'vulnerability' are shaping provision for young migrants, and with what consequences in terms of inclusion / exclusion.

In the Norwegian context it is highlighted that localised policies have been developed to support the economic integration of migrants in the rural area to account for the need to stimulate economic growth, and that asylum seekers can apply for the right to work. In Romania and Sweden, refugee integration is more centralised and clearly framed in relation to labour market activation and integration. The **potential neoliberalisation of refugee programmes** through 'workfare' prompts critical reflection. This can be considered a risk where integration services are focused almost exclusively on entry into the labour market. The social policy analysis of these approaches would ask, what happens if people do not 'achieve' this marker of integration, what social protection or safety net is available? There is a risk that young migrants become pushed into precarious work.

Across all settings only a handful of services are identified within the **business sector**. Where these exist they are largely where businesses had partnered with local government, or the third sector, to engage in training and development initiatives. Businesses connected to diaspora communities are also cited, both umbrella groups and individual social enterprises working to build entrepreneurial projects that connect to cultural expression. The **arts sector** is also a site of innovation in terms of intercultural initiatives that build self-confidence, and engage with issues of identities and self-expression. Universities and research institutions are also highlighted in Germany, Luxembourg and Romania, where an applied **research centre** was emphasised in terms of its role in catalysing programming to support the empowerment of marginalised communities, including migrants. As we move forward in the MIMY project, it could be relevant to build a greater understanding of the impact of such **sectors, often omitted in integration** research, and how their work interacts with the migrant third sector and state provision in a given location.

- Access to services is impacted by migration status and time, with early stages of settlement prioritised in state services.

- State integration programmes tend to be premised on stability, not accounting for people moving on.

- Third-sector, migrant-led and faith organisations are more likely to provide longer-term, wider support without placing conditions on access to services. However, services face uncertainty due to funding crises, amplified by COVID-19.

- Young migrants' complex realities are in tension with linear notions of transitions (to adulthood and migrant status) in state, and some wider youth development programmes.

The length of residence of a young migrant within a country can impact the services available to them. There is a **temporal dimension within state-provided services**, which tends to support initial stages of settlement through specific interventions for migrants, and then subsequently they are positioned as being entitled to access universal services. Service access is mediated by type of immigration status however, and those who have not been granted legal status are not entitled to these same resources.

In terms of locality, these approaches are premised on a sense of **stability within a given context**, in particular within rural or peripheral towns, where asylum seekers and refugees are often resettled or dispersed to. However, in a number of contexts young migrants are likely to move on from these locations following the requirements of a particular programme: this is likely so that they can access the resources, networks and social connections available to them in more diverse urban areas.

Third-sector, faith-based and community organisations positioned themselves as more open to providing **support over the longer term, and without** conditions relating to immigration status. This includes support for complex legal cases, and in relation to moments of crisis (such as poverty, homelessness and destitution), which can impact migrants over the longer term. However, the non-governmental sector is particularly affected by **funding constraints**, and a number of contexts highlight a reduction in services as a result of funding not being renewed over previous years of austerity. The financial implications of the **COVID-19 crisis** facing governments and third-sector organisations across Europe will be an important factor to consider in understanding the service landscape. It would appear that contraction at best, and closure at worst, is a harsh reality for many.

Moments of transition have specific significance for young people, in particular regarding **institutional transitions** such as reaching age of majority, corporate parenthood by the state ending, and transitions into and out of having legal migration status. As mentioned above, a number of youth services, primarily provided by the state, but also within more formal third-

sector programmes, focus on **transitions to independent adulthood**, in particular in terms of **education and employment**. However, the extent to which these services are able to support the complexity and uncertainty that come with these times of transition, in particular for young people who transition out of the legal protection of the state, is less clear. In these circumstances, it appears that support is located within **the third sector, as well as from community and faith-based organisations**, both in terms of material support and strategic support such as legal advocacy.

The structures of integration

- Holistic integration services focus on issues of housing, immigration advice, education, employment, health and language learning. Wider service provision also focuses on these five structural domains of integration.

- Our mapping found support targeting young migrants only in urban centres with strong third sectors.

- There is an emphasis on education and employment in both the state and third sector, and in community-led services at the neighbourhood level.

