

Final Report

**European Union**

**Study on Sport as a Tool for the Social Integration of Young People**

March 2000

Final Report  
for  
the European Commission

**European Union**  
**Study on Sport as a Tool for the Social Integration of Young People**  
No. 1999-0458/001-001 SVE – SVE4ET

March 2000

submitted by

**Prof. Dr. Peter Becker**, BSJ  
**Heike Brandes**, ISS  
**Rainer Kilb**, ISS (Subject Coordination)  
**Dr. Elke Opper**, Institute of Sports Sciences,  
University of Darmstadt  
**Dr. Heinz-Jürgen Stolz**, ISS  
**Karsten Vestweber**, BSJ  
**Martina Eifrig**, GOPA-Consultants  
**Martin Jeglitza**, GOPA-Consultants (General Co-ordination)

**GOPA-Consultants**  
Hindenburgring 18  
D-61348 Bad Homburg

Telephone: +49-6172-930 410  
Fax: +49-6172-930 440  
E-mail: [Martin.Jeglitza@gopa.de](mailto:Martin.Jeglitza@gopa.de)

Fig. 1: Map of Europe



---

## Contents

<b>I</b>	<b>General conditions and project objectives</b>	<b>1</b>
	(Martin Jeglitza)	
1	The purpose, development and objectives of the project and initial definitions	2
2	Project structure and organisation	5
<b>II</b>	<b>Outline of the status of the research and conceptual definitions</b>	<b>6</b>
1	Adventure and sport in the context of the adolescent crisis (Peter Becker)	8
1.1	The basic pattern of sports activities	9
1.2	The basic pattern of adventure activities	12
2	The importance of programmes like EVS and YFE for the developmental phases of youth and young adults in the context of transnational integration objectives at European level (Rainer Kilb)	15
<b>III</b>	<b>Project results</b>	<b>19</b>
1	Country overview – On the situation of young people, youth aid and assistance and non-competitive sports systems in the 10 EU countries for which no case studies were produced (Martina Eifrig / Karsten Vestweber)	20
1.1	Country profile Belgium	20
1.2	Country profile Finland	23
1.3	Country profile Greece	26
1.4	Country profile Ireland	29
1.5	Country profile Italy	32
1.6	Country profile Luxembourg	35
1.7	Country profile The Netherlands	38
1.8	Country profile Austria	42
1.9	Country profile Portugal	46
1.10	Country profile Sweden	48
2	Case studies in 5 selected countries	52
2.1	Case study Denmark (Elke Opper)	53
2.1.1	General country profile	53
2.1.1.1	Outline of the youth situation in Denmark	54
2.1.1.2	Structure of youth work and youth policy	55
2.1.1.3	Organisation of youth sport	60
2.1.1.4	Sport as a tool for the social integration of young people – Current situation	65
2.1.1.5	The role of sport in youth exchange programmes	66

---

2.1.2	The potential of and obstacles to programmes with an emphasis on sport and physical activity	70
2.1.2.1	Approaches and networks within the country itself	70
2.1.2.2	Potential analysis and obstacles – "best practice"	71
2.2	Case study France (Karsten Vestweber)	77
2.2.1	General country profile	77
2.2.1.1	Outline of the youth situation in France	77
2.2.1.2	Structure of youth work and youth policy	78
2.2.1.3	Organisation of youth sport	80
2.2.1.4	Sport as a tool for the social integration of young people – Current situation	83
2.2.1.5	The role of sport in youth exchange programmes	85
2.2.2	The potential of and obstacles to programmes with an emphasis on sport and physical activity	88
2.2.2.1	Approaches and networks within the country itself	88
2.2.2.2	Potential analysis and obstacles	89
2.2.2.3	"best practice"	94
2.3	Case study Great Britain (Martina Eifrig)	100
2.3.1	General country profile	100
2.3.1.1	Outline of the youth situation in Great Britain	100
2.3.1.2	Structure of youth work and youth policy	102
2.3.1.3	Organisation of youth sport	105
2.3.1.4	Sport as a tool for the social integration of young people - Current Situation	107
2.3.1.5	The role of sport in youth exchange programmes	109
2.3.2	The potential of and obstacles to programmes with an emphasis on sport and physical activity	111
2.3.2.1	Approaches and networks within the country itself	111
2.3.2.2	Potential analysis and obstacles	113
2.3.2.3	"best practice"	117
2.4	Case study Spain (Heinz-Jürgen Stolz)	128
2.4.1	General country profile	128
2.4.1.1	Outline of the youth situation in Spain	128
2.4.1.2	Structure of youth work and youth policy	133
2.4.1.3	Organisation of youth sport	136

---

2.4.1.4	Sport as a tool for the social integration of young people – Current situation	138
2.4.1.5	The role of sport in youth exchange programmes	139
2.4.2	The potential of and obstacles to programmes with an emphasis on sport and physical activity	140
2.4.2.1	Approaches and networks within the country itself	140
2.4.2.2	Potential analysis and obstacles	141
2.4.2.3	"best practice"	142
2.5	Case study Germany (Heinz-Jürgen Stolz)	147
2.5.1	General country profile	147
2.5.1.1	Outline of the youth situation in Germany	147
2.5.1.2	Structure of youth work and youth policy (Rainer Kilb)	149
2.5.1.3	Organisation of youth sports	151
2.5.1.4	Sport as a tool for the social integration of young people - Current situation	154
2.5.1.5	The role of sport in youth exchange programmes	156
2.5.2	The potential of and obstacles to programmes with an emphasis on sport and physical activity	157
2.5.2.1	Approaches and networks within the country itself	158
2.5.2.2	Potential analysis and obstacles	159
2.5.2.3	"best practice"	162
3	The socially integrative prospects for sport and experiential learning under changing social conditions (Heinz-Jürgen Stolz)	171
3.1	The relevance of the social selectivity of organised sport	171
3.2	Innovation "experiential learning"?	173
3.3	Comparative evaluation of the socially integrative potential of sport and experiential learning	175
3.4	On European-level networking in experiential learning	176
3.5	On European-level networking in youth sports – ENGSO	177
4	Results of various interviews conducted with participants in the European YFE and EVS youth programmes (Heike Brandes)	181
5	A national comparison of EVS projects (Elke Opper)	187
<b>IV</b>	<b>Consequences and recommendations for the content and structure of future EU youth programmes with a greater emphasis on sport (Heinz-Jürgen Stolz, Rainer Kilb)</b>	<b>190</b>

---

## **Annex**

### Annex 1: Bibliography

---

## Abbreviations

ADEPS	Administration de l'Éducation Physique, des Sports et de la Vie en Plein Air
AfOL	Association for Outdoor Learning (GB)
ASKÖ	Arbeitsgemeinschaft für Sport- und Körperkultur Österreichs
ASVÖ	Allgemeiner Sportverband Österreichs
BAFA	Brevet d'Aptitude aux Fonctions d'Animateur de Centre de Vacances et de Loisirs
BC	British Council
BEES	Brevet d'État d'Éducateur Sportif
BLOSO	Commissariaat-generaal voor de Bevordering van de Lichamelijke Ontwikkeling, de Sport en de Openlucht-recreatie (B)
BOIC	Belgian Olympic and Interfederal Committee
bsj	Verein zur Förderung bewegungs- und sportorientierter Jugendsozialarbeit e.V., Marburg/Germany
BSO	Österreichische Bundessportorganisation
BST	British Sports Trust
CAAD	Complexo de Apaio às Actividades Desportivas (P)
CCPR	Central Council of Physical Recreation (GB)
CDDS	Committee for the Development of Sports (EU)
CEFD	Centro de Estudos e Formação Desportiva (Portugal)
CENYC	Council of European National Youth Committees
CIDJ	Centre d'Information et de Documentation Jeunesse
CNAJEP	Comité pour les relations nationales et internationales des associations de jeunesse et d'éducation populaire
CNOSF	French Olympic Committee
CONI	Comitato Olimpico Nazionale (I)
COSL	Luxemburg Olympic Committee
CREPS	Centre Régional d'Éducation Physique et Sportive
CSEPS	Higher Council of Physical Education and Sports (L)
CSNN	National Swimming Centre (L)
CVL	Centres de Vacances et de Loisirs
DCMS	Department for Culture, Media and Sport (GB)
DfEE	Department for Education and Employment (GB)
DFIF	Danish Works Sport Federation
DFJW	German-French Youth Organisation
DGI	Danish Gymnastic and Sport Association
DIF	Denmarks Idraet-Forebund (Danish Olympic Committee)
DJI	German Youth Institute
DSB	German Sports Federation
dsj	German Sports Youth



---

DUF	Danish Youth Council
EC	European Commission
EDF	Electricité de France
EGU	EGU-Programm – vocational basic training (DK)
ELI	Emploi Local d’Insertion
ENEPS	National School for Physical Education and Sport (L)
ENGSO	European Non-Governmental Sports Organisation
ESM	Espaces Mobiles Sportifs (F)
EU	European Union
EVS	European Voluntary Service
FNLL	Fédération Nationale Léo Lagrange
FSGT	Fédération Sportive et Gymnique du Travail
FSJ	Voluntary Social Year (G)
GCSE	General Certificate of Secondary Education (GB)
GDF	Gaz de France
IND	Instituto Nacional do Desporto (P)
INJEP	Institut National e la Jeunesse et de l’Éducation Populaire
INS	National Sport Institute (L)
INSEE	Institut National de la Statistique et des Études Economiques (F)
IOA	Association for Integrated Outdoor Activities (AT)
ISCA	International Sport and Culture Association
ISS	Institut für Sozialarbeit und Sozialpädagogik e.V., Frankfurt/Deutschland
IYLE	International Youth Leader Education (DK)
IYS	Institute of Youth Sport (GB)
KJHG	Law on Children and Youth Aid (G)
LASEP	League of Primary School Sports Associations (L)
LODE	Basic Act Regulating the Right to Education (E)
LOGSE	Basic Act on the General Education System (E)
LOPJM	Basic Act on the Legal Protection of Minors (E)
LUYC	London Union of Youth Clubs
MIJEN	Mission d’Insertion des Jeunes de l’Éducation Nationale (F)
NCS	Netherlands Cultural Sport Federation
NCSU	Netherlands Christian Sport Federation
NGO	Non Governmental Organisation
NKS	Netherlands Catholic Sport Federation
NOC	Netherlands Olympic Committee
NSF	Netherlands Sport Federation
NYA	National Youth Agency (England)
ÖBJR	Austrian Federal Youth Council
OECD	Organisation for Economic Co-operation and Development

---

PAIO	Permanences d'Accueil, d'Information et d'Orientation
PE	Physical Education (GB)
RT	Research Team
SLU	Finnish Sports Federation
ToR	Terms of Reference
UCPA	Union Nationale des Centres Sportifs de Plein Air
UFOLEP	Union Française des Oeuvres Laïques d'éducation physique
UISP	Unione Italiana Sport Per Tutti (I)
UNSL	Union Nationale Sportive Léo Lagrange (F)
UTA	Initiative Bildung für Alle (DK)
YEC	Youth Exchange Centre (GB)
YFE	Youth for Europe
YMCA	Young Men's Christian Association
YST	Youth Sport Trust (GB)

---

<b>List of Tables</b>		<b>Page</b>
Table 1	Population distribution by Gender and age on January 1998 (Statistics Denmark 1999)	53
Table 2	Danish Education System	56
Table 3	Institutions and experts visited – Case study Denmark	75
Table 4	Further experts in Denmark	76
Table 5	Institutions and experts visited – Case study France	99
Table 6	Project related activities – „best practice“ at a glance	120
Table 7	Institutions and experts visited – Case study Great Britain	122
Table 8	Sport in EVS-Spain	140
Table 9	Institutions and experts visited – Case study Spain	146
Table 10	Age groups in relation to population	153
Table 11	Institutions and experts visited – Case study Germany	167
Table 12	Project related activities – „best practice“ at a glance	168
Table 13	Project typography EVS	187
Table 14	Project related activities – „best practice“ at a glance	189

---

## **I    General conditions and project objectives (Martin Jeglitza)**

---

## **1 The purpose, development and objectives of the project and initial definitions**

Over the past few decades, Europe has become a multicultural community. The European Commission intends to support this development and ensure that it continues.

This development has made the education and integration of young people in a European context an important priority. A series of youth programmes has enabled the European Commission to collect a wealth of experience in connection to this, most of which has been positive. Nevertheless, it is still necessary to find new ways of supporting and improving the social integration of young people.

The starting point for this study was the assumption that sport can play a special role, and hence be regarded as a "new way" when it comes to the integration of young people in a European context.

In view of the aforementioned definition and the Terms of Reference (ToR) for this study, the overall goal was thus defined as follows:

### **Overall Goal**

Contribution to the achievement of the objectives set out in the European Commission's actions in the field of promotion, co-operation and social integration of young people in Member States, associated countries of Central and Eastern Europe and other third countries, especially within the framework of the "Youth for Europe" and "European Voluntary Service" programmes, is made.

The following immediate objective first has to be achieved before the overall goal can be realised:

### **Immediate Objective**

The social importance of sports and its role as means of identification and active integration of young people into society is analysed and activities and methods for implementation within the youth programmes of the European Commission are developed.

---

To facilitate the achievement of the immediate objective, a number of outputs have been defined:

### **Outputs**

- **Output 1:** Within the Member States, the specific character and possible relations between youth policies and structures and those dealing with the non-competitive sports as well as the potential for development of co-operation at the European level are explored and existing practices which establish the links between working towards personal development and the integration of young people – informal education and non-competitive sports – are examined.
- **Output 2:** Studies already carried out in Member States as well as existing statistics on the matter are identified and taken into account.
- **Output 3:** The trends of public opinion in the sectors of youth and sport on the value of integration of sport into "youth" activities, and its real and/or potential impact on the personal development of a young person, social cohesion and European integration are explored.
- **Output 4:** Positive and negative experiences of young people who have taken part in activities supported under European Voluntary Service and Youth for Europe programmes have been taken into account and analysed.
- **Output 5:** The extent to which sport contributes or can contribute to tangible social and professional integration of young people and constitutes a means of intercultural understanding at the present stage of implementation of the European Voluntary Service and Youth for Europe programmes is examined and evaluated.
- **Output 6:** The development of activities and methods which can be used for the improvement of sport as a tool of social integration under the youth programmes and in particular in the field of the European Voluntary Service is recommended.

---

The consortium created for the execution of the survey – consisting of **GOPA-Consultants**, **ISS – Institute for Social Work and Social Education** and **bsj – Association for the Promotion of Exercise- and Sports-Oriented Social Work with Young People** – can now present – taking into account the overall goal, immediate objectives and outputs defined above – a final report which contains the results of research conducted over the past few months and explains the consequences and recommendations which, in the opinion of the research team, can be deduced from the said results.

Aside from this chapter, giving a description of the purpose and organisation of the project, the report also contains the following information:

- **Chapter II: Outline of the status of the research and conceptual definitions**

Chapter II provides an overview of the status of the relevant research on this topic. In addition to this, this chapter also explains the most important definitions upon which the work of the research team was based. A list of the literature identified as relevant and evaluated by the research team is provided in the bibliography.

- **Chapter III: Project results**

Chapter III contains the results of the various national surveys, including the situation for each country with regard to youth policy and sport and non-competitive sport in particular.

The case studies for Germany, Denmark, France, Great Britain and Spain contain a much more detailed presentation of the research conducted into the situation of youth and sport in each particular country as well as exposing various attempts to combine these two sectors and examples of "best practice", meaning co-operative projects combining both youth work and sport. The case studies close with a potential analysis and suggestions for programme development at the interface of youth and sport in the country in question.

The following section deals with the socially integrative prospects for sport and experiential learning under changing social conditions seen from a European perspective.

---

Chapter III also explains the results of the in-depth interviews with participants in the programmes "Youth for Europe" (YFE) and the "European Voluntary Service" (EVS).

The results of an analysis of EVS projects are also presented here.

- **Chapter IV: Consequences and recommendations for the content and structure of future EU youth programmes with a greater emphasis on sport**

Chapter IV will explain the consequences of the results of the study and the recommendations of the research team. This section will concentrate on basic models for sport-oriented sequences in youth programmes as well as on concrete measures for the structuring of future programmes.

## **2 Project structure and organisation**

To ensure the study could be implemented on schedule, the consortium members, GOPA-Consultants, ISS and bsj, reached an agreement on how the responsibilities and work should be allocated at a very early stage in the project. The exact breakdown of responsibilities was presented in some detail in the interim report.

The consortium stuck to this principle of shared responsibilities both in the second implementation phase and in the drafting of the final report. The consortium members set up working groups to evaluate the case studies and to draft recommendations and held workshops to permit the transsectoral analysis and evaluation of the research findings. The main aim of this manner of proceeding was to obtain as many research findings as possible within the tight schedule available so as to be able to present the European Commission with sound recommendations based on concrete findings.



---

## **II Outline of the status of the research and conceptual definitions**

---

***Comments on the definition of "non-competitive-sports"***

The definition of terms upon which the interim report was based are to be by and large retained in the final report (cf. Interim Report, 18). Nevertheless, in view of what, according to this concept, were the highly disparate results obtained, it was necessary to us limited number of examples to define and identify with the research segments and the research context sport-experiential learning-"body culture". We believe the research results in this context are relevant to the general development of the sport-related aspects of youth culture and youth style and developmental psychological factors in the adolescent phase.

---

## **1 Adventure and sport in the context of the adolescent crisis (Peter Becker)**

Irrespective of its historical, cultural or milieu-specific make-up, one of the central functions of adolescence is the move away from the security provided by the parental home. Young people must learn to take responsibility for their own lives and to stop relying on their parents to make decisions for them, to give their lives a meaning and provide them with both social relationships and financial support. This shift to an I-centred life and the commensurate increase in autonomy to which it gives rise, also contains an element of risk. After all, the decisions made may turn out differently from what was expected. This means that as the parents' role as decision-makers declines and as the range of options increases, not only does the future become much more open, but it also becomes much more precarious too, as the decisions made and actions taken can both have direct consequences for the decision-maker. The fundamental experience of being responsible for one's own failures, which is a clear sign of autonomy, thus becomes possible. Although each individual is responsible for his or her decisions, these decisions are nevertheless subject to the general standards applicable for the community or society to which the individual belongs. This means that the more autonomous a young person becomes, the more he or she has to learn to justify his or her decisions rationally and in line with the prevailing standards of co-operation and justice (cf. Oevermann 1995).

To be able to learn both the necessity of decision-making and the importance of being able to justify the decisions made, young people have to abandon their orientation to the familiar home territory and reorient themselves to an unfamiliar, alien and much more far-reaching territory. The world no longer ends with the family or neighbourhood. It extends much further than this and young people have to come to terms with it. It is here that the existence of places and opportunities in which experience can be gained largely independent of adult control, either individually or in peer groups, can be very helpful. Metaphors and models of travel and adventure provide a series of models for the informal acquisition of the value and orientation system the adolescent needs to be able to lead an autonomous life. The "Interrail" scheme which is so popular throughout Western Europe, for example, can be viewed as an excellent opportunity for experimentation in which the necessity of having to deal with typical problems means that each individual's stock of flexibility, persistence, independence, initiative, determination, organisation, invention etc. can all be put to the test.

---

The two programmes covered in this study also offer a good opportunity, in the form of cross-border encounters, to make contact with the unknown and the unfamiliar, which is then no longer apprehended as a threat. At the same time, young people become acquainted with the ineffaceable plurality and diversity of modern society. Coexistence and tolerance can be experienced at first hand.

Physical activity, which in future is to receive much more support in both these programmes, can provide young people with an especially attractive context for experiential learning in which they are confronted with the same kind of demands as will be made of them as responsible adults. Those activities which follow typical sport patterns and those which have more to do with adventure make suitable vehicles for socialisation and support the process by which young people become independent of their parents and their home and adopt a basically adult role.

Sport and physical activity are attractive to young people, and hence tend to be effective, because of the biological and physiological conditions prevailing in this phase of life, which make physical learning processes easy to handle. The older we become and the more our biophysical, biomechanical and organic capacity begins to decline, the more difficult it is for us to maintain stamina, fitness and elasticity at a consistently high level. Expressed in the theoretical language of Bourdieu, young people possess in their bodies a form of "capital" which gives them a competitive advantage over adults in this particular field, especially as it has become one of the main currencies of contemporary society. Dynamic activity, expressiveness, fitness, spontaneity, street credibility or even that risky shift in orientation away from a traditional past and towards an open future which is so typical of modern society - as symbolised by the constant stream of new trends - can all be borne excellently well by the adolescent body. But what kind of experience do sport and adventure actually offer?

### **1.1 The basic pattern of sports activities**

Owing to their specific structural make-up, both training and competition, sport's two subsystems which constitute the preparation and registration of improvements in physical performance, enable young people to experience the central value patterns of democratic working society.

The fact that our physical resources are just as scarce as the time available in which to use them, as dictated both by the competition calendar and by our

---

biological limitations, necessitates the introduction of a methodical lifestyle which permits the systematic exploitation of both these scarce resources. Lack of time makes a rejection of such a methodical lifestyle an inexcusable waste of time. Young people who engage in sport have a chance to experience the virtue of a methodical lifestyle in the context of play. The training processes they undergo enable them to experience, literally "in the flesh", what it means to replace an open future with a planned future, to anticipate both individual and collective goals, to use one's own resources economically and purposefully, to judge the results obtained in the light of one's own biographical past and future and to invest accordingly.

Training can indeed be interpreted as a learning and experiential model in which "irrational passions" are systematically transformed into "rational interests". The postponed satisfaction of needs as a pattern adopted by young sportsmen and women is the best example of such a gradual transformation. At the end of adolescence, this process will end with the assumption of an occupational role or with marriage.

As the results of the training process are extremely significant - inasmuch as they provide the basis for access to rewards such as rankings and social opportunities - they are ascertained according to the rules of objective comparison. In this connection, competitive sports provide a model for the fair distribution of scarce goods, in this case meaning rankings (which are kept artificially scarce). These rankings are distributed according to the performance differential as registered in the competition. This in turn is determined neither by luck nor by deceit but rather by a combination of talent and effort. Those who play by the rules learn that the performance differential is ascertained according to the competitive principle, that the rewards are a fair exchange for the performance rendered and that the inequality to which this gives rise is one for which the individual is responsible, i.e. that the performance hierarchy is not final but can be corrected.

This experience provides young people with orientation at a time when they are redefining their identity. The discovery that social relationships in the sport model function differently from those in the family model adds the experience of specific, role-oriented social relationships to that of diffuse social relationships with which most young people are already familiar.

The patterns of value and meaning inherent in training and competition and the formation of the sports habitus constitute a pool of resources which can serve young people - to the extent that they have appropriated the same - as a source

---

of rational behaviour in their occupational roles and in the role of adult citizen. Nevertheless, there are three qualifications which must be mentioned at this juncture:

- (a) The appropriation of the basic sports pattern is more likely to succeed if there has already been some form of "presocialisation", i.e. if the young person in question already possesses the qualities required even if only in rudimentary form (e.g. an embryonic ability to cope with disappointment, to make realistic demands of oneself and an open concept of time). If there has been no such "presocialisation", as in the case of those young people who can be assigned to the broadly defined category of "disadvantaged youth", admission to sports activities is much more difficult. As has already been shown, sport requires a pattern of orientation and behaviour which ensures the efficient handling of physical resources in training and the continuous pursuit of a goal. These patterns, however, are unlikely to arise in young people growing up in a situation of social deprivation. If we want to include more disadvantaged youth in future programmes, it will be necessary to find project activities whose contents and organisational structures are compatible with those forms of habitus which arise in a situation of social deprivation. Having "picked up" such young people "off the streets" and having removed them from the neighbourhood which plays such an important role in their lives, it is indeed possible for concepts for their belated socialisation to be implemented as part of the projects.
- (b) When it comes to the incorporation of the relevant habitus formations, it soon becomes clear that the degree of systematic involvement helps determine the success of the appropriation process. To use the theoretical language of Bourdieu again, the social world (of sport and the rules governing it) can become part of the body or, *vice versa*, the body (the incorporated sportive pattern) a part of the social world only if the psychosocial and temporal costs are commensurably high. One of the typical characteristics of non-competitive sports activities is their low degree of commitment on the part of those involved. It can therefore be assumed that their socialising power, at least with regard to long-term values, is rather weak. This does not mean that non-competitive activities are unimportant to the development of young people. They provide opportunities for relaxation. They provide temporary relief from the strictures and self-control of everyday life or permit the animation of our potential for play which at school, and later at work too, has to be disciplined.

- 
- (c) The value and orientation patterns inherent in sports activities can be described as the physical version of the work ethic which defines the legitimisation framework of working society. Both of these - both working society and the work ethic - are in a state of crisis. The fact that there are fewer and fewer jobs as a result of structural rather than economic factors means that fewer and fewer people are participating in the labour market. This naturally diminishes the importance of the work ethic. As, on the other hand, individual lifestyle does not permit a complete absence of purpose or orientation, these are being sought and found elsewhere and so are taking over the function of the work ethic. A successful identity can orient itself to aesthetic experience and authentic representation even after the loss of the self-esteem provided by the individual's occupation (cf. Taylor 1991, Oevermann 1999).

Parallel to the transformation process, it is also apparent that the willingness to commit oneself and remain loyal to organisations is no longer a long-term phenomenon. This kind of long-term commitment has been replaced by short-term commitments to the most attractive option on offer. This attitude is best exemplified by the "floating voter" and is understandable given that individuals these days are confronted with such a large number of options that a long-term commitment to just one organisation can hardly be deemed rational.

Both lines of development, which can be observed in most European countries, favour the development of sports and other forms of physical activity which are of a basically episodic nature as well as permitting the presentation of an authentic identity. Performance aspects may not have become obsolete, but they have become secondary. When searching for an attractive model in which this developmental trend is reflected, adventure is bound to spring to mind.

## **1.2 The basic pattern of adventure activities**

Those activities which centre on the overcoming of an exceptional situation are currently enjoying considerable popularity, and not just among young people. White-water rafting, the traversing of mountain ranges and impassable forests, treacherous climbs, cycling tours in foreign countries and grappling with the elements on the high seas all create experiential situations in which young people in the process of establishing their independence can find out what it means to be forced to make instant decisions in uncertain situations and how what appears to be a threatening, because uncertain, future can also be perceived as an opportunity for development. If we attempt to summarise the

---

learning and experiential opportunities provided by adventure, we will arrive at the following overview (cf. Becker 1998):

- a) Adventure requires participants to come to terms with alien and unfamiliar situations and to overcome both internal and external obstacles. By exceeding the limits by which the familiar way of life is defined, young people place themselves at a distance from the same and so can view it more critically and integrate new elements.
- b) As no two adventure situations are ever the same, the solutions demanded will be structural rather than routine. In those situations in which routines gain the upper hand, decisions become imperative; alternatives have to be weighed up, risks analysed and the experience already acquired transferred.
- c) Most adventure situations have to be mastered in and by the group. The relationship between responsibility and trust becomes a central topic while communicative exchange processes, a willingness to discuss and the ability to handle conflicts are all required.
- d) Adventure situations cry out to be passed on. This permits reflection on what happened and the narrative reinforcement of the experience. Opportunities arise in which the events experienced can be used to reflect on the individual's own biography and to articulate expectations for the future.

It is clear from these examples that adventure contains the empirical world of the adolescent. Yet even after this phase of life, the necessity of deliberate decisions and a coming to terms with an open future both determine personal development, if this is oriented to the concept of autonomous practice.

It also becomes clear, however, that those abilities which are required to handle the adventure situation are largely equivalent to the key qualifications listed in the job profiles of many of the jobs currently available on the labour market. Decision-making competence, flexibility, the ability to co-operate, willingness to assume responsibility, team spirit and often the readiness to take risks are all considered necessary qualifications for those seeking to meet the demands of the modern working world.

Besides these two aspects, that of education and that of preparation for working life, there is a third point to be mentioned in favour of including more experiential learning projects in the two EU exchange programmes. Excitement and risk, both of which can be linked with adventure activities, offer a good point of access for those disadvantaged youth whose recreational needs are often geared to action and the search for risk situations. The integrative power



---

of adventure can be used first to satisfy young people's need for thrills and excitement. Going beyond this compensatory function, the projects must then promote the aforementioned opportunities for experiential learning.

If more physical activities are to be included in future programmes, this will have a positive effect on the participants' commitment and loyalty to certain values and standards. Physical activity, as discussed and instrumentalised here, is a latent instrument of socialisation, the impact of which is to be found among the side-effects. As the administrative creation or improvement of persuasion as a means of legitimisation becomes self-destructive the moment it is planned or its planning becomes apparent (Habermas, 1976), the communication of the same becomes all the more effective if it is not removed from a concrete action. The two forms of physical activity discussed above are both in a position to provide this kind of latent, informal acquisition and reinforcement of meaning.

---

## **2 The importance of programmes like EVS and YFE for the developmental phases of youth and young adults in the context of transnational integration objectives at European level (Rainer Kilb)**

The importance of European exchange and integration programmes can be described from various points of view. On the one hand there is the question of which types of transnational and transcultural experience are required, and in which developmental phases, in order to stimulate and ensure the successful integration of the EU's future adult generations (1).

In view of the ever more extensive and intricate network of transnational business relations expected throughout Europe, it would then have to be asked how and when the social and cultural points of reference can be promoted in such a way that there can be an integrated socio-economic development procedure. It is in this respect that the two programmes and above all the EVS have an important role to play in youth policy (2).

Transnational economic and educational relations on the one hand and the very uneven economic structure of Europe's regions on the other also explain the necessity of giving children and young people early opportunities of tying their career plans, and possibly their private plans too, to their abilities rather than exclusively to their region of origin. This presupposes early access to opportunities for experimentation in adolescence (3).

To be able to prevent in good time any developments towards re-nationalisation, which would run counter to the European idea, it would appear especially important to consider potentially susceptible target groups with a view to the extent to which intercultural learning could be institutionalised more effectively as a means of prevention (4).

The value of the programmes and activities implemented so far varies considerably when viewed in this way. It is the purpose of this study to collect information from various perspectives (supervisor, organiser, addressee) and to analyse the same in order to be able to define more precisely the importance of these programmes and develop suggestions as to how their importance can be enhanced in future.

---

**(1) European exchange and integration programmes in the context of developmental-psychological determinants in the adolescent and post-adolescent phases**

The search for orientation and the process of becoming independent which are characteristic of these phases provide a suitable basis for the acquisition of experience in both experimental and non-experimental settings in "alien" and unfamiliar situations. Both European programmes offer not only exchange visits to twin towns but also qualitatively and developmentally important opportunities for intercultural learning which are geared to the needs of adolescence and post-adolescence. While group trips such as those facilitated by the YFE may provide young people with their first experience of a foreign country without their parents and hence may also constitute a starting point for intercultural learning outside the familiar places of learning, the EVS programme, as the developmental "follow-up", offers young people a chance to explore the world as individuals, away from both their parents and their own culture. Both programmes are therefore a good way of combining the tendency towards independence, which goes hand in hand with the move away from home, with experiments in other cultural contexts, which in turn initiate the process of becoming independent. Time spent abroad and projects in a foreign country in this orientation-seeking phase of a young person's life typically help extend the range of options available. On the other hand, such stays abroad can turn out to be counterproductive if the young person in question has not had any prior experience of intercultural learning. These preliminary stages will therefore vary considerably depending on social class, the status of cognitive development and type of intercultural learning already experienced (cf. Bendit 1999, 10).

The integration patterns known to us from migration research (cf. Gaitanides 1994, 25 f.; Hamburger 1991, 70) raise the question of how the effects of the programmes are to be allocated to the various (didactic) stages of the intercultural integration process. Gaitanides' model describes six stages of intercultural learning:

1. Relaxation and the creation of atmosphere (EVS, YFE);
2. Coming to terms with the projective parts of the alien image and with the idealisation of the self-image (EVS and possibly YFE, given the right guidance);
3. Historical relativisation of actual differences (EVS, YFE: with specific guidance);

- 
4. Development of tolerance of ambiguity (EVS, YFE only with didactic guidance);
  5. Dialogue to agree on basic rules governing coexistence (EVS, YFE only with precise, didactic guidance);
  6. Reciprocal acculturation (cf. Gaitanides 1994, 25 ff.).

Assuming they meet certain quality standards, both programmes can be allocated to several of these stages (cf. allocations) and therefore fulfil some important integration objectives which would become apparent upon reaching the penultimate stage of this model. Given the variety of programme structures, there are of course bound to be considerable differences in effectiveness. Whereas YFE would appear to require supervision and control according to the didactic principle of succession, the target-oriented structure and temporal dimension of EVS provide good preconditions for the acquisition of experience without guidance.

The migration situation in the EU member states varies significantly, meaning that the preliminary stages which appear necessary to the achievement of the programme objectives will also differ. This in turn means that the prior experience of the target groups is likely to vary considerably.

## **(2) The mediation and promotion of European identity as an educational and organisational task of the EU exchange programmes**

In addition to the linguistic and cultural barriers, it is the socio-economic differences among the 15 EU member states which constitute the greatest obstacle to integration. In the long run, a European identity can develop only in the relationships of future generations and especially those of today's younger generations. On the economic level, these relationships develop according to the principles of the market economy, while on the political level, they are governed by political and administrative principles. In the social, communicative and cultural spheres, there are both arbitrary relationships and deliberate links which, if they are to lead to integration, will have to be geared more specifically to the younger generations as the target group. With the relevant invitation procedures, both programmes, like the twinning of towns at local level, can be used to take action aimed specifically at integration as an element of youth policy.

---

**(3) The occupational and personal reorientation of young people in Europe**

Economic and social interrelationships in Europe will eventually lead to the development of socio-spatial and regionally specific work sharing processes and hence to a discrepancy between the qualifications available at regional level and those which are actually in demand. Globalisation processes require general intercultural competence, making it necessary for young people to be offered opportunities of acquiring such competence, together with the mobility this presupposes, as early as possible. In this case too, the YFE provides a good starting point, while the EVS can serve as a follow-up event.

**(4) The European youth programmes as a means of preventing the racist-nationalist reorientation of teenagers and young adults**

American and German migration research has exposed the particular integration difficulties experienced by the first three generations, triggered by status insecurity, social isolation and defamation tendencies, personal-biographical crises and uncertainty. As social and political changes can have an especially detrimental affect on those who cannot profit from them immediately, it must be assumed that the process of economic and social integration in the EU will lead to reactions and regression which will have a counterproductive affect on the process itself. It is here that the two programmes, assuming they are used in the right place and at the right time and are executed professionally, could well perform a preventive function.

To summarise, it can be said that the two European programmes constitute important elements of EU integration. They are suitable for 2 dimensions:

- a) used in an unspecific context, as opportunities which interested parties can seize and which, thanks to the broadness of their scope, can acquire a by no means inconsiderable significance in terms of integration policy;
- b) as target-oriented measures which, geared to specific target groups, specific destinations and objectives, can be used to address certain specific topics and problems or to prevent such problems from arising.

---

### **III Project results**

---

# **1 Country overview – On the situation of young people, youth aid and assistance and non-competitive sports systems in the 10 EU countries for which no case studies were produced (Martina Eifrig / Karsten Vestweber)**

## **1.1 Country profile Belgium**

### *The youth situation, youth assistance and youth aid systems<sup>1</sup>*

Of Belgium's population of 10 million, 12.8% belong to the age group of 15- to 24-year-olds. Over half of these do not belong to any kind of club at all, while 23.5% are involved in sports clubs, this figure being a few percentage points below the European average. Belgian youth have a negative record when it comes to their attitude to members of other nationalities, cultures and religions: They are five times more likely to feel uncomfortable in the presence of such persons than their peers in other European countries. Furthermore, 41% of them take the view that there are too many foreigners in their country while the equivalent figure for the EU as a whole is just 27.5%. Only some 25% of Belgian youth expect the European Union to provide them with a better future. What they value above all (40% of them), however, is the possibility of unrestricted travel throughout Europe.

The Flemish-, German- and French-speaking communities which make up the Federal State of Belgium each pursue their own socio-cultural policies, including youth policy.

*The French-speaking community:* As an integral part of the Department of Youth and Life-long Learning under the Ministry of Culture and Social Affairs, the Youth Division is responsible for youth organisations and the administration of youth centres. It is here that international relations in the youth sector are initiated. Government youth policy consists primarily of the (financial) support of those organisations which work with young people.

The extensive promotion of youth organisations and the like is evident in the legislation governing NGOs working in this field, in the setting up of a broad

---

<sup>1</sup> Council of Europe: Comparative Study of Youth Policies and Legislation in States Party to the European Cultural Convention of the Council of Europe, Strasbourg October 1998; relating data cf.: Eurobarometer 47.2: Junge Europäer, Bericht für die Europäische Kommission DG XXIII, INRA Europe, July 1999.

---

network of structures supporting youth activities and in the stringent criteria which the most diverse youth organisations have to meet in order to receive financial backing. One of the most important written documents upon which youth policy is based is the Royal Decree of 1980, which lays down the conditions for the recognition and funding of youth organisations.<sup>2</sup>

*Flemish-speaking community:* The Youth Council set up in 1982 requires the Minister of Culture to act as an advisor in all youth matters. There are other youth councils at provincial level and some in the city councils too. Young people are also represented on school councils and cultural affairs councils. Although there are statutory regulations relating to young people, most of which are primary concerned with how youth activities should be financed and organised, there are no youth laws as such. What there is, is an order dating back to 1975 which governs the recognition and financing of youth organisations and makes a distinction between the financing of youth organisations and that of training courses for youth leaders.

*German-speaking community:* Here too, youth policy is in the hands of the Ministry of Culture, whose most important partner is the Council of German-speaking Youth (RDJ), which functions as a representative of the various youth organisations. The government provides a framework for the implementation of youth policies while the city councils support the work of the local youth councils and certain projects. "Programme 11" is part of a general programme for youth, extracurricular and adult education, culture, sport and tourism which is aimed specifically at young people. It promotes special initiatives in the field of youth work, provides financial support for youth facilities and their personnel, youth information, the development of infrastructure as well as co-operation among the three linguistic communities and co-operation at an international level.