- Housing and homelessness services reflect the different conditions of vulnerability migrants' face. Legal advice is oriented towards complex immigration cases and human rights.

- Language provision is offered through a spectrum of services, which can be grouped under structural (labour market integration or education), advocacy (migrant-led support and interpretation), and social relationships (community activities, sports, arts and youth centres).

In all countries there are non-governmental services and initiatives that provide a **holistic approach to integration**, working with migrants to access support and claim entitlements primarily regarding housing, immigration advice, education, employment and language learning. In all countries governments, or international humanitarian actors, provide this support to refugees. The third sector, inclusive of faith-based organisations, provides these integrated services to wider migrant communities, provides intercultural learning opportunities, and undertakes advocacy for migrants' rights. Countries with more **developed third sectors,** and largely **in urban cosmopolitan** locations, have equivalent programmes, but focusing **specifically on young migrants' integration.**

The majority of services outside of this holistic approach target **structural domains of integration** identified in frameworks such as the indicators of integration outlined by Ager and Strang (2008). The main structural domains around which services are located, include **language, employment, education, legal advice, housing and health**. Outside of specific refugee integration programmes, or non-governmental integrated migrant support services (available in all countries, although with limited support in Hungary), there is an additional emphasis on education and employment in England (UK), Germany, Luxembourg, Italy and

Sweden, which is connected to youth development more widely. Mainstream youth development programmes exist within the third sector, and through government collaborations, and focus largely on transitions, from education to employment, and to independent living. Germany and England (UK) provide examples of education and training schemes for young migrants, which are embedded within further education colleges. In Luxembourg there is also an emphasis on digital skills.

In urban areas, services include skills development for labour market integration within both wider state services such as job centres, targeted interventions within third-sector organisations, and, in a small number of cases, businesses supporting migrant communities. Community-based organisations play an important role at the local level, providing adult education classes, extra-curricular education support and access to work support for migrants as a part of a whole community approach to empowerment. Within more rural and peripheral sites, and countries without a strong migrant support sector, services are largely state-led and connected to refugee integration programmes.

Housing and accommodation also reflect a spectrum of services connected to the different positioning of migrants in relation to **conditions of vulnerability**. Housing provision is constituted in reception centres for newly arrived migrants, including specific centres for unaccompanied minors. Accommodation for newly arrived migrants is largely attached to conditions of status in different contexts, such as asylum accommodation without the choice of where to live, or through incentives for taking up government appointed social housing. There are also examples of Housing Associations (i.e. not-for-profit housing organisations) working to support diverse communities living together. At the same time, the area of housing reflects crisis contexts of homelessness, destitution and refuge in the face of domestic violence, including youth specific services addressing these challenges in England (UK) and Luxembourg. Organisations providing **legal advice are also largely located in cities and larger towns**. Their work is primarily oriented towards more complex legal cases and immigration issues, and in Hungary and Romania the work of legal services has a strong emphasis on human rights. The emphasis on health services, was largely in urban areas and targeted migrant groups, including those with asylum seeker or refugee status, and those facing barriers to access related to a lack of documentation, language and cultural appropriateness.

The area of **language learning** provides an example of how **different service approaches exist within a specific integration domain**, and can reflect different integration approaches. For example, the approach may be more structural, such as in order to gain citizenship, employment or education; may be more oriented towards community-building with people of shared linguistic backgrounds, including community-based support for interpretation and advocacy; or it may have an emphasis on social relations and conviviality with regard to building relationships within communities. The approaches largely come into contact at the local level, including where community, migrant-led and third-sector organisations, are working to enhance accessibility, for example the participation of women. In Sweden and Germany there is also an emphasis on civic education and cultural competencies in relation to language. Civic education for youth is indicated as being situated within mainstream education settings, however for

young people outside of these settings, support for developing cultural understanding is not discussed, unless within state-oriented citizenship programmes. For young people **language-learning is also largely connected to educational development**, and oriented to more formal programmes of language learning. Community-based language learning is available to and accessed by young people, however this convivial space is more strongly promoted through sports and leisure activities, youth centres and creative expression, all of which have an emphasis on intercultural learning, social cohesion, inclusion and belonging.

Addressing inequalities and barriers to access

- Third-sector, community, migrant-led and faith organisations work to address barriers to access in mainstream services, for example in healthcare. They also address complex social issues including gender-based violence and homelessness.

- Mental health services provide examples of services changing to meet the needs of (young) migrants.

- Services in the third sector exemplify the ways integration services are addressing issues of discrimination through targeted inclusion initiatives and advocacy e.g. for LGBTQI+ migrants. Initiatives exist that foster identity and belonging for diverse migrants, including the freedom to engage in cultural expression.

- There is a strong focus on engaging women in services and addressing issues of gender inequality, which overlap with work on gender-based violence.

Third-sector, community organisations including migrant-led and faith organisations, are working to address inequalities in access prevalent in different settings. In particular, this is in relation to addressing barriers to mainstream services. Where **health services** are identified this is largely health interventions specifically targeting migrants such as in Italy, and to address barriers to access, in contexts such as England (UK) and Norway, where charges are attached to services for some migrant groups, or for migrants without documentation. Specific issues such as maternal health are identified in relation to this. Specialist health organisations are also providing services to **address complex social issues** that perpetuate marginalisation of migrant communities, such as sexual and gender-based violence, experiences of trafficking, substance use, homelessness and destitution.

Significantly, **mental health is being addressed by diverse services** in England (UK), Germany, Luxembourg, Italy, Sweden and Norway. Largely located within cities, these services are both within mainstream settings and within targeted interventions for migrants and migrant youth. The focus is mainly on addressing trauma through counselling, but also through peer support groups and creative arts therapies. This reflects a **more holistic approach to integration**, engaging at the personal developmental level, alongside the structural functional domains. The shifts within state-led services to adapt therapeutic approaches in culturally sensitive ways (for example in England (UK), Sweden and Norway), including in terms of translation and interpretation, indicate possibilities for **a whole society approach** to integration whereby

services are changing to meet the needs of migrants, rather than migrants gaining access through assimilation.

Findings highlight the ways in which integration work, largely within urban areas, is being extended to engage with the **politics of access and processes of inequality and exclusion**. The third sector's role in this is important to recognise. Relatedly, a number of initiatives, including those targeting young people are focused on **non-discrimination**. This includes programmes in schools in England (UK), Romania and Poland addressing xenophobic bullying, anti-discrimination, and conflict mediation between different young people. The **rights of differently positioned migrants are also being advocated by third-sector organisations**: in case study areas in England (UK), Norway, and Luxembourg (in relation to the capital city) initiatives advocating for the rights of LGBTQI+ migrants are highlighted, as are peer support spaces and an emphasis on inclusive practice within mainstream youth organisations. Social inclusion for young people with disabilities within spheres of education and sports are also highlighted as being open and accessible to young migrants, however **there is limited attention paid to disability overall**. These spaces are also about creating opportunities to build **self-determining identities**, and to **cultivate safe spaces of self-expression**. This resonates with local groups, community organisations and cultural associations exploring cultural and ethnic identity, including creating space to explore histories of oppression and racialised lived experiences within a given context.

There is a strong focus on **engaging women in services and addressing issues of gender inequality**. Within refugee programmes this is largely oriented around the practical needs of women with families, but this also extends to support in accessing education and employment. In England (UK) and Germany services for women in peripheral towns are positioned around women and families, and issues of gender-based violence. There are services in England (UK)'s, Germany's and Sweden's cities, and Italy's and Poland's peripheral towns that focus on ensuring women's rights are protected, that legal and psychological support is provided, and peer networks are built. Women's services overlap with those oriented towards sexual and gender-based violence, for which there is little mention of how these issues affect male migrants, except within the context of trafficking. A number of these services target women and girls from minority ethnic and migrant backgrounds, and aim to ensure a culturally sensitive approach to addressing gendered issues.

Targeted vs mainstream approaches

- Services targeted to young migrants provided by the state are connected to migratory status, and attached to certain conditions.

- Where third-sector support services target migrants and young migrants directly, they are often inclusive of 'all migrants', address specific conditions of vulnerability, and promote belonging and cohesion.

- Mainstream services for young people are connected to transitions to adulthood in relation to education and employment, largely provided by the state. Access to these services becomes differentiated in relation to status at the age 18.