There are various bylaws governing the recognition and financing of youth organisations and their personnel costs, but no youth law as such here either. There are co-operation agreements with various European countries.

### ***Non-competitive sports systems and "best practice"***

Belgium's constitutional review of 1980 also affects the organisation of sport at state and non-state level. At state level, responsibility for sport is shared among the three communities. There is one part which is central and then one part each

---

<sup>2</sup> For the four categories of youth organisation worthy of support, cf. Comparative Study, 27 f.



---

for the French, German and Flemish-speaking communities. At the non-state level, most national sports associations<sup>3</sup> belong to the "Belgian Olympic and Interfederal Committee" (BOIC), which has a centralised structure for all Belgium. Besides being responsible for professional sport, the BOIC is also in charge of "Sport for all" which includes the promotion of non-competitive sports and women's sports in the various associations. There is a law dating back to 1963 which promotes physical education, sport in practice and, interestingly, the implementation of outdoor activities separate from the other two (cf. Clearing House 1997, B.2).

In the French-speaking part of Belgium, the organisation ADEPS ("Administration de l'Education Physique, des Sports et de la Vie en Plein-Air") includes outdoor activities in its name, as does the BLOSO ("Commissariaat-generaal voor de Bevordering van de Lichamelijke Ontwikkeling, de Sport en de Openluchtrecreatie") in the Flemish-speaking part. Both these organisations offer projects aimed specifically at young people, which nevertheless include more sport than experiential learning (cf. [www.cfwb.be/adepts/pg009.htm](http://www.cfwb.be/adepts/pg009.htm)).

Experiential learning is well represented in both informal and formal youth work in Belgium. The most widespread version is that practised by the *Outward Bound* organisation. This offers training courses tailored to the needs of the group in question, the purpose of which is to promote the personal development of the young participants and their capacity for social integration. Young people are encouraged to reflect on the experience acquired in the course of the programme and to attempt to integrate it in their everyday lives. The programmes in question are aimed at socially disadvantaged youth as well as at delinquents and drug addicts. Some projects are geared to young women and the social problems affecting them. In a four-month programme, for example, young women can acquire social skills and develop personal goals.

Most of the programmes are financed by the government, occasionally by European funds and sometimes by private organisations, acting as "sponsors".<sup>4</sup>

One example of "best practice" for Belgium is the so-called "Eté Jeunes" initiated by the "Direction Générale du Sport" of the French-speaking community. The purpose of this programme is to promote partnerships between

---

<sup>3</sup> Despite this sharing of responsibilities among Belgium's three communities, some associations have remained national.

<sup>4</sup> Information from Dirk de Vilder, free-lance worker for Outward Bound and youth worker in Leuven.

---

sports clubs and youth organisations during the summer months, as a result of which sports clubs offer young people from youth organisations various opportunities to engage in sport. The sport offered is intended to foster solidarity among young people from all social classes and to integrate them into new relationships. The aim of the project is to encourage young people to engage in more sport. The partner organisations are urged to gear their activities to the specific socio-geographical context of their clientele. The youth leaders are prepared for this task in special workshops tailored to the activities in question. To be able to reach as many potential participants as possible, all sports associations and city councils have been informed of the possibility of participating in this project (cf. Clearing House 1999, 18).

## **1.2 Country profile Finland**

### ***The youth situation, youth assistance and youth aid systems***

12.3% of Finland's population of somewhat over 5 million is between 15 and 24 years of age. Young Finns contribute less to their own upkeep than any other young people in the EU (24.6% as opposed to an EU average of 41.5%). Not surprisingly, therefore, at 15.1%, the rate of those who rely on unemployment benefit or social security is well above the European average (6.8%). As far as their favourite recreational activities are concerned, the Finns scarcely differ from their peers in other European countries, although in terms of club membership, there are significant differences: Barely one third of them does not belong to any club at all (EU average: 47.6%) and in most cases (26.6%), the club in question is a sports club. More than any other European, young Finns hope the European Union will reduce discrimination against members of different ethnic groups and that travel, employment and higher education in Europe will all become much easier.

The Finnish government is an active representative of a comprehensive youth policy and attaches particular importance to the development of information for young people and to the relevant research. Youth research projects, the creation of youth databases and a library for youth policy all receive substantial support. In addition to this, the government actively promotes cultural and other recreational activities on the part of young Finns. In 1993, a total of 124 FIM was earmarked specifically for youth activities in Finland.

At national level, it is the Education Ministry, supported by the National Youth Council, which is responsible for the planning and co-ordination of youth

---

policy as well as for the flow of information. Each of the 12 provinces has its own youth council and these are responsible for implementing the youth policies adopted. National, regional and local authorities are bound by law to provide the necessary financial resources for young people's civic activities, to guarantee an improvement in their living conditions and support both international co-operation projects and any measures adopted for disadvantaged youth. The Youth Aid Act of 1986 summarises the provisions of previous laws on local youth aid as well as those on the promotion of national youth organisations.

In the youth sector, Finland is already involved in both bilateral activities, most of them based on cultural exchange agreements, and multilateral activities, most of which ensue from its membership of the Council of Europe and the Nordic Council. In addition to the European programmes, there are also youth exchange programmes with certain countries in Central and Eastern Europe.

### ***Non-competitive sports systems and "best practice"***

Finnish sports policy is anchored in the "Sports Act and Statute" of 1980 and basically consists of three main aims:

"...firstly to inspire sports habits among citizens and develop active sports participation, secondly to create sufficient and appropriate conditions for sporting activities, and thirdly to further international understanding and peace via the sports policy."(Clearing House 1997, F.1.)

Since the early nineties, a sports committee has been concerned with the implementation of the guiding principle "Well-being through physical activity - physical activity for everyone" (Clearing-House 1997, F.1.). This includes the promotion of sport in the development of children and young people as well as that of non-competitive sport in general with a view to health, equality and tolerance.

On the government side, sport ranks among the responsibilities of the Ministry of Education, where it is allocated to the Department of Culture. In 1993, 100 organisations joined forces to create the "Finnish Sports Federation" (SLU), membership of which has since risen to 125. The Finnish Olympic Committee also belongs to this umbrella association.

At a local level, there are some 6000 registered sports clubs with a total of 1.1 million members for both professional and non-competitive sports.

---

The sports on offer are aimed at various target groups, starting with children and young people, followed by adults, professional sportsmen and women, students and finally, special groups such as the chronically sick, the disabled, socially disadvantaged groups and immigrants. Sport is also used as a means of promoting specific interests. The SLU, for example, has launched projects on racism, sexual equality, work (or rather job creation in sport), the environment and information technology.

The example of "best practice" described in the following is a local initiative implemented as part of the "Sport against racism" project, which involves activities at national, regional and local level. The initiative "Will you play with me?" began in Oulu in 1996 and is due to run until December 2000. The aim is to promote tolerance and prevent racism by joint physical activities, education, information and a change of attitude.

Immigrants are first introduced to what, for them, is a new type of sport and only in the second phase of the project do they engage in joint sports (football, basketball, boxing etc.) with Finnish groups. It is then up to the immigrants to introduce Finns to sports with which they are familiar, such as African dance or netball. One of the objectives of the project going beyond this exchange of sports is the training of immigrants as coaches for various types of sport (cf. Clearing House 1999, 53).

When it comes to experiential learning in Finland, Bowles (1997) refers to Finland's rapid development from a primarily rural culture to an urban-industrial culture. In less than 50 years, Finland has Europeanised itself and its people have moved away from the countryside and world of nature. As in other industrialised countries, this has given rise to a social need for activity. One peculiarity of Finland, however, is the huge expanse of Lapland. It also has very distinct seasons and there is an enormous difference between winter and summer as well as the hours of daylight. This offers considerable potential for experiential learning in and from the natural world.

"In the North, you can experience time in a way which in Central Europe is possible only in abstract philosophy. Lapland has enormous potential for fundamental experiential learning. Urban culture is limited here, in the positive sense of the word. Important concepts such as time, space and being can be analysed creatively. Such confrontations can enable us to understand the hidden potential and possibilities of urban life, working life, recreational life etc. For our students, therefore, the emphasis is on adventure and experiential situations as a

---

means of discovering the possibilities and potential inherent in themselves, in others and in society. The aim is to discover meaning." (Bowles 1999, 15).

There are various opportunities for experiential learning in Finland. The universities, for example, offer it in addition to the regular curriculum. Tourism is another field, as are Finland's social intervention programmes. Bowles (1996) takes a critical view of those concepts (most of them in the tourist category) which are not oriented to experience but instead present activities as facts which must be learned and practised using purely technical means. Bowles equates this with the "MacDonaldisation syndrome". When applying experiential learning activities to certain groups in a socially integrative context, Bowles warns against stigmatisation and seeks to preclude this right from the start by identifying his target group as follows: "I am working with human beings."

### **1.3 Country profile Greece**

#### ***The youth situation, youth assistance and youth aid systems***

Young people aged between 15 and 24 account for 15% of the Greek population of 10 million. Most young Greeks prefer to pursue their recreation of activities outside of formal organisations: Well over half of them (64.4%) do not belong to any club at all and only 15.5% are members of a sports club. This is the lowest rate of organisation of all the EU countries. Most young Greeks support themselves from two sources: Just over half of them (50.9%) rely on support from their parents while 40.6% have an income from regular work. What is particularly remarkable is the fact that only 1.7% depend on unemployment benefit or social security (EU average: 6.8%). The Greeks expect the European Union to provide them not so much with concrete advantages such as more jobs and greater mobility as with the general conditions required for a better future.

The General Secretariat for Youth in the Ministry of Education is responsible for co-ordinating government youth policy. It covers employment, culture and recreation, education and social participation as well as international co-operation and information. In addition to this, an interministerial committee has been set up to ensure the effective implementation of state policy. National policy provides for effective and substantial measures for young people to be achieved by the integration of various measures into central national policies. One especially important endeavour here is the attempt to involve young people

---

in the policy-making process instead of viewing them purely as recipients of the same.

There has been no legislation aimed specifically at youth to date. A National Observatory for Youth has been set up, the purpose of which is to analyse the living conditions of children and young people, to evaluate existing legislation in this connection and examine the implementation possibilities for laws tailored specifically to young people. The National Observatory for Youth also provides the government with an annual report outlining those fields of action which are to have priority.

Youth organisations are viewed not only as important partners when it comes to the development of youth-related policies but also, of course, as important partners for the implementation of the same.<sup>5</sup> Participatory structures such as the Hellenic National Youth Council and the networks of NGOs working in the field of youth therefore receive support. The latter of these bring together youth associations in environmental protection, European co-operation, human rights and other fields. At international level, the General Secretariat for Youth promotes co-operation with the Council of Europe, the UN and associated organisations and most of its international work is handled within the framework of the EVS and YFE programmes.

### ***Non-competitive sports systems and "best practice" (Elke Opper)***

Greece has a history of sport going back over 2800 years. Any mention of the Olympic Games, for example, is an instant reminder of their origins in ancient Athens.

Today's sports system is represented by the General Secretariat for Sport and the Ministry of Education. The two primary aims are:

- financial and theoretical support for high-level sport (competitive sport) in co-operation with the sports associations and centres for sport research;
- financial and organisational support for mass sports (sport for all) at central and local level in co-operation with the local authorities, clubs and other social and sports institutions.

---

<sup>5</sup>

In Greece, unlike in most other European countries, traditional youth organisations have very little real influence on society (cf. Regionale und lokale Jugendpolitik in der EG [Regional and local youth policy in the European Community], published by the European Commission, 1993, 27f.).

---

Article 16 of the Greek Constitution defines the role of sport in Greece as follows: *"Sport is under the protection and supreme supervision of the State"* (Clearing House 1997).

At national level, the General Secretariat for Sport, working under the auspices of the Ministry of Culture, is responsible for national sport planning, the monitoring of sports activities, programmes for sport development, the promotion of mass sports, the supervision of the construction of sports facilities (infrastructure), the administration of sports tribunals, the campaign to curb violence in sport, support for sport research etc.

The General Secretariat also houses a department called "Sport for all", which seeks to promote the health, environmental and social aspects of sport rather than maximising performance. There is a special youth sports programme here, one of the primary aims of which, however, is the discovery and promotion of young talent.

The Secretariat for Sport co-operates with the following Ministries on the drafting and realisation of sports policy:

- ◆ Ministry of Education: responsible for sport education and sport in universities.
- ◆ Ministry of Defence: responsible for sport in the army.
- ◆ Ministry of Public Order: concerned with violence in sport and supervising public order at sports events.

At non-state level, there is the Greek Olympic Committee which was founded in 1899 and is responsible for its own administration. The main task of the committee is the development of Olympic ideals and the sporting spirit. It is responsible for the participation of athletes in the Olympic Games and for the International Olympic Academy. The General Secretariat for Sport has approved the budget of the Greek Olympic Committee.

The second non-state sport structure at national level is made up of the 34 sports associations, 20 of which are Olympic sports associations. These are likewise responsible for their own administration, although they are controlled and monitored by the state.

The regional committees of some sports associations regulate the technical and organisational support of sport with the help of the sports clubs and associations.

---

At local level, there are federations of sports clubs which also provide technical and organisational support with the help of the individual clubs. It is the sports clubs which are at the heart of sports activities in Greece. The local departments of sport are responsible for the organisation of sports events at local level. They co-operate with the General Secretariat for Sport or the with Office of Physical Education at the Ministry of Education (cf. Clearing House 1997).

The Directorate of Physical Education at the Ministry of Education is responsible for physical education in schools. It co-operates with all the relevant authorities, including the General Secretariat for Sport, the Office of Physical Education and the Greek Olympic Committee, in pursuit of special sports programmes for schools and other sports opportunities.

The General Secretariat trains trainers who can then teach sport at special schools. The holders of such diplomas are also eligible to work as trainers in sports clubs.

One example of "best practice" in Greece is an initiative aimed at adults and young people serving prison sentences which was launched by the national committee "Sport for All" (a department of the General Secretariat) in co-operation with the Ministry of Justice. The primary objective of the initiative is to alleviate the loneliness and isolation felt by inmates and enable them to use their time creatively while at the same time cultivating personal contacts. This in turn should contribute to their personal development and the shaping of their lives once they have been released. Team sports and other sports such as gymnastics, dance, swimming and skiing are offered three times a week (cf. Clearing House 1999).

## **1.4 Country profile Ireland**

### ***The youth situation, youth assistance and youth aid systems***

By European standards, Ireland is the country with the highest proportion of 15- to 24-year-olds, who account for 17.2% of a total population of some 3.5 million. 51.2% of young Irish people claim to engage in sport on a regular basis, most of them (43.7%) in sports clubs. The rate of organisation among Irish youth is generally high, however. The Irish have a tolerant attitude towards foreigners and members of other cultural and religious communities. At 6.6%, the number of those who believe there are too many foreigners in their



---

country is not only well below the European average of 27.5% but is also the lowest rate among all the Europeans surveyed. The Irish in this age group expect to benefit from the European Union in various significant ways: 50.3% (EU average: 29.9%) expect it to help them find work and more than their peers in any other European country, they expect the EU to pave the way to a better future (49.1% as opposed to an EU average of 34.2%).

In Ireland, youth policy is drafted and realised in the context of informal education (Regional and local youth policy in the EC, 57). The Youth Directorate of the Education Ministry takes responsibility for youth matters, while general responsibility resides with the Minister for Youth and Sport. The government lays down the basic policy as well as determining the Youth Service's annual budget. In 1984, the National Committee for Youth Policy submitted a report defining the principles upon which Ireland's youth programmes were to be based. The measures adopted for young people should give them an opportunity for personal development and education, enabling them to play an important role in society as well as facilitating personal progress. The Youth Directorate promotes a series of extracurricular activities which support young people in difficult situations such as the unemployed and those who have become marginalised or entangled in the drug milieu. About half of the annual budget for youth aid is spent on projects in favour of disadvantaged youths (<http://www.irlgov.ie/educ/brief-description-iris-edu/>).

A white paper on youth employment has been drafted in co-operation with local, voluntary youth councils and affiliated youth organisations. This white paper recognises such organisations as an integral part of the education system, supports local authorities in the development of youth employment programmes and initiates a mechanism for the exposure of any shortcomings in youth work. Parts of this white paper have since been included in the Youth Service Act (1997), upon which the promotion and development of all youth service is based. A Youth Work Amendment Bill is currently under preparation.

The local, voluntary youth councils were set up in order to create a mechanism with which to help voluntary youth groups and constitutional youth organisations identify the needs of young people and develop appropriate activities. Various types of organisations now receive financial support from the government:<sup>6</sup> These include Léargas, a series of committees (youth information, art, health etc.), the local education authorities as well as voluntary youth organisations. The Youth Work Service of Léargas provides programmes

---

<sup>6</sup> Since 1988, youth aid has been financed almost exclusively by revenues from the National Lottery. In 1991, it had a total budget of nearly 12.8 million ECUs.

---

and services for the non-formal education sector. Léargas plays an important role in promoting transnational activities for young people, i.e. it functions as a youth exchange bureau and administers the various European youth programmes. The voluntary youth organisations are united under the umbrella of the Irish National Youth Council. In addition to these, there are three organisations which have remained independent for historical reasons: the National Youth Federation, co-ordinating the activities of local independent youth services, the Catholic Youth Council, devoted to youth work since 1994, and Foróige, a National Voluntary Youth Development Organisation, running local youth projects and establishing youth information centres since 1952.

### *Non-competitive sports systems and "best practice"*

The state bases its sports policy on the "European Sports Charter", recognises the independence of the various sports organisations and supports the development of sport throughout the country. The development of state sports policy is a responsibility of the "Sport Section of the Department of Education" and the "Irish Sports Council". Both of these are also active in the field of "Sport for all". The funds for all-sport programmes come from the National Lottery. On the non-state side, there is the "Olympic Council of Ireland" which is responsible for the practice of 25 different Olympic disciplines.

In deprived areas of large cities, sport is used as a tool for the social integration of young people. To achieve this, socially disadvantaged youth are given an opportunity to engage in various traditional sports such as rugby, football and Gaelic sports. Two pilot projects currently under way in Sligo and Donegal are intended to provide sports opportunities for young people after school hours.<sup>7</sup>

Opportunities for experiential learning are organised by, among others, the Cavan Centre (Residential Centre for Education and Community Development). This centre was founded in 1977 by a group of "youth and community workers" and is described as follows:

"The Centre provides a resource to promote youth and community work through education and personal development for disadvantaged and marginalised groups and communities."

Various programmes are offered, including a:

- "Programme for Community Training - Holiday Outdoor Pursuits"

---

<sup>7</sup>

Information from the Irish Sports Council.

- 
- "Residential Care Programme - Breaking the Cycle"

This is a programme for young adults from acutely deprived backgrounds. The programme aims to provide support with personal development on various levels such as health, education, "job training", conflict management etc.

- "Empowering Communities - A Programme in Training and Development Skills"

The purpose of this programme is to enable group leaders and caretakers to expand their range of skills.

Otherwise, the clientele embraces a wide range of groups, including youth groups, senior citizens' groups, needy families, homeless groups, school-children, women's groups, sports clubs and the disabled.

The activities offered include both indoor activities (e.g. badminton, drama, volleyball) and outdoor activities (including athletics, archery, basketball, cycling, skateboarding, "crazy golf", canoeing, kayaking, windsurfing, hiking, climbing, outdoor survival, orientation, adventure expeditions). These are offered either on a non-competitive basis or with pedagogical underpinning, depending on the target group in question.

## **1.5 Country profile Italy**

### ***The youth situation, youth assistance and youth aid systems***

Young people aged between 15 and 24 account for 14.7% of the total Italian population of 56.5 million. Meeting friends and sport are the two most popular recreational activities. Only in Italy did fewer than half of all youth (40.4%) list television as a recreational activity. 23.1% of them engage in sport as members of a sports club. When it comes to leisure activities, young Italians diverge from the European average in almost every respect. With the exception of sport and music, the frequency ratings for all other leisure activities are well below those for young people in other European countries. This begs the question of whether we are dealing here with a different definition of "leisure" or with completely different habits both in the social environment and within the family and religious structures which play such a dominant role in Italy. Young Italians, on the other hand, are much more likely to work in religious and/or community organisations than are their European neighbours. Such

---

involvement would certainly not be defined as recreation. Many young Italians tend to have a negative attitude towards foreigners: 36.2% take the view that there are too many of them in Italy (EU average: 27.5%) and only 3.1% believe they strengthen their country (EU average: 10.4%). Despite this, 21% believe that foreigners should have the same rights as native Italians. Like the Irish, approx. half of all young Italians (50.9%) hope the European Union will give them a better future as well as improving their job opportunities. Unrestricted travel within Europe is deemed important only by 25.5% (EU average: 34.8%).

In the event of unemployment, young Italians would be very flexible about selecting an alternative occupation, although they would be less willing to resort to retraining in a completely different field. In comparison to young people elsewhere in the EU, Italian youth is firmly embedded in the system of family care. Young people profit from the convenience of the family infrastructure right up into adulthood and their families look after them financially much more intensively as well.

Since 1996, all matters affecting children and young people have been concentrated in the Ministry of Social Solidarity. Some very specific fields, however, are also anchored in numerous other ministries, such as education, justice, the interior, foreign affairs, employment, health and industry. It is the responsibility of the Ministry of Social Solidarity to co-ordinate, control and promote those policies which are aimed at preventing the neglect and deviant behaviour of adolescents and young adults and reintegrating them in society.

The operative measures required are often initiated by the other ministries mentioned above. In addition to this, the various regions also have their own implementation rules, plans and guidelines which govern their operations and define standards of implementation and fund allocation. Many administrative and support functions are performed at local level. Italy also has a number of private executing organisations, meaning that we can indeed talk of a centrally, regionally and locally diversified range of services and initiatives in this field (cf. IJAB/Ministerio dell'Interna, 1997).

Young Italians socialise a lot, but rarely in a formal or organised setting. Many 18- to 30-year-olds engage in sports or religious activities or belong to casual groups of like-minded people in the fields of recreation, the environment, the peace movement and politics. This means that most activities run by or involving youth can be allocated to the voluntary sector. Young Italians can choose from a wide range of opportunities for social interaction. The term "associazionismo" conceals "a thousand different subcultural approaches and

---

projects, each with its individual features, which appear and disappear depending on the time and events" (Comparative Study, 103).

Italy has co-operation agreements with some 25 different countries. The Youth Exchange Office does a lot of work in this field as well as co-ordinating the European youth exchange programmes.

***Non-competitive sports systems and "best practice" (Elke Oppen)***

The first "Comitato Olimpico Nazionale" (CONI) was founded by a group of sports enthusiasts in 1907 to co-ordinate the activities of the "federazioni sportive" (sports associations) between the Olympic Games. In 1927, CONI was restructured to create an umbrella association for all Olympic and non-Olympic sports associations. Although the National Olympic Committee was created by law in 1942, it was not incorporated in the state apparatus.

Since 1959, sport in Italy has been a responsibility of the "Ministero del Turismo e dello Spettacolo" (Ministry of Tourism and Entertainment). Other ministries also do work of relevance to sport, however. It is up to the "Ministero della Sanità" (Ministry of Health), for example, to specify the criteria for health care in the field of sports activities as well as the standards of hygiene required of sports facilities. The tasks incumbent on CONI are defined as "...the organisation and strengthening of national Sport' and its 'orientation towards athletic improvement' (art. 2 of Law 4267/1942)" (Committee for the development of sport 1999, 192).

On the one hand, there are the organs of CONI, meaning the National Council, Executive Commission, Presidential Council, Accounting commission, 20 regional delegations and 95 provincial committees. On the other, there are the member organisations, meaning the 39 umbrella associations, regional associations and sports clubs. There are some 80,000 of these "Società sportive" in Italy, and the overwhelming majority of them is affiliated to the national sports associations. Even though CONI is involved in non-competitive and mass sports, there can be no doubt that its primary concern is professional and competitive sport.

When it comes to mass sports in the sense of "Sport for all", the responsible body is the *Unione Italiana Sport Per tutti* (UISP), founded in 1948. This unites approx. 940.000 members in nearly 13,000 clubs which, working on the principle of solidarity, aim to make sport accessible to all people, irrespective of age, sex, social status or physical fitness.

---

Among the projects in which the UISP is involved is the "Phoenix" project which seeks to promote the social and occupational integration of juvenile delinquents once they are released from prison. This project is part of the European Social Fund's initiative "Occupational Community Initiative/ Youthstart" and was launched in 1998 for a two-year period in Palermo, Messine, Lecce, Taranto and Catanzaro. The aim is to provide young people who have been in detention with jobs and opportunities for social contact in sport, recreation and tourism. In special training courses, young people learn about the EU and receive lessons in English as well as acquiring social skills and key professional qualifications. These courses attempt to combine theory and practice in such a way that participants learn in a realistic environment. The organisation and participation of young people in sports events are intended to enable them to find an area of employment which is both suitable and interesting. Working together with European partners in a national and international network, the experience acquired locally and the opportunities available are to be shared and expanded or developed to create feasible concepts.

## **1.6 Country profile Luxembourg**

### ***The youth situation, youth assistance and youth aid systems***

Of Luxembourg's population of nearly 400,000, 11.8% belong to the group of 15- to 24-year-olds. Just 33.9% of these young people claim not to belong to any recreational organisation while some 40% of them (EU average: 27.6%) engage in organised sport. For them, the European Union means above all greater mobility for travel, education and employment. Thanks to their linguistic versatility, Luxembourg youth rank among the keenest young travellers in Europe.

In Luxembourg, the Ministry of Youth Affairs is responsible for the following activities: out-of-school education and training, relations between the government and youth movements and organisations, the training of youth leaders and administration of youth hostels. It is also responsible for co-ordinating policies of other ministries which have a bearing on youth. Since its foundation in 1984, the National Youth Service has specialised in ensuring that young people have access to all kinds of support, that recreational organisations are promoted and youth leaders properly trained, that local authorities receive assistance with the

---

setting up and administration of youth clubs and services and that youth information is readily available - to mention just a few examples.

The Luxembourg government has a coherent youth policy intended to give young people a variety of opportunities for the development of their abilities and between 1989 and 1994, tripled its spending on youth movements to this end. The youth policy guidelines emphasise the following aims in particular: the participation of young people in society, equal opportunities for all young people and the promotion of basic values such as democracy, solidarity and tolerance. The relevant fields of action and programmes are derived from these guidelines. There are various laws affecting the lives of young people (parental responsibility, adoption, welfare etc.) and a law for the protection of young people was passed in 1992.

The General Conference of Luxembourg Youth, which embraces a variety of organisations, including political movements, youth trades unions, boy scouts and the like as well as sociocultural and recreational groups, acts as a representative of Luxembourg's youth organisations. There is also a network of information centres which provides young Luxembourgers with all the relevant information they require.

In addition to a series of bilateral agreements, Luxembourg also co-operates with the EU, the Council of Europe and the Benelux countries in matters affecting youth. This international co-operation can be broken down into four main areas of activity: youth exchanges, especially those implemented as part of YFE, voluntary services (mainly EVS), "EURO<26 Youth Card" (concessions for cultural activities) and EURODESK (youth information network).

### *Non-competitive sports systems and "best practice"*

The late sixties marked a decisive phase in the organisation of sports in Luxembourg:

"Not only was the Physical Education and Sports Department raised to the rank of an autonomous administration, it was also the time when the law began to show more interest in physical and sporting activities."

(Clearing House 1997, 1)

The principle of the subsidiary role of public authorities with relation to the promotion of the private sports movement is anchored in this 'Law on Physical Education and Sport' of 1976 (cf. Clearing House 1997, 2).

---

On the state side, it is the Ministry of Physical Education and Sports which is responsible for co-operation among the various organisations and institutions concerned with sport. These include national sports organisations, the Luxembourg Olympic Sports Committee (COSL) and the local associations. Its other areas of work include international relations and co-operation, sports insurance, sports financing, sports facilities and non-competitive and health sports. The Ministry has an annual budget of 360,000,000 LUF, of which 150,000,000 LUF is to be spent on the building and renovation of sports facilities. Approx. 70,000,000 LUF will be shared among the 42 different sports associations (Clearing House 1997, 3). Various responsibilities are spread among other ministries too, the Ministry of Education, for example, is responsible for sport in schools. Luxembourg also has a so-called League of Primary School Sports Associations (LASEP) which supports sport in schools as well as a range of non-curricular competitive and non-competitive sports activities (cf. Clearing House 1997, 6).

The National Sports Institute INS and National Swimming Centre CSNN are both responsible for their own administration as well as for that of various other sports facilities. They also organise various sports events and activities on behalf of sport associations. The tasks of the National School for Physical Education and Sport (ENEPS) include among others training and further training for people working in the field of sport as well as concerning itself with documentation, research, the organisation of conferences, co-operation with other sports institutions, the organisation of training camps in co-operation with various sports associations and the nurturing of new talent.

The National Olympic Committee (COSL) is the non-state umbrella organisation for organised sports in Luxembourg and represents these both nationally and internationally. COSL has 58 member associations.

COSL's main tasks relate to the recruitment of sports men and women for international competitions, the representation and development of both professional and non-competitive sports, the conceptualisation of educational objectives and representation of sports interests in public institutions.

The "Higher Council of Physical Education and Sports" (CSEPS) represents all ministries and organisations working in the field of sports. CSEPS has a consultative and supportive function.



---

There do not appear to be any particular projects which use sport as a tool for the social integration of young people.<sup>8</sup> The reason given for this is that sport is already structured in such a way that it is accessible to all young people, including foreigners, and therefore already has a socially integrative function. Luxembourg tends to take a pragmatic approach to such things, rather than initiating special programmes for special target groups. Furthermore, the social problems in Luxembourg are not so dire as to require instant action. This doubtless has to do with the small size of the country and its relative prosperity.

## **1.7 Country profile The Netherlands**

### ***The youth situation, youth assistance and youth aid systems***

The Netherlands has a total population of nearly 15.5 million, 14% of whom belong to the group of 15- to 24-year-olds. While immigrants and their descendants account for 15% of the Dutch population, young people account for a much higher proportion of the immigrant community than of the Dutch population as a whole.<sup>9</sup> In The Netherlands too, young people remain in education and training for a long time and so join the job market later than many of their peers in other European countries. In 1995, the youth unemployment rate of 13%, however, was much higher than the overall rate of 7% (Review of National Youth Policy, 155). While empirical studies indicate that between 85% and 90% of young people are "just doing well", this figure is declining, as it is in other highly developed countries also. This has increased the danger of young people sliding into "risk groups". The fact that more young people now smoke, drink and consume drugs, is cited as proof of this (cf. *ibid.*, 28 f.).

Sport is among the most popular recreational pursuits of young people in The Netherlands, even though only 30% of all 16- to 24-year olds are sufficiently physically active, according to the national health criteria. Sport is followed by meeting friendships and going out, music and television. One peculiarity of Dutch youth culture resides in the variety of life styles, even if these are now more short-lived and less of an expression of ideological orientation than was in the case in previous decades. It is quite common for young people to switch

---

<sup>8</sup> Information from Raymond Hastert, General Secretary of COSL.

<sup>9</sup> 38.5% of all immigrants are under 25, while under 25-year-olds account for 30.6% of the Dutch population as a whole. (Cf. Review of National Youth Policy: The Netherlands, published by the Ministry of Health, Welfare and Sport / Council of Europe, Amsterdam 1998.)

---

from one life style to another - a practice known as "style surfing" (cf. *ibid*, 127-141).

The Ministry of Social and Cultural Affairs co-ordinates youth policy in The Netherlands and is in constant contact with all those other bodies which are involved in the implementation of youth policy. The government takes a decentral issued approach to youth aid and attaches considerable importance to the priority implementation of youth measures by both town councils and other municipalities. It is these local authorities which finance and manage The Netherlands' dense network of social security, health and education services available to young people. The cabinet has declared the targets of its youth policy to be crime prevention, the promotion of youth participation at national level and improved child protection.<sup>10</sup>

There are a number of initiatives in the youth sector in which schools and youth services co-operate closely on various problems. Local and regional platforms for the prevention of juvenile delinquency, for example, provide co-operation structures linking health, education, psychiatric and nursing-care services.

Over the past few decades, the structure of organised youth work has changed significantly: Many traditional groupings have disappeared altogether or have been transformed, while new ones have been created. Sex segregation has been discontinued in virtually all youth organisations. Local youth organisations are financed by members' dues (40%) and their own earnings (35%), while grants from the government, charitable foundations and business account for just a quarter of their income (cf. *ibid*, 64f.). Like the youth councils in other European countries, the Dutch Committee 31, as a union of voluntary organisations involved in youth work, facilitates multilateral work among young people. Approx. one third of the country's 120 youth organisations are represented on this Committee. The sports organisations have by far the largest number of members, followed by the scouts, cultural and religious associations, environmental groups, trades unions, political youth organisations and other special-interest groups (the disabled, the peace movement etc.). The Netherlands Youth Group was established in 1996 to promote the interests of voluntary youth workers.

Apart from participating in various European youth projects, The Netherlands also has bilateral co-operation agreements with other European countries.

---

<sup>10</sup> Youth policy in The Netherlands covers all 0- to 25-year-olds.

---

Committee 31 is also a member of the Council of European National Youth Committees (CENYC).

***Non-competitive sports systems and "best practice"***

In The Netherlands, the development and implementation of sports policy is a joint responsibility of both the state and independent and private sports organisations. Organised sport has considerable room for manoeuvre, while the state provides financial support for organisation and infrastructure. At state level, it is the Ministry of Health, Welfare and Sport which is responsible while on the non-state side, organised sports are represented by the Dutch Olympic Committee and the Dutch Sports Federation (NOC\*NSF), which formed an alliance in 1993. This alliance has 90 member organisations which together account for some 30,000 sports clubs with approx. 4.4 million members. Besides the NOC\*NSF, there are three other central sports organisations: the Catholic Sports Federation (NKS), the Christian Sports Federation (NCSU) and the Cultural Sports Federation (NCS), which bring together an additional 600,000 sportsmen and women in 3,000 philosophically oriented clubs (cf. Clearing House 1997, N.1.).

The work of the sports clubs relies heavily on the dedication of the volunteers who run them. There do not appear to be any sports organisations aimed specifically at youth, although some of the general organisations offer special programmes for their younger members. There is fierce competition among the various organisations when it comes to recruiting youth and securing their long-term membership. A low birth rate and the loss of the sports clubs' monopoly in sport have made it difficult for local clubs to attract young people. The cultural development of youth and ever changing life styles make it difficult for sports clubs to develop attractive, up-to-date programmes which might be appealing to young people. While some sports clubs do not have any young members at all, others make a concerted effort to organise children's activities as a means of ensuring the next generation of members. Over the past few decades, youth sport has been subject to two alternating trends: "sportification" and "desportification". The former refers to the radicalisation of competitive sport and performance orientation in traditional sport. This phase was stimulated by the political role played by sport during the Cold War and has received still more tailwind from the professionalisation and commercialisation of sport. It was not until the rediscovery of the body that the "desportification" phase began. Motives such as fun, fitness and adventure caused sport to diversify as well as giving rise to a culture of physical activity quite separate from sport. It has been and still is difficult for traditional sports clubs to follow

---

such new trends, even if various initiatives have been launched with the aim of changing this situation. In addition to their promotion of performance-oriented sport, many clubs are now offering sports which do not require a binding or long-term commitment as well as more co-operative, rather than competitive games (cf. De Knop et al. 1996).

Experiential learning has established itself as an alternative form of physical activity. Even though it does not have a strong lobby in academic circles, there are nevertheless a number of experiential learning activities on offer, especially in the field of youth work. It is difficult to obtain an overview of such activities as there is no networking in this field. The experiential learning trend, however, has been in decline since the early nineties. This is probably the result of the uninformed and unprofessional way in which it is handled. The activities offered include classical outward bound and problem-solving activities such as Project Adventure. These are also aimed at juvenile delinquents and young people with learning disabilities.<sup>11</sup> One model project being monitored by the TRAP foundation will be described here as an example of "best practice".

TRAP is a Dutch organisation which was founded in 1995. TRAP's work is aimed especially at young people with serious psychosocial developmental problems in the adolescent phase as well as at young people who have fallen through the network of regular, publicly financed youth aid services. The TRAP concept includes the intensive incorporation of the young people's social milieu.

Thanks to its initiators' years of experience of work with these groups, TRAP has been able to develop a series of highly specific programmes aimed at reactivating young people. Because the young people in question often lack any kind of future orientation and have a low tolerance of frustration, meaning that they can be motivated only in their own interests, all these programmes are implemented in the form of specific projects. At the heart of these projects is a situation requiring the participants' cohabitation and co-operation in an exciting, but alien environment. Although there is always a group of young people at the heart of these projects, this group is not an end in itself. Each participant is required to draw up his or her own work plan. In the unfamiliar and completely new situation with which they are confronted, it is generally easier for these young people to distance themselves from their old habits and patterns of behaviour. The young people are given a chance to concentrate physically, mentally and emotionally on what is often a very rigid and

---

<sup>11</sup> Information from Ton Duindam, Psychologist and expert in Experiential Education in Holland.

---

inflexible routine, especially as they are generally removed from their customary social environment. The adventure situation "arouses" the need for "survival" and causes the young people to shed the kind of illusion which often arises in a "care situation". The projects work with the methods of experiential learning. With a system of action (experience) and reflection, these methods enable young people to work on their own self-perception within the rigours of the daily schedule. This self-perception can give rise to a new view of the future. Because these projects are always work projects, this approach can be pursued right up to occupational training coupled with concrete job prospects.