- Individual casework support often underpins this journey, with third-sector services additionally supporting the work of the state for youth over 18 and on more complex immigration and rights issues.

- Mainstream services also incorporate social welfare support, which is differentiated by status. Third-sector, faith and community services targeting broader social issues such as poverty and destitution are accessible to young migrants and wider local populations.

Migrant youth are engaged through **both targeted and mainstream youth services**. In some circumstances targeted services are attached to migratory status, namely unaccompanied minors and young people with a form of humanitarian protection. Where young people are over 18 and accessing government services targeting migrants, provisions often come with a set of restrictive conditions, and also risk isolating migrants from the wider local population. In contexts with limited migrant third sectors, these are the dominant services available to young people. In contexts with more developed third sectors, targeted services also work to address the specific structural conditions migrant youth are facing, and support the holistic development of young people. Third-sector targeted services are articulated as a space for building safety, belonging, and promoting cohesion and intercultural relations.

Universal or mainstream services for young people tend to be in relation to young people's 'transition' to adulthood (see discussion above, on 'Time, change and uncertainty'), often supported by the government, in terms of accessing education and employment. Up until 18 years, this support is provided to all young people, after which this is dependent on status or human rights grounds. Depending on context, these services are more or less accessible to young migrants. Within this provision, there is an emphasis on navigating individual young people's journeys, through case work support. This support is again differentiated by status, with third-sector organisations working as a backstop to state services, in particular for older youth. The transition to adulthood is experienced both as a social construction, and in relation to transitions in legal status, from child to adult, and changes in migrant status. Third-sector organisations and legal services are supporting young people with more complex immigration realities, and emphasising a human rights approach. Their services tend to pay more specific attention to the extended and diversified nature of transitions to adulthood for different young migrants. It is important to note that youth-oriented services are largely oriented towards the transition to adulthood, and the 14-25 year-old age group. **This leaves the 26-29 year-old age group**, which is also a focus within the MIMY project, primarily accessing mainstream adult services. Part of our work in the project will be to understand the implications of this.

Mainstream services also incorporate welfare support, such as in relation to accessing state entitlements and social assistance. Young migrants are also able to access social integration

interventions led by third-sector and community development organisations aimed at supporting marginalised groups in building their lives and protecting their rights. This is particularly relevant in England (UK), Germany, Luxembourg and Italy, and includes initiatives with people living in poverty and facing destitution, people with fractured families and relationships, people leaving the justice system, survivors of trafficking and other groups facing discrimination. Within these initiatives, migrant youth are accessing support alongside wider local populations, navigating similar struggles. This experience is also prevalent in the third sector, faith based and community organisations providing crisis response on issues of shelter, food, clothing and healthcare.

These findings prompt reflection on the **issue of categorisation and migratory identities** within the MIMY project. Having taken an inclusive approach to engaging with and understanding young migrants' lives, this analysis has made visible the differential positioning of young people according to their status, alongside other social markers of identity that construct 'vulnerability'. Attached to these particular categories are specific entitlements and they frame young people's eligibility for services, or sense of being 'deserving'. This is something that we will consider as we move forward, and the implications for processes of integration, and young people's navigation and negotiation of the local level they are building their lives in.

Participation, cohesion and belonging

- A large area of direct engagement with young migrants is in the spheres of active citizenship and social cohesion.

- Active citizenship projects promote young people's participation in society through social action. This is different to the more normative civic education approach of formal integration programmes.

- Government-led participation work invites migrants into consultative committees such as youth and integration councils.

- Migrant-led and youth organisations support young people to raise their voice on the issues affecting them, and to claim rights and entitlements, often in partnership with specialist third-sector services.

- Youth projects focus on building cohesion and exchange between different social groups, including through sport, arts and leisure, with a strong promotion of intercultural engagement in urban areas.

- Belonging is also a focus that aims to be fostered through intercultural exchange, and expression of culture and faith.