Many of these projects are currently under way in the Krkonose mountains in the Czech Republic, where TRAP, assisted by some young people, is in the process of renovating a campsite. TRAP also intends to launch a farm project here in future. In addition to these fields of work, TRAP also supports training programmes for institutions which work with comparable target groups (cf. 4. Bundesweite Fachtagung zur Erlebnispädagogik 1999 in Cottbus [4th Federal Conference on Experiential Learning 1999 in Cottbus] conference agenda).

## **1.8 Country profile Austria**

### ***The youth situation, youth assistance and youth aid systems***

Approx. 13% of Austria's total population of some 8 million belongs to the group of 15- to 24-year-olds. As in other West European countries, the proportion of the total population accounted for by young people is in decline and is expected to fall to just 10% by the year 2030. In Austria too, childhood now ends earlier and training takes longer<sup>12</sup> meaning that the term "youth" has now been extended to cover 12- to 29-year-olds (cf. Jugendpolitik in Österreich (Youth Policy in Austria), 6 f.). The economic situation of many young people can be viewed as critical. Some 270,000 children are on the brink of poverty and children account for one third of Austria's poor. Over half of all Austria's young people are classified as highly individualistic, meaning that they give their families, friends and their own recreational activities priority over politics, religion and society.

At national level, it is the Federal Ministry of the Environment, Youth and Family which co-ordinates the various fields covered by youth policy. To do this, it supervises and co-operates with all youth-related institutions at national

---

<sup>12</sup> Austrian youth leave home at the age of 24, on average.

---

level and is responsible for international co-operation in this field. It also performs legislative and administrative functions in the field of youth work and youth aid. Responsibility for the legal protection of children and young people, on the other hand, resides with the nine federal states. Co-operation between the youth ministries of the various states is well developed and their co-operation with the federal ministry is governed by special agreements. Two special youth laws regulate the lives of young people: One of these is the Youth Welfare Act and the other the Law on the Protection of Young People. A strict ban on all forms of violence against children is to be found throughout Austria's statute books.

The promotion of co-determination on the part of young people as well as prevention work are among the most important aspects of Austrian youth policy. Young people should be given opportunities and scope for political co-determination, the aim being to realise a youth policy "with and by young people" (ibid, 50). When it comes to combating violence, addiction, AIDS etc., prevention strategies and qualitative criteria for preventive youth work are to be developed.

Every four years, a team of experts presents the Youth Minister with a report on the situation of young people in Austria which serves as a basis for youth policy. Although there is no parliamentary committee for youth affairs, an annually convened "Parliament of Pupils and Apprentices" gives young people direct contact to political decision-makers. They also have a say in the work of the various children's and youth town councils.

Austria's most important youth organisations are united under the umbrella of the Österreichischen Bundesjugend Rat (ÖBJR) [Austrian Federal Youth Council]. The ÖBJR represents the interests of young people in Austria and abroad and perceives itself as the government's youth lobby, in which capacity it is also responsible for securing financial support for youth organisations. The ÖBJR promotes the education and personal, social, cultural and socio-political development of young people and makes recommendations on matters of national youth policy.

Besides promoting youth exchange projects, especially as part of the YFE programme, Austria also has exchange arrangements with various Central and East European and even some non-European countries. The Youth Ministry also has a contact and information office for projects and youth-related topics in Austria and Europe and so guarantees the right of young people to comprehensive information.

---

### *Non-competitive sports systems and "best practice"*

The organisation of sport in Austria is based on the work of the independent sports associations and clubs. Political responsibility for sport is incumbent on the individual states and receives support primarily at this level. The legal basis for this is the Bundessportförderungsgesetz [Federal Sport Promotion Act]. The Österreichische Bundessportorganisation (BSO) [Austrian Federal Sports Organisation] is responsible for distributing the funds available. Some lottery revenues are also spent on sport. The BSO was founded by the sports associations in 1969 as the central organ of organised sport. These associations are each responsible for a different type of competitive sport while three umbrella associations, which also belong to the BSO, are responsible for mass sports and non-competitive sport, including non-competitive youth sport:

- Arbeitsgemeinschaft für Sport- und Körperkultur Österreichs (ASKÖ) [Working Group for Sport and Body Culture in Austria]
- Allgemeiner Sportverband Österreichs (ASVÖ) [General Sports Association of Austria]
- Österreichische Turn- und Sportunion [Austrian Gymnastics and Sports Union].

The Austrian Olympic Committee is also an extraordinary member of the BSO.

The Institute for Sports Science at the University of Vienna and the Society for Integrative Outdoor Activities<sup>13</sup> (IOA) are especially active in the field of experiential learning. These work with young people on the assumption that they will accept active and experience-oriented projects as an educational tool. The aim is to teach schoolchildren and students at vocational colleges various aspects of group development, personality development and key social skills. Disadvantaged youth and social institutions such as youth retreats and sociotherapeutic homes are also involved in this work. In addition to projects for disadvantaged youth, there are also so-called "gender-sensitive projects" and projects involving large numbers of foreigners. These integrative outdoor activities are financed by schools, the Federal Ministry of Youth, the Youth Welfare Departments, workers' associations and job market services, the idea being that as other educational concepts have failed, these young people should be given an opportunity for personal development. The aim is to initiate

---

<sup>13</sup> This club does not use the term experiential learning, but instead talks about integrative outdoor activities. This is thought to be a more accurate definition of the approach taken. We are talking here about educational or sociotherapeutic activities in the world of nature involving some form of physical activity.

---

personal group-related development by presenting tasks and challenges which involve some form of physical activity. Action, reflection, execution and analysis will then give rise to learning processes at the physical, emotional and cognitive level. Special importance is attached to parallels with everyday experience and the possibility of transferring certain types of action to everyday situations. The implementation of these methods presupposes the availability of leaders who are qualified in the educational, psychological and psychotherapeutic fields as well as in sport. The types of sport offered include climbing, mountaineering, skiing, hiking, pot-holing, paragliding, kayaking, sailing and ropes courses. The methods by which the experience gained is processed are taken from topic-centred interaction, bioenergetic analysis, gestalt therapy, neurolinguistic programming, psychodrama, group dynamics and systemic therapy. While experiential learning enjoys widespread acceptance in Austria, its concrete implementation in practice could well be intensified.<sup>14</sup>

In December 1997 ASKÖ launched a project to combat the nationalistic, racial and religious prejudices and fears spread throughout the population. A total budget of 615,000 ATS which ran 1 year (cf. Clearing House). Sport was to be used to integrate immigrants in everyday life. To achieve this, a logo was designed with the slogan "Es zählt nicht woher du kommst" ["It doesn't matter where you come from"] and distributed to sports clubs, schools, homes and other institutions. All Austria's sports clubs were called upon to develop their own projects in pursuit of this objective and the best projects were rewarded with a monetary prize.

Another project launched as part of the European Year against Racism (1997) ran under the name "Fair Play. Viele Farben. Ein Spiel." ["Fair play. Lots of colours. One game."] The target group here was the world of football. The project consisted of four areas of activity:

1. The "inter-culture cup": an amateur tournament designed to bring together players of various ethnic origins.
2. The Vienna Symposium was to provide a forum for a pooling of experience and strategies at European level.
3. The media programme: the magazine "Fair Play" and T-shirts were distributed at a press conference on the topic of football.
4. A series of workshops given by professional Austrian athletes at various sports academies (cf. Clearing House 1998).

---

<sup>14</sup> Information from Prof. Dr. Günter Amesberger, Institute of Sports Sciences at the University of Vienna.



---

## 1.9 Country profile Portugal

### *The youth situation, youth assistance and youth aid systems*

Of Portugal's total population of 11 million, 16.5% belong to the group of 15- to 24-year-olds. As in many other European countries, meeting friends and watching television are listed as the most popular recreational activities. Approx. half of all young people claim to engage in some form of regular sport. The degree to which young Portuguese are organised in clubs and other such organisations is very low and well below the European average in every respect. Remarkably, only slightly more than 20% belong to a sports club. Portuguese youth appear to be quite tolerant towards members of other nationalities and cultures etc. In response to the question which kind of people make them feel uncomfortable, nearly 62% said "none at all". The Portuguese therefore come second in this respect, after the Spanish. Asked whether there were too many foreigners in their country, approx. 16% of all young Portuguese answered in the affirmative, although this figure is well below the European average of 27.5%.

In addition to the Ministry for Youth Affairs, Sport and Drug Abuse, there are seven other government organs which concern themselves with matters of relevance to youth. Primary responsibility for government youth policy is borne by the Institute for Youth Affairs. This cultivates contacts with all those concerned, provides financial and technical support for youth projects, encourages young people to become involved in the work of local and international bodies and launches various youth promotion programmes. The government has also set up a parliamentary youth committee.

At the heart of the government's youth policy are the promotion of participation and the social and economic integration of young people in society. These aims are to be achieved primarily by involving young people in decision-making processes and by the implementation of an intersectoral as well as the development of a vertical youth policy.

The government has developed various supportive legislative instruments with the aim of increasing the membership of Portugal's youth organisations. The decrees passed govern the right of assembly and the registration of youth organisations, the status of students and youth leaders and the promotion of young entrepreneurs etc.

---

Working in co-operation with national and regional associations and organisations, the Youth Institute is also responsible for co-ordinating youth work. Registered youth organisations have access to various types of funding, depending on their particular requirements. They can basically be split into three categories, although these categories are defined solely by how many members they have and how extensive they are.

Portugal co-operates with Africa, Europe, South America and the United Nations on youth matters. At European level, it participates in various youth exchange programmes under both bilateral agreements with other nations and the multilateral agreements underlying the various international organisations to which it belongs.

### *Non-competitive sports systems and "best practice"*

In Portugal, sports clubs have a long tradition dating back to the end of the 19th century. The state is involved in the organisation of sports via a special state secretariat, the Secretaria do Estado do Desporto, which is administered by three public bodies: the "Instituto Nacional do Desporto" (IND), the "Centro de Estudos e Formação Desportiva" (CEFD) and the "Complexo de Apaio às Actividades Desportivas" (CAAD). The Olympic Committee was founded in 1909 and serves as an umbrella organisation for both Olympic and non-Olympic associations. There are some 80 independent sports associations which negotiate directly with state structures. There is no single umbrella organisation which unites all the various associations. The Sports Confederation founded in 1993 represented only 69 member associations in 1997. These included 66 non-profit associations, some of which specialise in a single type of sport while others function as multi-sport federations, offering a wide range of sports, often including non-competitive sports (cf. Clearing House 1997).

Only a handful of these sports associations have a youth department with a specific youth policy. Some associations offer so-called mini-sport programmes in which rules are modified to meet the needs of children or young beginners. In football in particular, there are special training courses in which young people are taught the technical skills they require. Of the leaders of such youth-oriented activities, however, only one in four is a properly qualified trainer or coach.

In addition to Portugal's sports clubs, there are also health centres, private fitness studios and public playing fields available for non-competitive sport.

---

The highest rate of involvement in both competitive and non-competitive sport in Portugal is between the ages of 15 and 18. 84% of all males in this age group are involved in competitive sport while 77% are involved in organised, non-competitive sport. Among girls, however, only 16% of those aged between 15 and 18 are active in competitive sport and only 23% in organised, non-competitive sport. Among boys and young men, the most popular types of sport are football, swimming and athletics whereas for girls and young women, it is gymnastics, swimming, aerobics and dance which are the preferred disciplines. Girls are gradually taking up more and more of the sports which have traditionally been reserved for young men, however. Large numbers of young people engage in non-competitive activities on an informal basis, beyond the scope of organised sports. Such sports as jogging, football, cycling, tennis, surfing and inline-skating are all very popular. While many local clubs, gymnastics studios and fitness centres are trying to facilitate more open opportunities for sport, most sports clubs prefer to specialise in a single type of sport and have competitive ambitions. Apparently they have failed to open their doors to new and alternative types of sport (cf. De Knop et al. 1996).

One initiative which can be cited as an example of "best practice" is the holiday sport programme developed by the IND which in 1990 attracted some 250,000 participants. At the same time, approx. 5000 young people took part in a programme for disabled youth. Many towns not only support sport in schools but also have alternative sports programmes of both competitive and non-competitive sports as a means of reaching those young people who do not engage in sport either at school or in a club (cf. De Knop et al. 1996).

## **1.10 Country profile Sweden**

### ***The youth situation, youth assistance and youth aid systems***

Young Swedes aged between 15 and 24 account for 12.4% of the total population of approx. 8.7 million. As in most other European countries, music, TV and meeting friends are all popular among Swedish youth. Sport is also a popular recreational activity, although it tends to be associated with prestige and social recognition. In 1995, nearly 50% of all 13- to 25-year-olds were organised in a sports club. Sweden has always equated the widespread participation of young people in organised activities with an effective youth policy and hence has done its best to promote this. In 1995, therefore, 80% of all Swedes in this age group claimed to belong to some form of club (cf. Bohlin 1999).

---

In Sweden, the co-ordination of youth policy is a responsibility of the Youth Affairs Department of the Ministry of Public Administration, supported by the Consultative Committee for Children and Young People. The National Council for Youth Affairs is entrusted with the task of investigating the living, training and working conditions of young people and ensuring that national youth policies are applied. It is also the responsibility of this Council to promote grass roots activities and to ensure that all young people, irrespective of their social background and, in particular, their sex, are offered adequate recreational opportunities. The Swedish Youth Council has developed a project which aims to get more young people involved in the political, socio-political and cultural life of the country.

The Swedish statute books do not contain any laws aimed specifically at young people. The Social Security Act merely requires town councils and rural municipalities to provide the necessary prerequisites for the personal development of children and young people. When it comes to the organisation of young people, there is a law governing how youth organisations are to be funded. NGOs involved in youth work are thought to play an important role in the democratic education of young people and this is reflected in the financial backing they receive.

The National Council of Swedish Youth Organisations functions as the international representative of Swedish youth while the Foundation for International Youth Exchange is responsible for collecting and disseminating information on and promoting youth exchange programmes. Those international organisations of which Sweden is a member, above all the Nordic Council, the Council of Europe and the European Union, provide it with a context for international co-operation on youth matters. Sweden also runs youth exchanges with the so-called "Third World" as part of specific projects such as the "World Programme for Youth".

#### *Non-competitive sports systems and "best practice"*

Sport in Sweden is a large and independent movement run largely by the Swedish Sports Confederation. The administration of the various sports associations is financed by the government. On the state side, it is the Ministry of the Interior which is responsible for sport. The Swedish Sports Confederation is responsible for the promotion, development and co-ordination of activities within the Swedish sports movement as also for decisions on doping, children's sports and youth sports, the development of professional

---

sport, the promotion of sport for particular target groups (e.g. women, immigrants, the disabled) and international relations. Some 65 sports associations belong to the Sports Confederation. At local level, there are 38,000 clubs with 2,500,000 members (cf. Clearing House 1997). It is estimated that nearly half the Swedish population aged between 7 and 70 is a member of a sports club. Two thirds of all boys aged between 7 and 15 and approx. one half of all girls in this age group belong to a sports club (cf. [www.svenskidrott.se/english/model.htm](http://www.svenskidrott.se/english/model.htm)). The system relies heavily on the personal dedication of numerous volunteers and on financial support from the government.

The experiential learning approach has been adopted by, among others, the University of Linköping's *Centre for environmental and outdoor education*, founded in 1993. Here, outdoor activities are offered as a means of complementing textbook and classroom learning situations. This institute examines learning effects in relation to the natural world. The basis of all learning is assumed to reside in how we experience our environment. Diverse urban, rural and wilderness environments provide alternative settings for learning which can complement closed lecture theatres and libraries. One important aspect of "environmental and outdoor education" resides in its understanding of mankind and the position of society at both local and global level (cf. [www.liu.se/esi/fmup/engforum/envad.html](http://www.liu.se/esi/fmup/engforum/envad.html)). Working in co-operation with the *European Institute of Outdoor Adventure Education and Experiential Learning* and other such institutes throughout Europe, the institute wants to create an international masters degree in outdoor education. Besides its formal application at university level, experiential learning in Sweden is also used as a means of promoting the personal development of children and young people with special needs (e.g. with disabilities or learning disorders).

One example of "best practice" when it comes to youth work is the project bearing the name "Great Little Bear and Charlie Darkskin", which in 1995/96 was sponsored with a budget to the tune of 300,000 Swedish Krone (200,000 of which came from the Swedish Sports Confederation). The sporting motto "everyone's right to participate" encourages participation in sport as a means of combating violence, racism and drug abuse. The aim is to teach young people

"that everyone has:

- the right to live in freedom without interfering with the life of others,
- the right to work so that we can keep ourselves,
- the right to think, feel and believe as we want to,

- 
- the right to say what we want and to meet whoever we like without punishment." (Clearing House 1999, 57).

The youth activities organised as part of this project included the acting out of a well-known comic strip (Great Little Bear and Charlie Darkskin) on various occasions followed by group discussions on the content with a view to various aspects of intercultural understanding.

---

## **2 Case studies in 5 selected countries**

The 5 case studies were prepared for the EU countries Denmark, France, Great Britain, Spain and Germany. The 5 countries were selected in accordance with the criteria described in the interim report.

---

## 2.1 Case study Denmark (Elke Oppen)

The empirical survey for the "Denmark case study" was carried out during the period from 29<sup>th</sup> July to 7<sup>th</sup> August 1999 in Denmark (Slagelse and Copenhagen). In all, nine experts from different institutions were questioned (see overview at the end of this chapter).

### 2.1.1 General country profile

"Denmark is a culturally homogeneous society relative to a common ethnicity, history, language and religion" (Ibsen/Ottesen 1996, 101).

Denmark is a welfare state with a constitutional monarchy. Since the end of the Second World War, the country has developed into a modern high technology society. "As matters stand today, the Danes have one of the most successful economies on earth. Few among the OECD nations produce more per capita" (Organisation for Economic Co-operation and Development/Directorate for Education, Employment Labour and Social Affairs 1999, 2).

The country is organised into 14 counties and 275 municipalities, whereby Copenhagen and Frederiksberg are not counted as counties (cf. Bacher/Kristensen 1999).

The population stands at 5,294,860; of these, one million people are under 17 years old and more than a million are over 60 years old (cf. table 1). The proportion of immigrants accounts to 6.6 %.

**Table 1: Population distribution by Gender and age on January 1998 (Statistics Denmark 1999)**

	<b>Women</b>	<b>Men</b>	<b>Total</b>
<b>Total</b>	<b>2,615,669</b>	<b>2,679,191</b>	<b>5,294,860</b>
0-6 years	247,141	234,571	481,172
7-14 years	241,098	229,378	470,476
15-17 years	87,239	83,731	170,970
18-24 years	246,285	238,122	484,407
25-59 years	1,345,250	1,302,206	2,647,456
60-66 years	163,436	174,680	338,116
67 years or older	285,220	416,503	701,723



---

### **2.1.1.1 Outline of the youth situation in Denmark**

21 % of the Danish population are children and youths between the ages of 6 to 18 years. Between the ages of 6 to 17 years they attend the so-called "folkeskole", that is the official primary and lower secondary school (municipal primary and lower-secondary school). This means, in Denmark a nine year obligation to attend the "folkeskole" exists. The possibility to attend grammar school for a further 3 years is not available until the 9<sup>th</sup> year has been completed. Youths who do not change to the grammar school generally complete a 10<sup>th</sup> year in school.

Within the school around 10-15 % of all pupils of the "folkeskole" receive additional special instruction, when they have problems in a specific subject. Around 2 % of the youths attend a special class at the "folkeskole" or less commonly at a special school. With the offer of these special schools, schooling and learning problems are much less a problem for the youth welfare as they are in Germany's case for example (cf. Flügge/Kreuzer 1999, 224).

School begins at 8.00 a.m. and, depending on which year the children are currently attending, can last until 3.00 p.m.. Thereafter, the children and youths are not cared for by the school, rather they make use of extensive offers in recreation and non competitive sport. Among other things, a so-called "Club-offer" is available, of which 20 % of the 10-20 year olds make use of. The staff see to it that each youth receives 30 minutes of personal training on average (cf. Flügge/Kreuzer 1999, 224).

In addition to the education programme ("Education for all"), during the past 30 years an extensive network of child carers has been built with special regard to the provision of child day care centres. It is planned to raise the level of provisional care to 86 % before the year 2000. Care is normally "full time" with high flexibility and an orientation towards the care that is really required (including such things as opening on Saturdays and the possibility of overnight care). With the expansion of this care network, the percentage of women in the working population grew to 46.5 % in 1994. The difference to the male working population (53.3 %) lies under 10 %-points(see Flügge/Kreuzer 1999).

Since the 1950s, the time spent by a Danish child and/or youth in an institution has tripled. This institutionalising has lead to children being obliged to participate in the activities planned by adults and that they are no longer free to decide what to do with their free time. That means, the free time that they would possibly plan to use for self organised sport is limited:

---

"In Denmark, there is only a small amount of organised voluntary school sport (after school), and organised sport is very rarely offered at the "leisure-time-care facilities at school," nor is there room for sporting activities" (Ibsen/Ottensen 1996, 102).

In Denmark the amount of psychological examinations and consultations that could not be connected to learning problems have risen in the last few years, and both teachers and parents report a discipline problem with the children. Therefore, the question arises as to whether there is a connection between the increasing institutionalisation and the children's disciplinary difficulties (see Flügge/Kreuzer 1999, 226).

#### **2.1.1.2 Structure of youth work and youth policy**

In Denmark is not only one ministry is specially responsible for youth questions. The ministries for education, social, employment, culture etc. are also responsible for issues concerning children and youths.

For instance, questions concerning the work of the Danish Youth Council are dealt with by the education ministry (see Ministry of Education).

"It is this Department that is also responsible for co-operation in the youth sector with the Council of Europe, the European Union, the United Nations Organisation and the Nordic countries. It is further responsible for the drafting and implementation of legislation on adult education and the organisation of their leisure-time activities. And finally, it has been entrusted with the task of funding and regulating the activities of youth and sports organisations and providing support to national associations active in this area" (<http://www.uvm.dk/Gammel/kap2.htm>).

In 1997 the Danish government instigated a 10-point programme to improve the youth situation. This included the following objectives (cf. Ministry of Education 1998, 3):

1. Influence and responsibility
2. Education for all young people
3. Full employment for young people
4. International qualifications
5. Access to information technology for the young
6. Improved guidance and counselling

7. Establish a base in life
8. Well-functioning housing areas
9. Cultural variety
10. Knowledge about young people

Education is held in high esteem holds high importance in Denmark, underlined by the following quote: "Education seems almost to have attained the status of a national religion in Denmark" (Organisation for Economic Co-operation and Development/ Directorate for Education, Employment Labour and Social Affairs 1999, 5), and consists of four levels, after kindergarten and pre-school comes primary school, then "Youth education" followed by "Higher Education" (cf. table).

**Table 2: Danish Education System**

Diagram of the Danish education system							
Age	Higher Education (age 19+)	Short-cycle courses		Medium-cycle courses	Long-cycle courses		
19							
18	Youth education (age 15/16-18/19)	Social and Health Education	Vocational Education and Training	Upper secondary level	Vocational upper secondary ("HHX"+"HTX")		
17				General upper secondary			
16				("Gymnasium"+"HF")			
15	Compulsory Education (age 6/7-15/16)	"Folkeskolen"  Primary and lower secondary school  1st-9th/10th class					
14							
13							
12							
11							
10							
9							
8							
7							
6	Pre-school (age 0-6)	Pre-school class					
5		Kindergarten Crèche					
4							

Source: <http://www.uvm.dk/gammel/kap2.htm>

The Danish education system altogether boasts a large proportion of "non-school educational activities". Apart from youth associations there are youth clubs, sporting organisations, alternative lifestyle movements, and a programme for the "open university". The budget is mainly split between "non-school

---

federations and other educational groups on the one hand, and sports associations, youth clubs etc. on the other" (<http://www.uvm.dk/Gammel/kap2.htm>).

Denmark's "Folk high schools" (Folkehoejskole) are relating many in number and well scattered – they are independent boarding school's outside the formal school system. Around 60,000 Danes from just about all social classes attend these schools each year. The idea for the "folk high schools" extends back to around 100 years ago and "they have been the educational basis of voluntary associations life in Denmark" (see. International Youth Leader Education Programme). There are 104 folk high schools, of which 12 – 15 are specialist gymnastic and / or sport high schools (Sporthoejskole) with pupil numbers ranging between 30 and 130.

The folk high schools are free self determining schools, and although the state covers 80 % of their costs, it does not have a say in the topics offered by the schools. The folk high school concept sees to it that the individual schools create their own curricula (cf. International Youth Leader Education Programme).

The folk high schools are attended as streaming courses, whereby the course duration for the individual pupils varies between 3 and 8 months. In the past years it has been shown that short courses are always preferable. In the sport high school in Slagelse, two courses of 4 months each have proved to be sensible.

At the beginning of the 1990s the number of participants began to decline, so much so that people in Denmark began to talk about a crisis in the folk high schools. Towards the end of the 90s though, the number of pupils has re-stabilised (Research Institute of Sport, Body and Culture).

An aim of the folk high schools is the creation of a school network, so that ex-Danish, as well as foreign pupils, can communicate with one another. With that, the structure for international exchange is created. Communication is carried out using a circular newsletter or over the internet. The concept of this cultural policy is based on the idea that the young people of a particular country organise association work perhaps, and exchange this with other youths in foreign countries (cf. Eichberg).

---

Within the framework of the "International Youth Leader Education" the network also operates in co-operation with the "International Sport and Culture Association" (ISCA, cf. chapters 2.1.1.3 and 2.1.2.2).

The Danish Youth Council (DUF), formed in 1940, is the umbrella organisation for around 70 child and youth organisations in Denmark. It sets the basis for voluntary work with children and adolescents.

"As an independent body, the Danish Youth Council deals with problems relating to young people directly with the relevant ministries" (<http://www.uvm.dk/Gammel/kap2.htm>).

All members of the DUF work with children and adolescents and have a democratic base structure.

"Democracy and the participation of children and young people are at the heart of DUF's work on all levels, from local chapters in Denmark to the European Union and the United Nations" (cf. Danish Youth Council, 4).

The general objective of the Danish Youth Council and its member organisations is the active participation and integration of children and youths into Danish society.

Financing for the youth organisation comes from lottery income.

"DUF distributes the lottery-funds to the member organisations for the Ministry of Education and following approved guidelines, according to criteria such as democratic structure, size, geographic diversity, and international activities. Local organisations also receive support for activities and meetings from the municipalities in accordance with the Act on Volunteer Work" (Danish Youth Council, 8).

The problems of youth have changed in Denmark during the last decade. In the 1980s, youth unemployment was high and study places were rare. (cf. Ministry of Education 1998). In the 1990s this situation has clearly changed. Denmark has one of the lowest rates of youth unemployment. Out of those youths under 20 years of age in the year of 1996, 2 % were unemployed and from those between 20-24 years, 74 % have employment. (cf. Organisation for Economic Co-operation and Development/Directorate for Education, Employment Labour and Social Affairs 1999).

---

Some apprenticeship places remain vacant, because there are more places and training programmes on offer than there is demand for them:

"Young people are in demand today and have only to pick and choose among the various offers. (...). Several countries in Europe are developing youth policies. The basic principles of these policies are remarkably different. In some countries the drive to create a youth policy is based on the fear that young generation will be "lost" while they struggle with problems like youth unemployment, economic crises and youth marginalisation. In Denmark, the opposite is the case: we have favourable economic conditions, with ample opportunities for training and jobs for the young. But it is important to ensure that the young generation should come to terms with the society of the future. Our youth policy shall contribute to providing the framework and making the opportunities visible and concrete" (Ministry of Education 1998, 5-6).

One of the main problems with the Danish youth as far as the education ministry is concerned, is that the rate of youths without any "formal education" stands at 15 %: "Non educated persons have weak possibilities in the labour market (...) and 15 % per cohort is a lot of individuals. It is considered to be a big problem and a lot of effort is put in to making the situation better" (Ministry of Education). An effort is being made to have 90-95 % of the youth generation complete a formal youth education by the year 2000.

To achieve this objective the youth are being offered numerous alternatives and programmes:

"The system tries to attract and retain all young people, no matter what their interests, motivation and talents. And personal, educational and career guidance are widely available at all points within the system, to try to make sure that young people do not drop out without their problems being detected and addressed in a way suited to their particular circumstances" (Organisation for Economic Co-operation and Development/Directorate for Education, Employment Labour and Social Affairs 1999, 40).

As an example, the EGU Programme (vocational basic training) is a special programme to broaden the educational chances of these youths, which was introduced by the education ministry in the year of 1992. The UTA initiative (Education for All), started in 1993, shows the lengths the government is going to make it possible for all youths to complete formal education.

---

The problem of rivalling youth rocker gangs was during the 1980s and the beginning of the 1990s more apparent than it is currently and related / relates to only a low proportion of the youth. These problems were not given any great significance by the experts.

According to statements made by experts, Danish youths are much less likely to resort to violence than youths in other European countries. This is especially poignant for sport and/or spectators of sport. The experts of the sport organisations and the ministry believe that the problem of "Hooliganism" in Denmark is practically non-existent. In fact, quite the opposite; the Danish fans see themselves as "Roligans", which means more or less "Peaceful fans".

It looks as though the youth problem in Denmark is not so distinct as in other European nations, apparently due to sport and culture function in the context of a solid welfare system and a well developed democracy (report Denmark, 5).

#### **2.1.1.3 Organisation of youth sport**

Sport in Denmark is intertwined with three marked sectors: the government, the private sector and the civil society. In the civil sector 3 sport organisations exist:

- DIF, Danish Sports Confederation and Olympic Committee,
- DGI, Danish Gymnastics and Sports Associations,
- DFIF, Danish Federation of Company Sports.

In Denmark in contrast to other countries there is not only one national sport organisation.

"The reason for this is that the ideas, objectives and purposes of the sport organisations differ. That's why it's important that the associations have a free choice, to create and organise their activities the way they want to. The associations decide for themselves which national organisation they wish to belong to." (<http://www.dgi.dk>).

They are able to be members of all sport organisations.

Financing of the three Danish sporting associations is processed by the Ministry of Culture and runs at around 500 million DKK per year. The money comes from the lottery society, or in other words, from the Danish people (cf. <http://www.dgi.dk/informationsdata/english.asp> 1999).

---

The DFIF, the smallest of the three sport associations, dedicates itself to company-facilitated sports activities and shows a distinctly broad sporting pull. The make up of the DIF and DGI sporting associations goes back to the developing society of the 19<sup>th</sup> century. That was when the English term "sports", orientated towards the achievement principle, was accepted into the common culture of towns. The DIF followed this principle of Olympic amateur sports, DIF concerning itself with the interests of the 57 specialist and member federations and also encompasses the Olympic committee. It is orientated more or less towards performance and competition. The DIF has around 11,000 member associations and 1,542,000 members.

Conversely, the DGI stems from the country - farmer culture and brought folk gymnastics to the fore (cf. Eichberg 1995, 123). With around 1,400,000 members (5,500 local associations), the DGI is numerically as strong as the DIF, but concentrates more on "folk sport". It sees sport as tightly incorporated with culture and social values. Of the DGI's 1.4 million members, around half (695.627) are children and young people under the age of 25 (cf. DGI Information 1998).

The DGI is a movement orientated not just towards offering specific types of sport, but also covering a broad range of sporting activities. The DGI has 25 regional committees and works intensively on a local level. The adult education schools also play an important role in the DGI's work – close co-operation exists between these two organisations (cf. chapter 2.1.1.1).

An objective of the DGI is, through sport and other cultural activities, to strengthen of the work of voluntary associations voluntary work and with that, to promote general folks education. The DGI was originally an amalgamation of sport and youth associations, which is why the young remain an important target group of the DGI. Young people are just as important to the DIF as a target group, especially as a new generation of recruits for national and international competitions (cf. Clearing House 1997).

Voluntary associations form the basis of Denmark's sport system. Altogether there are around 13,000 sporting associations, which are spread around the country, equating to "a sport club for every 400 people" (Ibsen/Ottensen 1996, 102), and the network of local sporting associations in Denmark is very well developed.

The level of organisation in sport associations in Denmark is relatively high. According to a statement by a representative of the sport organisations, nearly



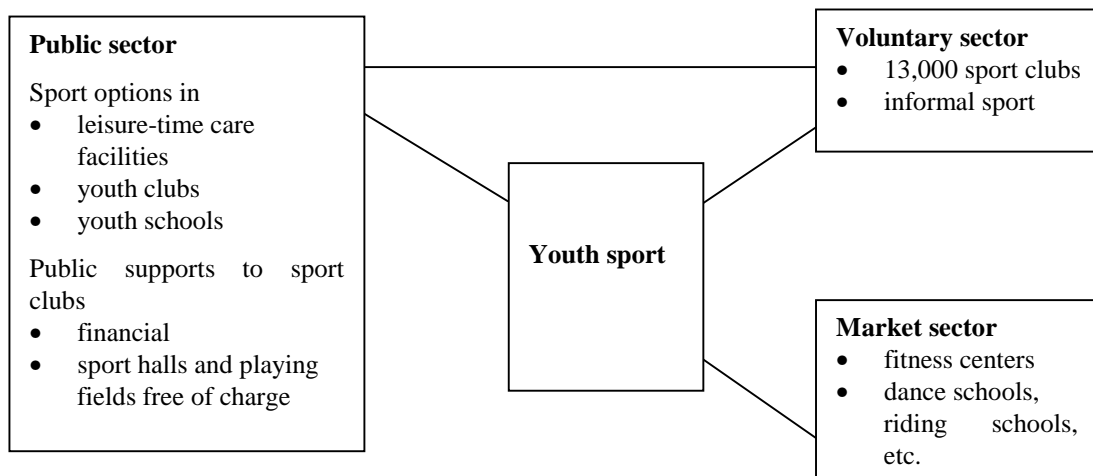
---

every Danish child was a member of a sporting association at least once during their life. This also confirms the research: "About 6 out of 10 children go to sport clubs and 9 out of 10 children have engaged in sport in a sport club at some time" (Ibsen/Ottensen 1996, 102).

In Denmark, there is organised youth sport in the voluntary, public and commercial sectors (see illustration 2). To begin with, Danish children and youths use the voluntary system, that means, the sporting associations.

"8 out of 10 children practice sport, 6 of these are members of sport clubs, and only 2 out of 10 practice sport outside a sport club" (Ibsen/Ottensen 1996, 105).

**Illustration 2: The organisation of youth sport in Denmark**



Even in Denmark though, there is a decrease in the number of youths joining sporting associations, and in comparison to 1972 (at 48%) the proportion of youths had fallen in 1992 to 40%.

"As children and young people grow older, their leisure-time interest change, and many organised sport activities note a high dropout rate among young people" (Ibsen/Ottensen 1996, 107).

This withdrawal from sport by the youth has been an occasion for critique for many years. At the beginning of the 1980s the DGI launched an attempt to form a more long-term bond between young people and sport.

"(...) the DGI held the first courses in a completely new form of youth sport in which play and all-around movement training predominated at the expense of

---

competition and learning specific sport disciplines. At the same time, special educational and inspirational material was developed, including ideas and suggestions for games and activities for children, and instructors for courses in the new youth sport were trained" (Ibsen/Ottensen 1996, 110).

In Denmark, close co-operation has developed between the sporting associations and the schools in some communities. Some schools offer voluntary sports after lessons have ended (cf. Clearing House 1997, 5).

*The movement "Sport for all" – Points of contact in Denmark*

The DGI is a "Sport for all" organisation. According to DGI's philosophy, the offers should be aimed at all members, regardless of their sporting ability. In order to find partners interested in co-operation in Europe and the rest of the world, the DGI played a very active role in the formation of ISCA (International Sport and Culture Association). The international organisation was formed in February 1995. Denmark was and is (with Iceland and France) one of three main sponsors, and has taken on the running costs of the ISCA in order to establish an office in Denmark.

ISCA considers itself to be "a youth organisation heavily involved in sports. Sport is an instrument to educate people." The objective and purpose of the ISCA is to offer, "Sport for all", meaning sport in a very broad sense of the word and as involving cultural aspects (cf. ISCA; [www.isca-web.org](http://www.isca-web.org); [www.dgi.dk](http://www.dgi.dk)).

According to ISCA, all athletes should have the chance to participate in international exchanges - not just the few world elite athletes.

ISCA organised

"sport camps, which were not focussed on winners or losers, but on bringing youth together and giving them a lot of things connected to sports – important is the cultural part and in this way to open their eyes to what sport also can be" (ISCA).

ISCA encourages participation in the broadest sporting and cultural activities. Through this, the organisation hopes to contribute to international understanding.

In order to achieve this aim, ISCA organises seminars, exchanges between member organisations, and one large and several small festivals each year, in which several thousand youths and members from up to 30 countries come

---

together. An offer of 20 different sporting activities is not uncommon there. ISCA also contributes to the organisation of the "International Youth Leader Education" (cf. chapter 2.1.2.2).

With this offer ISCA encourages a

"mixture of sport, culture, policy and lifestyle to bring youth together, to develop international understanding and connections across borders and religions also as cultural contacts, political points of view, colours of skin etc. They want to offer an alternative to the sport national standardised monopolised sport".

One of the DGI's international activities is the exchange of trainers, for instance, in gymnastics, handball, tennis, football and sporting activities for the disabled with Costa Rica, South America, Tanzania, Thailand, Uganda and Zimbabwe for example. The DGI gymnasts have rekindled an old tradition. For one year they took part in world tournaments and showed elements of Danish gymnastics to other nations at festivals, small presentations, and workshops(cf. DGI).

#### *State responsibility for youth sport*

Since 1976 the Danish Ministry of Cultural Affairs has been responsible for sport. Up until then, it had been the responsibility of the Home Office (see Eichberg 1996). The Ministry of Education is responsible for school sport and its sporting installations (cf. Clearing House 1997, 2).

All three national organisations receive financial assistance from the government and can through this, almost independently from one another, follow their aims and programmes.