Outside of the emphasis on youth development and related structural domains of integration, a large area of **direct engagement with young migrants is within the spheres of active citizenship and social cohesion**. Case study locations, with the exception of those in Poland, Hungary and Romania, indicate initiatives oriented towards **active citizenship of migrants and**

young migrants. These are programmes promoting young people's participation in society through contributions to social change. This is different to the more normative civic education and citizenship programmes of formal integration and residence programmes. This includes social action to address inequalities, volunteerism, inclusive of intercultural projects that promote social change, including in England (UK), Germany, Luxembourg and Norway. These spaces of youth social action are also occurring in relation to **government-led initiatives which have created invited spaces of citizen participation**, including consultative committees e.g. youth councils or integration commissions, as highlighted in Luxembourg, England (UK) and Poland.

This active citizenship focus sits alongside the work of **migrant-led organisations which are providing support services to young migrants**, facilitating their access to rights and entitlements, and creating spaces for people to be heard through advocacy and influencing work at the local and national level, often in partnership with more specialist third-sector organisations. **Cultural associations and migrant organising** play an important role in diverse contexts including in Italy, Luxembourg and Norway. It will be interesting to see if organisations involved in **migrant rights organising, and solidarity networks** emerge within the landscape of provision, as we explore these in more depth with young people. Alongside our reflection on the business, arts and research sectors above, further thought is needed as to the role of advocacy and activism within young migrants' integration processes.

Within the sphere of youth engagement, a number of services are aimed at **building connectedness and solidarity between different social groups**, inclusive of young migrants. Sports initiatives in the cities and larger towns within the case study sites focus on intercultural exchange, acceptance and cohesion, community-building and promoting social inclusion. Arts workshops and activities, which have a focus on both personal development, healing, and intercultural exchange are present across diverse case study locations, including within more rural areas. Urban areas also host services or initiatives specifically framed at **intercultural** promotion, building positive social relations, including working on empowerment at the individual level. Specific youth projects on these themes are highlighted in cities in Germany, Norway, Hungary and England (UK). These activities indicate that youth-engagement initiatives are operationalising a vision of **integration as a two-way process**, however, further exploration of this as a reality will be important within our ongoing research.

Belonging is not only emphasised in relation to intercultural learning, case study cities in England (UK), Germany, Luxembourg, Poland and Sweden also highlight a range of services that play a role in supporting young migrants to **connect with diasporic cultural and ethnic identities**, alongside the development and practising of faith identities. These cultural and faith based organisations promote personal and community development within this work.

An emerging picture of the migrant youth integration sector

The following table draws out information from across the MIMY case study contexts to outline an emerging picture of the migrant youth sector as it relates to processes of integration. Of course, different political economy factors will shape this picture in each context, and context specificity has been highlighted throughout this report. This table provides a starting point for further analysis and reflection on service provision to young migrants in different countries.

Significantly, our look across these services shows the diverse ways in which different organisations are meeting the realities of migrant youth. We look at who is the broad '**target of integration-related services**' relevant to migrant youth, and have used the category of **'integration approaches'** to identify different areas of focus within service provision; the dashed lines in this column indicate that these are overlapping. As outlined in the methodology chapter (Chapter 2), the '**number of services**' in the table should be read as indicative. This is because of the challenges in quantifying such a varied range of services and scales of operation.

What we see is that beyond the structural domains (markers and means) outlined by Ager and Strang, the wider themes of social connections, facilitators of integration, and the foundations of rights and citizenship, are reinforced. In this analysis, we are building an understanding of the qualities of these indicators as they relate to young people's service provision landscape. What we also see in this landscape, is an emphasis on overcoming barriers to access, promoting equality, building a sense of active citizenship, social cohesion and belonging. This reflects the need to develop an understanding of integration that addresses the wider structures of power that drive inequalities of opportunity and outcome for young migrants.