Making the Ministry for Culture responsible for sport was more than just an act of technical administration: It underlines the founding principles and ideas for sport in Danish society.

#### *Excursus: the term "Sport" in Denmark*

A uniform definition of the term "Sport" does not exist internationally. Especially with the expansion of sport in 1960s and the continuing differentiation in sporting activities, a uniformity of the term becomes increasingly harder.

---

In Denmark, two definitions of sport exist: On the one hand there is the traditional term, which is related to the type of sport and shows a high degree of organisation and structured competition. On the other hand the Danes talk about something called "Idraet", a sporting term which is hard to translate and loosely means "peoples sport".

Two different beliefs are behind the word "sport". On the one hand the "Sport for all"-thoughts of the DGI and on the other, the structured competition and achievement orientated sporting philosophy of the DIF:

"Behind the word sport there are so many different ways of thinking – we use the same word as DIF, but we have a very different thinking" (ISCA).

The philosophy of the ISCA and the DGI lean towards the ideas of Pierre de Coubertin, although those responsible are also aware that these ideas are hard to realise.

#### **2.1.1.4 Sport as a tool for the social integration of young people – Current situation**

All of the experts questioned were of the opinion that sporting activities can be a suitable method to socially integrate the young.. The success of this integration mainly depends on which sport and how it is taught.

"Sport and sport clubs can be used as a starting point for the formation of networks of various types, to give (leisure) lives a meaningful content, and to create coherence and wholeness in the everyday lives of the members" (Ibsen/Ottensen 1996, 113).

In Denmark there were and still are various projects to integrate the disadvantaged. These measures are currently run in co-operation with the sporting organisations, the Ministry for Education and the Ministry for Culture. Both the sporting organisations of the ISCA and DGI emphasise the importance and meaning of sport for integration into society:

"It's a part of our normal responsibilities as non governmental associations with a responsibility for the whole civic live in a civic society". (ISCA)

ISCA describes its programme as a "mixture between social projects and sport projects" with differing main points, for instance; it has a carried out

---

conferences on "Sport as tool for social integration for immigrants" and also special projects for disadvantaged youths. Furthermore, an ISCA project for "Fair Play" is being carried out (also outside of sport) and during 1999 the international sport organisation aimed its attention at the youth.

It has been shown that sport is for example a way of reaching and integrating young refugees and immigrants into Danish society. That's why the DGI are demanding special measures which have the integration of foreigners as their objective.

The National Agency also has individual special projects focusing on sport for disadvantaged youths in their programmes, for instance; a riding project for girls with eating problems, for mentally handicapped or underprivileged youths. Joint programmes for disadvantaged and non disadvantaged youths are also offered (cf. National Agency).

The National Agency sees sport as an important basis on which to further build cultural work. Sport creates a good atmosphere and makes contact to one another much easier. "Sport is a good way of breaking the ice – getting the people to integrate quickly" (cf. National Agency).

#### **2.1.1.5 The role of sport in youth exchange programmes**

The Danish National Agency is "a private non-profit organisation, established in 1989 by initiative of the Danish ministries of Education, Culture and Employment. Its activities are financed by grants from the European Commission and the Danish ministries, and by user payment" (cf. [http://www.icu.dk/engelsk/uk\\_more.htm](http://www.icu.dk/engelsk/uk_more.htm)).

The Danish National Agency is based in Copenhagen. The main task of the National Agency is the administration and co-ordination of European youth programmes (for instance; Socrates, European Voluntary Service, Youth for Europe) and the information and education of youths. Around 3000 to 4000 youths are integrated into these programmes each year, and girls and boys both represent 50 %. The ages of the participants varies mainly between 15 and 22 years.

Usually the YFE exchange projects take place between April and October, and during winter there are very few offers. An "intercultural learning" ("to know better the country and the culture") through the exchange of youths from

---

differing nations is seen as an important objective of the programme, and sport can play an important role here.

Between October 1997 and July 1999, altogether 114 YFE projects were offered, of which sport played a major role in 26 of them.

Conversely, for the "European Voluntary Service" there were hardly any projects that focused on sport, but there were many projects where sport played a minor role among many others components.

As a rule, various sporting possibilities are offered in the programmes, this means there was no focusing on any one particular type of sport. The National Agency named the sports on offer as: "Mainly sports outdoor activity as canoeing, hiking, climbing, water sports, football and basketball". Only in a minority of projects was a specific type of sport with a special objective the focus of attention, such as a riding project for mentally handicapped youths in Iceland.

Possibilities for physical activities in Denmark, such as those for inline skating, show the same trend as those for other European nations. Within the framework of the exchange programme however, this trend has not yet made itself noticeable in the shape of offers: "Inline is trend in Denmark, but not in projects".

The results of the EVS and YFE programmes, which were researched through the databases, have already shown that sport is named in many programmes as a free time activity, but its function is not further specified and sport just plays a minor role. This minor role for sport is also largely intended in the Danish projects: Sport is a component part in around 75 % of all projects, which means; the possibility to take part in sport exists, but it is not a formal component.

"In general sport is not rated as high as other intercultural instruments like drumming, theatre, workshops dealing with intercultural relations" (cf. National Agency).

Culture is given more emphasis than sport in the programmes, though sport in Denmark is different than in other European nations and seen as a part of the culture (cf. chapter 2.1.1.3).

---

Programmes with a strong focus on sport are deemed to be less worthy of promotion. In order to receive promotion, it is therefore important that in addition to sport other cultural aspects are included in the programmes objectives:

"We also are influenced by the general opinion about Sport being a lower ranking instrument in the intercultural learning. So we would not grant projects focussing only on sports. (...). It could not be - let say - young people meeting to play football, there has to be other elements in the programmes " (National Agency).

If the National Agency are talking about sport, then it is based on a broad meaning of the word in terms of "physical activity", that implies that understanding is not just limited to the types of sport, rather implicates natural living and movement, which are not evolved from the traditional concepts of sport types.

Mainly team sports are seen as suitable sporting offers within the programme.

"Team sport - you have the real value for the social exchange (...). To combine team sports with other elements getting to know the culture that you are visiting" (National Agency).

"Canoeing" was named as an example, because here, everyone literally does "sit in the same boat" and must support each other and work together. This is just as important for personal development as it is for social integration.

Altogether, the National Agency pushes adventure sport and nature, which are experienced as a group, to the fore, the aim here is not competition among youths, rather the collective solving of tasks, where personal experience is shared as a group. Sport makes the programmes more dynamic and integration much easier, especially for difficult youths. According to the National Agency's perception, by using sport, social integration into the programmes is much better. For this reason, sport is a suitable method to improve the exchange of youths within the programmes both at a national and international level.

According to the estimates of the National Agency, youths profit from participating in the programmes, because they become much more independent when they leave their normal environment and return to their own countries with new confidence. When the youths return home, positive personal changes can be perceived. The Agency is made aware of this through conversations with the youths and / or the parents.

---

In some rare cases problems can develop during the exchange programme, but a lot can be done in advance to avoid problems between the youths. To begin with, the general conditions have to be right, for instance; the participants age should be about the same, they should bring similar pre-experiences with them and they should be aware of what to expect.

The youths should be given a chance early on to meet each other in normal situations or in a sporting situation, as language barriers can be easily demolished through this. Only in very rare cases must a youth be returned home. This is more likely to happen with EVS programmes however, if for instance the youth is homesick.

In order to ease the youths relations with their temporary residence and with the native youths, the National Agency sees a chance for sports, for instance; through an integration of the youths into sporting clubs:

"It is a very good option, some sport clubs are more open than others, but in general it is a good way of meeting people" (National Agency).

The Danish National Agency has contact with other institutions and organisations, that work with youths. For instance, exchanges exist between the Danish Youth Organisation, and the association of Youth clubs and Youth centres, the Youth schools, the ministries and with the sport organisations. Currently no contact exists with the research institutions and universities / institutes for sporting sciences.

In the Danish National Agency there is no position especially intended for "Sport and Youth". Questions which arise concerning these are answered by different employees:

"To small country to integrate one person in the Agency which take care for the interface of sport and youth, they want to use the experience of experts" (National Agency).

The National Agency would like to see the potential of sports within the programme better utilised in the future.

"(...) to develop a common understanding of the value of the sport and the meaning of the useful of sport – to bring young people together. (...). European programmes – there is room for more activity – higher focus on well-behaving" (National Agency).



---

### **2.1.2 The potential of and obstacles to programmes with an emphasis on sport and physical activity**

In the European exchange programmes EVS and YFE, sport is explicitly not accepted and accordingly not promoted if it is directed towards performance and competition.

If sports are mentioned in these European programmes, it must be strongly considered that such sports are meant in the sense of the Danish word "Idraet", which more or less means "peoples sport". The movement "Sport for all" offers good connecting points to the EU programmes.

During a survey of the EVS and YFE programmes in Denmark, it was shown that some projects were present alongside other cultural aspects, but the focus of the programmes was rarely based on sport. Sport was pushed as a central theme and/or used for social integration in only a very small proportion of Danish projects.

The structures and also the idea to consider sport more strongly are already present in Denmark: "World-wide sport is a perfect instrument in the end of this century to mobilise youth to take action in a civic society" (ISCA). This quote from ISCA very much brings together the general opinion of the Danish experts questioned. Those questioned were of the opinion that sport can be an effective means to improve the social integration of youths.

Co-operation already exists between some exchange and youth programmes and sport organisations, though they need to be expanded and specified. Structures are already available in Denmark through distinct voluntary systems, for example; the Sport and Youth organisation could be used as an opening for the European youth programmes to integrate more sport into these. The National Agency also sees the possibility of integrating the local sporting clubs into the exchange programmes alongside the DGI. In Denmark it is about packaging the resources and potential, in order to integrate sport much more strongly into future exchange programmes.

#### **2.1.2.1 Approaches and networks within the country itself**

With inhabitants numbering around 5.3 million, Denmark is a small country, which has a relatively easy to manage apparatus of administration. The people responsible for busying themselves with the question of "Sport and Youth", are all known to one another and some even work together.

---

The National Agency has for instance, a regular exchange with the Ministries and the Sport organisations DGI and ISCA.

"The board of ICU has representatives from The Danish Union of Teachers, the National Union of Upper Secondary School Teachers, The Danish Youth Council, The Danish Council for Adult Education, and The Danish Gymnastics and Sports Associations" ([http://www.icu.dk/engelsk/uk\\_more.htm](http://www.icu.dk/engelsk/uk_more.htm)).

Furthermore, the National Agency makes current information about the programmes available on their homepage.

ISCA describes the co-operation as follows:

"We are in dialogue with youth organisations, (...) we have so much in common, (...) we are a youth organisation, we use sport as an instrument of mobilising youth."

Starting points for networking in Denmark are offered for instance, by the Youth network, the ISCA and DGI within the framework of the "International Youth Leader Education" (cf. chapter 2.1.2.2). A similar network could be built and / or the existing network strengthened by all those that are involved with the question of Youth.

Though the programmes Youth for Europe and European Voluntary Service are known to most experts, they all have not as yet co-operated directly with the National Agency. Almost all programmes related to sport, which are offered in Denmark, are run mainly without the support of the sports organisers.

A further point to do with networking in the country is the "(sport) folk high schools", and that the spatial and staff resources which they have there are used for the international youth exchange and / or to support the "International Youth Leader Education". Beyond this, the folk high school in Slagelse has a "Playground project" and offers courses there for foreign youths.

#### **2.1.2.2 Potential analysis and obstacles – "best practice"**

In the following, some of the projects from the field of youth sport in Denmark have been highlighted among the numerous projects that are on offer, which hold interesting aspects that could be applied within the framework of the European exchange programme EVS.

---

It is about the "International Youth Leader Education" (IYLE) programme that was formed in 1996 on the initiative of the ISCA (International Sport and Culture Association) and the DGI.

According to the ISCA "Sport is an instrument to educate people to be reasonable citizens in society. Sport is a perfect tool of bringing people together and educate them in a formal way." (ISCA). For that reason, the "International Youth Leader Education" provided by ISCA can be considered as an appropriate EVS programme with a focus on sport.

"The International Youth Leader Education is an informal education programmes for youth leaders from all over the world. The rapid development of the international economic integration and co-operations is of great importance to the context in which leisure, sports and youth activities take place. Therefore a great need of intercultural training and education of youth leaders at an international level has been created. (...)The International Youth Leader Education programmes consist of an education in training, lectures of international sports history, cultural identity, etc. " (<http://www.isca-web.org>).

More than a hundred youths from around the world have spent around 4 months in Denmark and lived in the "folk high schools" within the framework of this programme. The DGI co-operates especially with the "sport folk high schools" for this programme. For instance; the "Research Institute of Sport, Body and Culture" in Slagelse has looked after the "Youth Leader Education" since 1997. Each year around 40 mainly European youths take part in the programme.

DGI and ISCA pursue the following with the "International Youth Leader Education":

- To support the work of international associations through specific training activities, thereby contributing to increased democratisation and social involvement in the international society.
- To give the youth leaders of the future the opportunity to draw inspiration which can be translated into activity under their own local conditions.
- To stimulate the international co-operation within the fields of youth and sports activities through training projects aimed at the development of joint projects, exchange activities etc.
- To support the intended activities of the EU programmes Youth for Europe and European Voluntary Service for Young People (DGI; ISCA: International Youth Leader Education).

---

In relation to the strong integration of youths for the exchange programmes through sport and movement, the "International Youth Leader Program" offers good starting points, and the objectives are in many aspects the same as those of the EVS and YFE programmes.

Noteworthy in the programme is the construction and maintenance of a youth network: ISCA and DGI

"have been creating a network between the participants via the Internet, so that they will be able to keep in contact with one another in order to develop further international co-operations activities" (cf. DGI; ISCA: International Youth Leader Education).

A website has been developed, that not only enables the youths to contact each other, but also a continuation of the contact between the ISCA and the youths. From the 140 students that took part in the "International Youth Leader Education", 90 use the Network that is to be expanded world wide.

There is also a regular News Bulletin of the IYLE Former Students ("Still in Touch"), that leads to the networking of the participant over the stay in Denmark. Furthermore, Follow-up-Seminars are offered to, among other things check the "International Youth Leader Education", stabilise the network work and to allow an exchange of information and views between ex- and future participants. The youths should be given the possibility to come together once again to exchange experiences that they have had in their own countries.

As a precondition to participation, DGI and ISCA stress among other things to

"play an active role within a youth organisation at a local, regional or national level", (...) "be committed to the social development of young people in their area of work" (...) "already have a good level of qualification or experience in terms of training".

With this profile, already active and socially engaged youths are targeted, and socially weak and disadvantaged youths should also be motivated to participate. That means the preconditions should be reduced.

ISCA and DGI plan to work much closer with the EU in the future. The establishment of the "International Youth Leader Education" programme as an official EU programme, focusing on sport ("Sport for all") is being considered:

---

"To work together with the European Programmes is one of the main topic for the future and we have a big structure" (ISCA).

ISCA and DGI envisage the continuous use of volunteers, for instance; within the framework of the EVS programme – in their organisations. The volunteers should be given responsibility in a specific sport related area and take on an important role for the ISCA: "Focus on Youth as a resource for developing leaders for the future" (ISCA).

Table 3 - Institution and experts visited – Case study in Denmark

Facility Data to expert	Institution	Expert	Function, Job title	Direct work with Youths
Experiential learning, Science	Research Institute of Sport, Body and Culture	Prof. Henning Eichberg	Researcher	Yes
Science	Centre for Research in Health & Social Statistics, The Danish National Research Foundation	Dr. phil Martin Munk	Researcher	No
National agency	National Agency Denmark Information Centre for International Exchange	Michael Hansen	Principal Youth Officer	Yes
Sport organisation	DGI (Danish Gymnastic- and Sport Association) ISCA (International Sport and Culture Association)	Anders Kragh Jespersen, Anders Bülow	Anders Kragh Jespersen (DGI, Landskonsulent) Anders Bülow (President ISCA)	Yes
Sport organisation	Denmark's Olympic Committee (DIF Denmark's Idraet- Forbund)	Jan Darfelt	Chief consulent DIF	Yes
Culture Ministry/ Sport Ministry	Ministry of Culture	Soren Riiskjaer	Special consulent Ministry of Cultural Affairs	No
Education Ministry	Ministry of Education	Jakob Wandall	Head of Division Ministry of Education	No
Youth aid- organisation	Danish Youth Council (DUF)	Kim Svendsen	International Secretary	Yes

---

**Table 4: Further experts in Denmark**

Institution	Questioned expert
Research Institute of Sport, Body and Culture, Slagelse	Klaus Boje
University Copenhagen	Bjarne Ibsen
University Copenhagen	Laila Ottensen
University Copenhagen	Tom Kristiansen
University Copenhagen	Reinhard Stelter
Odense University – Institute for Idraet	Karsten Froberg
Aalborg University	Lars Skov Henriksen
National Agency Denmark Information Centre for International Exchange	Trine Villumsen – Programme Assistant
Denmark's Olympic Committee (DIF Denmark's Idraet-Forbund)	Agerskov, Bent

---

## **2.2 Case study France (Karsten Vestweber)**

### **2.2.1 General country profile**

#### **2.2.1.1 Outline of the youth situation in France**

The proportion of youth aged between 15 and 24 relative to the total population (58.5 million in 1997) amounted to 13.6% in 1997. From these, around 28% belong to a sporting association, whilst around 48% named sport as a free time activity (cf. EUROBAROMETER 47.2). Sport obviously forms an important part of youth culture in France. However, sporting associations are claiming a decline in the number of members and are trying to start initiatives to make sport in associations available to a broader public (see below).

An examination carried out by INSEE<sup>1</sup> in 1987 (and confirmed by their results in 1992) showed that 50% of French male youths leave school at 19, and at a little under 24 they leave their parents home and are living in a steady partnership by the age of 26. Of the French female youth, 50% leave school at 20, just before 22 they leave their parents home and shortly before their 24 birthday they live in a steady partnership (see Galland 1995). This data shows, that in modern French society - as in many other countries - a new life phase, termed "independent single-hood" by Galland (1995), is being created and developing within the specific period referred to as "youth".

There is however, a difference in the meaning of this phrase depending on the social origin of the youths. Youths from the lower social classes lengthen the phase with their parents more or less for reasons of unstable employment and / or unemployment, whilst the youths from a "better" social standing use it for their personal further development in the sense of "independent single-hood".

Unemployment in general, but especially youth unemployment with its accompanying side effects, poses a core problem in French society. According to the figures from 1998, the unemployment quota for youth under 25 years stands at 12.1% (male) and 27.5% (female). The resulting social problem zones are noticeably concentrated around the suburbs of large cities.

---

<sup>1</sup> INSEE: Institut National de la Statistique et des Etudes Economiques.



---

The special situation of socially disadvantaged youths in large city suburbs has challenged politicians over and over again during the last decade. Therefore it should be clearly explained, as follows.

"Even to this day, around 100-150 cars are being burned out each week in the so called "Quartiers Chauds" in Lyon".<sup>2</sup> This is a fact that caused quite a stir for a long time but, has since become accepted as a normal every day occurrence in the city.