An emerging aggregate picture of the migrant youth integration sector in Europe

Integration approaches	Target of integration-related services			
	All society	**All youth**	**Migrants**	**Migrant youth**
Holistic integration	· Social integration · Social assistance	· Social integration · Social assistance	· Migrant integration · Migrant reception	· Young migrant integration · Young migrant reception
No. services	54	5	78	33
Targeted structural domains	· Education · Digital literacy · Employment / Training · Health · Housing · Legal Advice · Mental health	· Education · Digital literacy · Employment / Training · Health · Housing · Mental health · Youth Development	· Education · Employment / Training · Health · Housing · Language · Legal Advice · Mental health	· Education · Employment / Training · Health · Mental health
No. services	30	43	83	24
Addressing barriers to access and inequalities	· Disability · Gender-based violence · Homelessness · Minority Ethnic · Research · Women's rights	· Disability · Gender-based violence · Homelessness · Women's rights	· Disability · Gender-based violence · LGBTQI+ · Women's rights	· LGBTQI+ · Non-discrimination
No. services	29	12	13	3
Social inclusion and belonging	· Active citizenship · Arts · Faith · LGBTQI+ · Social Cohesion · Sports	· Active citizenship · Arts · Government public engagement · Leisure · Social Cohesion · Sports	· Active citizenship · Civic education · Diaspora culture · Government public engagement · Intercultural · Social cohesion · Sports	· Active citizenship · Arts · Diaspora culture · Intercultural · Social cohesion · Sports
No. services	21	16	42	23
Total services	134	76	216	83

Although we have started to look beneath the surface and can illuminate these aspects of young migrants' integration processes, **we need to look deeper, and in collaboration with young people themselves**, to establish how and why these different approaches have meaning in their lives. For example, understanding to what extent different services are directly or indirectly promoting an assimilative or whole society approach to integration? Or, to what extent are migrant youth specific and/or whole community, or adult services, of value to differently positioned young people? It is also clear from this analysis that there are few targeted services addressing the specific barriers to access and inequalities that TCN migrant youth face, why is this? It is to the questions provoked by the emergent picture, which will be taken up as the MIMY project develops, that we turn in the final chapter of this report.

MIMY

5   Looking ahead: Fostering empowering integration with migrant youth

The complexity of the landscape of services within each case study context, within each country, and across the European context, reinforces the need to understand **integration as a process**. The way in which different strategies and interventions emerge, over time, makes visible the layers of integration service provision and the role that different sectors play in responding to young migrants' changing circumstances. The analysis presented in this report has highlighted the different institutional and political dynamics that shape the enactment of service provision, and the inequalities, exclusions, solidarities and support young people are navigating. Following this analysis a set of questions have emerged to help us to look deeper into this picture in terms of research, policy and practice to support empowering processes of integration for migrant young people. Within MIMY we will reflect on these **interconnected questions** in our research design, methods and analysis, and we hope that our stakeholder audiences will do the same.

Research

- How do young migrants' place-based relationships interact with services and access to opportunity structures?

- To what extent are services structured by assimilationist or 'whole society' conceptualisations of integration?

- Are services structured around time-bound or processual conceptualisations of integration?

- Who is excluded from different services and why? What are the implications for integration? Where are the voices of young migrants facing social inequalities?

Policy

- What is the relationship between integration policies and services provided to young migrants?

- What can we learn from resonance or dissonance between integration policies and services, and can this drive bottom-up policy change in support of migrant youth?

- What is the influence of political-economic context, and what lessons can be learned from the past?

Practice

- How do services understand youth and integration? How does this impact their work?

- To what extent are access and inclusion being addressed within service provision?

- Which sectors are positioned as having more relevance in service provision? Why?

- What role do young people play in shaping integration processes and related service provision? How and why?

MIMY

Project Identity

Project name	EMpowerment through liquid Integration of Migrant Youth in vulnerable conditions (MIMY)
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Consortium research partners	• Université du Luxembourg (Luxembourg) • The University of Sheffield (England, United Kingdom) • London Metropolitan University (England, UK) • Institut für Landes-Und Stadtentwicklungsforschung gGmbH (Germany) • Hochschule für Angewandte Wissenschaft und Kunst Hildesheim/Holzminden/Goettingen (Germany) • Közép Európai Egyetem, Central European University (Hungary) • Università Cattolica del Sacro Cuore (Italy) • SWPS Uniwersytet Humanistycznospołeczny (Poland) • Universitetet i Bergen (Norway) • Academia de Studii Economice din Bucuresti (Romania) • Malmö Universitet (Sweden)
Consortium partners	• EURICE - European Research and Project Office GmbH (Germany) • Europese Confederatie van Organisaties voor Jeugdcentra (Belgium)
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