Dubet/Lapeyronnie (1994) described the situation in the suburbs as follows:

"Without steady work the youth are getting by with small jobs and all kind of survival techniques. Drug addiction is increasing worryingly. In some neighbourhoods, handling drugs has become a proper branch in the economy, a source of violence and general criminality. Some quarters are treated as law free zones, in which the police are met with hails of stones, if they accidentally go in there at all. The supermarkets protect themselves with metal shutters and employ private guards. Between the youths on one side, and the guards, police and law keepers on the other side, nearly every day there are incidents. Out of hate and criminality an explosive mixture has been created, that is discharged in unmotivated, severe outbreaks of violence. The smallest incident can easily develop into a proper war against the cops."

Even if this extreme account is not relevant for all cities, it is clear which problems confront French youth policies the most. In trying to find a solution, sport plays an important role.

#### **2.2.1.2 Structure of youth work and youth policy**

The ministerial co-ordination and competence for general youth matters is given by the "Ministère de la Jeunesse et des Sports" (Youth and Sports Ministry). In addition, there are other ministries responsible for certain tasks relevant to youth within their working field. The "Ministère de l'Education Nationale" (Ministry of National Education) is responsible for all educational questions in the framework of schooling. Concerning the efforts for social and professional integration of disadvantaged youth there is an inter-ministerial co-operation being co-ordinated since 1983 by the "Délégation Interministérielle à l'Insertion des Jeunes en difficulté" (DIIJ) that is working under the authority

---

<sup>2</sup> Information from Michel Fodimbi, University of Lyon.

---

of the “Ministère de l’Emploi et de la Solidarité” (Ministry of Employment and Solidarity). Two types of local institutions serving youth all over France are lead by this delegation: the “missions locales” and the “permanences d’accueil, d’information et d’orientation” (PAIO). Both of them appear to be used for information, orientation and meeting others by 16 to 25 years old youth looking for support in the field of employment, education, health, accommodation or leisure time. The “Ministère de l’Emploi et de la Solidarité” has initiated the programme “nouveau services – emplois jeunes” to fight against unemployment. Youth can be informed about its possibilities at the local institutions. The “Ministère de la Jeunesse et des Sports” has announced that the creation of jobs for youth in the field of sports within the framework of inter-ministerial co-operation in this programme to be the most important field of action. This makes it clear that the creation of jobs receives particular priority for the integration of youth. Though the fact that professional integration can not be realised without parallel social integration is not missed.

Beside the already mentioned structures there are especially in the field of social integration of “open” youth work the local “Centres Sociales” partly specialising in the social integration of youth, as well as the “Maisons de Jeunes” where offers are oriented to the needs of youth. Offers of social youth work are made at different levels by the state. Social workers can be employed directly by the ministries or according to their working field by municipalities. Furthermore, there are also non-governmental structures for social youth work represented by associations and federations that are accepted by the state for their mission of public welfare. There is also co-operation on a mixed level between ministries representing the state, the National Olympic Committee as a non-governmental sports organisation and EDF/GDF (Electricité de France/Gaz de France) as an economical organisation working together in the field of social integration of youth using the possibilities of sports. This multi-layered co-operation makes it clear that attempts are being made in France to work on a common socio-political endeavour across the most diverse institutions.

There is no fundamental law comparable to the German “Kinder- und Jugendhilfegesetz” (KJHG) in France that is legally codified in this form. The legal reference in France concerning youth services is the law for the protection of minors (“protection des mineurs”) that is part of the “Code de la Famille”. Other legal provisions concerning youth can be found in the “Code Pénal” and in the “Code de la Protection Judiciaire de la Jeunesse”. Furthermore, there are detailed legal provisions containing fundamental regulations on the rights and duties of youth in the framework of the offers created for them.

---

In the following, some institutions and bodies will be named that are working for the interests of youth or where youth can bring in their own interests.

In January 1998, the "Ministère de la Jeunesse et des Sports" formed the "Conseil Permanent de la Jeunesse", whose responsibility is to formulate opinions and recommendations for all youth relevant questions. This council is made up of youth between the ages of 16 and 28. It enables youth to have an official voice in the politics that concern them.

Within the European youth forum, CNAJEP ("Comité pour les relations nationales et internationales des associations de jeunesse et d'éducation populaire") presents itself as the French Youth Council. The CIDJ ("Centre d'Information et de documentation Jeunesse") is responsible for information in the area of youth, on behalf of the "Ministère de la Jeunesse et des Sports".

An important institution in the area of youth is the INJEP ("Institut National de la Jeunesse et de l'Éducation Populaire"), which is both the national educational institute and the research - and documentation point for youth questions. The French National Agency for the European programmes EVS and YFE is also located here.

An exchange with Germany exists through the German - French youth office (DFJW). The DFJW was formed in 1963 and promotes the exchange of youth between associations and societies for youth work, sporting associations, speech centres, vocational facilities, professional organisations and unions, schools and Universities, local authorities and partnership committees. It offers support in financial, educational and language questions of the exchange as well as the content of preparation and analysis.

The state maintains / promotes so called "Centres de Vacances et de Loisirs" (CVL) under the guidance of the "Ministère de la Jeunesse et des Sports" for Youth and offers carers, who work in the holiday centres as volunteers, a binding training course, certified by the so called BAFA ("Brevet d'Aptitude aux Fonctions d'Animateur de Centre de Vacances et de Loisirs"). For the area of sports there is the so called "Brevet d'Etat d'Educateur Sportif" (BEES).

### **2.2.1.3 Organisation of youth sport**

Sport at a governmental level in France is the responsibility of the "Ministère de la Jeunesse et des Sports" and the "Ministère de L'Éducation Nationale", and the latter is responsible for the areas of sporting education and training i.e.

---

for training concepts and school sports. The "Ministère de la Jeunesse et des Sports" is responsible for the promotion of all types of sporting activities for all age groups.

The legal base for the current organisation and promotion of sports dates back to 16<sup>th</sup> July 1984. After the delegation of the previously sole rights for organising and tasking of sporting events to the "fédérations" (sporting associations), this law granted the "fédérations" the so called "mission de service public". With that, the "fédérations" are independent in their organising and developing of sporting events for the public service, but are recognised and supported by the state through this law.

In article 1 of this law, the important role of sport for mental and physical wellbeing, health and personal development is formulated. Furthermore, sporting activities are recognised as fundamental elements in education, culture and social living.

All of the circa 80 "fédérations" are members of the National Olympic Committee (CNOSF) and bring together around 160,000 "associations" (sporting association) with approximately 11 million members.

The demands of the CNOSF are primarily directed toward the promotion of performance sports, but the non competitive sports are also being taken more and more into account. Among the "fédérations" there are various ones which deal solely with one type of sport, whilst others, the "fédérations multisports", offer a broad spectrum of sports and are more likely to be settled in "mass sports".

Some of these "fédérations multisports" are roughly explained below, as they are of considerable interest within the context of the Study in question.<sup>3</sup>

*Union Nationale Sportive Léo Lagrange (UNSL)*

This was formed in 1983 as a department of the "Fédération Nationale Léo Lagrange" (FNLL) and is dedicated to recreational and competitive sports. It brings together 500 associations, in which numerous types of sports are practised. On its internet homepage, the UNSLL states that it is a social component of sports as follows:

---

<sup>3</sup> Without claiming to be complete, only the organisations are named, by which and expert was found and/or that was named to us in our conversations with experts.

---

"Le sport est un moyen de contact avec les jeunes et notamment des publics défavorisés: outil irremplaçable de prévention et de socialisation, il est l'occasion pour nous, de renouer un dialogue quelquefois rompu.

Nous pensons que les plus démunies doivent avoir accès à la pratique sportive. Pour ces publics fragiles, la pratique sportive doit être plus qu'un loisir, plus que le simple désir d'occuper les jeunes et de canaliser leur violence.

Le sport est pour nous le support privilégié d'un travail de réinsertion sociale, du réapprentissage du collectif, du civisme et de la citoyenneté."

This quotation underlines the strong interest in integrating socially disadvantaged groups into sport. Already in 1991, the UNSLL had organised a colloquium with the theme "Sport et insertion sociale" in Villeurbanne.

*Union Française des Oeuvres Laïques d'éducation physique (UFOLEP)*

This union made their motto "une autre idée du sport", which means that sport will be presented as a service to the people, their education and their culture. The main point of attention is the training of the sporting citizen ("citoyen sportif") under the provision of making sport accessible for all.

*Fédération Sportive et Gymnique du Travail (FSGT)*

The FSGT is a workforce organisation, whose main responsibility is sporting activity for workers. Their activities though, are devoted to the development of a persons right to training, health, sport, culture and recreation with the aim of forming a humane world with solidarity, cultural possibilities and informal learning beyond the interests of sport.

*Union nationale des Centres sportifs de Plein Air (UCPA)*

Whilst youth only forms part of the above mentioned organisation's clientele, the UCPA is exclusively responsible for youth. It offers outdoor activities in Winter (in 68 centres) and in Summer (in 79 centres). Together with the state, the concepts of youth organisations and other sporting organisations for the social integration of youths, are being developed within the framework of the social interests, which are additional to the purely sporting interests of these unions. As well as the offers made to the youths, the UCPA trains its own "animateurs". The UCPA have their own training centre for this and co-operate with the project "EUROPAS" on a European level.<sup>4</sup>

---

<sup>4</sup> In co-operation with one Irish and two British organisations, one works on a joint concept for the education of instructors for outdoor activities.

---

#### **2.2.1.4 Sport as a tool for the social integration of young people – Current situation**

The theme of social integration through sport has been topical in France since the report by Bertrand Schwartz "l'insertion professionnelle et sociale des jeunes" first appeared in 1981. This report made clear the close connection between social and vocational integration as well as the meaning of freely available time, which enables individual freedom in society. As a result, balanced integration of individually usable free time and work, that has to be carried out, are closely connected. Sport is important in the area of recreation, as it is obviously popular with the youth. However, there is a strong trend among the youth, not to take part in organised forms of sport within associations or to carry out training for participation in competitions. That is why an effort is being made to make sport available to a broad public without being connected to the associations. On the other hand, the associations are also working intensively on non competitive sporting concepts, in order to become more accessible to a wider public. Some are specifically aiming for socially disadvantaged groups. These have the consent of the "Ministère de la Jeunesse et des Sports" and the National Olympic Committee (CNOSF). The term "social integration through sport" has officially been used at the ministerial and political level since 1995, after an agreement with the CNOSF, although initiatives in this area have been around since the beginning of the 1980s. Some of these are explained below:

##### *"Le Ticket sport"*

Around this time, the action "Faites du sport pendant les vacances", which was later known as "Ticket sport", was being carried out, and the youth in the cities, especially in problematic areas, were supposed to be "animated" into sporting participation during the holidays. This should be carried out by the local sport associations in co-operation with social "animateurs", in which offers of sport are made to youth participants that are already registered. In 1999 around 10 million Francs was spent on action. At the very least, this action serves as a preventative measure against the delinquent behaviour of bored youths during the holidays.

##### *Construction of sport facilities in the "Quartiers"*

In 1991, a plan for city residential areas was adopted which, in addition to the continuation of the "Ticket sport" action and especially the support of the "petits clubs" to open small associations for a new clientele in the area of non competitive sport, included the construction of numerous sporting facilities in

---

the city's "Quartiers". 1500 facilities were built, of which almost all were financed by the "Ministère de la Jeunesse et des Sports".

*"Le coupon sport"*

This measure, in force since 1998, eases entrance into sporting clubs for youths from financially disadvantaged families, in that they receive fee reductions when certain criteria are met. In connection with this, the associations should be encouraged to make attractive offers for these youths, should they not be interested in the associations traditional offers. 20 million Francs were invested in this action during 1998.

*"Insertion professionnelle par l'emploi sportif"*

Since 1995, with the inter ministerial consent of the "Ministère des Affaires sociales", the "Ministère du Travail" and the "Ministère de la Jeunesse et des Sports" in co-operation with CNOSF and their member "fédérations", work has been carried out as a successful concept to create employment<sup>15</sup> in the area of sporting organisation and associations, in addition to making sport accessible to a broader spectrum of the public and promoting sport practices.

In the same year, on the basis of ministerial consent from 1995, CNOSF made contracts with the French energy supply company "Electricité de France" (EDF), with the result that during the years of 1996-98, a total 28 "chefs de projet Sport-Insertion-Emploi" were employed. They had the task of recognising requirements and potential in various regions and to create the corresponding vacancies (up to February 1999 circa 1.500). These could be in the area of sports training, or also for people with a lower level of education, in the area of organisation or maintenance of sporting facilities and similar activities.

In a general youth work creation programme ("nouveaux services, emplois jeunes"), up to the end of 1998, altogether 158,451 new positions were created of which around 10 % were connected to the area of sport.

---

<sup>15</sup> In two further agreements with different ministries in 1997 and 1998, the creation of 5.000 (1997) and a further 2.500 jobs (1998) was attempted.

---

### **2.2.1.5 The role of sport in youth exchange programmes**

#### *EVS*

According to information from a representative of the French National Agency, there are only a few projects in France in which sport plays a role as a means for social integration for youth. There were projects with the UCPA as the hosting organisation, whereby social integration was not the focus of attention. The town of Belfort intends to host a volunteer or volunteers from September or October 1999. The task is co-operation and support in the area of the town's sporting programmes. There are however limitations on the formality side, as sporting activities may only be instructed by "animateurs" with a diploma. Co-operation between volunteers and an "animateur" is conceivable. Otherwise, there is another project, in which 3 volunteers from Ireland participate in a project of the French Cycling Sports association. The sport here should not be seen in the context of social integration, rather it is about taking part in amateur competition. In the EVS programme, contrary to the YFE programme, this is possible and not out of the question to begin with. Competitive sports however, should not play a major role in EVS projects.

Apart from these few projects with a direct relation to sport, there is still potential for future projects, in which sport can play a role. Up until now, sport has not had priority over other possible project contents. There are more volunteers leaving France than are hosted in France. More hosting organisations are being sought which can host volunteers in the future. Among these could also be sporting organisations. They are not so accessible though, and very slow and careful in their initiatives.

After a run up of around 4 years there should soon be a volunteer in a "Centre Régional d'Éducation Physique et Sportive" (CREPS), whose tasks would lie less in the area of sport, and would rather help athletes in the organisation of alternative activities (for instance; in the cultural area). It is about creating a connection between the organisations and the towns, and to lead young athletes to new activities and interests, away from their one sided view of sport.

Whilst sport does not have any special priority in either programme, the French National Agency have made a special effort to integrate socially disadvantaged and/or difficult youths into the program; not least because of the fact that 80-90% of the participants of the EVS project and possibly less for YFE project, come from the social middle classes. In view of this, sport could again be meaningful because of its attractiveness especially for such youths.



---

There are however complications, on the one side, how to reach the disadvantaged youths, and on the other, finding organisations which are prepared to host problematic youths. It is very difficult to interest socially disadvantaged youths in a long stay within a strange structure, when one contemplates that it is very typical for such youths to be limited both in space as well as time, (strong topic) and have a tendency to avoid anything unusual. This could be improved through structured social work, if the youth could be lead into participating in a long process of direct contact with committed social workers. However, even if this, and the finding of a willing hosting organisation can be brought about, one must still take the organisational problems of the EVS programmes into account. A difficult youth requires more intensive care than that normally available within the bounds of the usual budget. One must also make it clear to the hosting organisations, that one should not expect productive co-operation from such youths in any specific area straight away, rather that to begin with, "work" must be invested in them. A further problem arises from foreign languages. There must be at least one carer who can understand the language spoken by the volunteer, as due to the low level of education usually found in socially disadvantaged youths, foreign languages are not normally present.

#### *YFE*

In the YFE Programme, the problems which exist in relation to sporting content, are difficult to identify. According to a YFE Programme representative for the French National Agency, it is hard to assess the role of sport in a project, as in projects applications two themes are named, and it is not clear which theme will have the main focus. It is more than likely that sport is given as the second theme and as such will play a secondary role. Usually, sport will not be the focus of attention and not targeted as a means of social integration, but even if this is the case in one or two of the projects, it would still not be apparent from the project application and/or project description. Furthermore, it could also happen that even in projects where sport receives no mention at all it may play a major role. According to a statement by a YFE representative, it has already happened that in a project from the area of drug prevention, which did not include sport as a theme, adventure sport played an important role in the work for the clientele who were at risk.<sup>6</sup>

---

<sup>6</sup> Knowledge about this fact impairs our investigations in respect of the project contents, that according to the possible search criteria not all sporting content in the project could be entered. It is however to be expected that sport is not named, but nevertheless plays an important role, is rather rare and our overall-impression should not be too falsified.

---

If sport is used in a YFE project, then it is never a competitive sport, rather it will always be "non-compétitif" and / or used as a means of communication, but rarely for social integration. This does not imply that a tournament may never be organised, but if the sole content of the project was to carry out a tournament of competition, this could not be accepted. One difficulty when including strong educational and/or integrative aspects of sport into the programmes (in the EVS also), is the fact that the competence levels of the carers in question are broadly based. On the one hand there are the "animateurs sportifs", who are familiar with the performance orientated teaching concepts for individual types of sport, but not with the teaching of sports social components. On the other hand there are the "animateurs sociaux", who are familiar with the social components of general youth work, but are not able or competent enough to integrate sporting contents into their work. A widespread but costly possibility to compensate for this problem, is to employ the "animateurs sociaux" and "animateurs sportifs" in a collective project. Otherwise the training concepts for carers must be restructured so that the social components of sport are integrated.<sup>7</sup>

One aspect noticed by a YFE specialist of the French National Agency, refers to the short duration of projects. If youths on a two week residential course for instance, would, through sport, learn to abide by definite rules within the group, this still does not guarantee a lasting effect. Consequently, the emphasis should not solely lie in the formation of an interesting programme during these two weeks, but rather go beyond this punctual exchange. On the one hand, one could involve the youths in the preparation work and on the other hand, after the project has ended the youth must utilise experience gained in his/her further development in order to guarantee continuity. The youths should through this have vocational possibilities opened to them, for the further learning of a foreign language, and eventually participate voluntarily on an EVS project, the founding of a sporting association or something similar.

The difficulty of including socially underprivileged youths into the YFE programme is not quite as big as in the case of the EVS. The youths must not necessarily seize the initiative, generally because structures already exist, from which exchanges are organised. Certain preparatory work can be more easily carried out there, in order to interest socially disadvantaged youths in participating in such an exchange and to reduce any possible inhibitions. In the

---

<sup>7</sup> According to information from the "Ministère de la Jeunesse et des Sports" the first concepts and realisation attempts exist.

---

case of the YFE, the socially disadvantaged youths are helped because the structure of the group offers more emotional security.

With regard to getting the socially disadvantaged youth to take part on an EVS project, the French National Agency has been working for a long time on the complementing of both youth programmes. As socially disadvantaged youths do not get the idea to volunteer for an EVS project by themselves, the possibility exists to take the first step by participating in a YFE project. The youths can then get to know the structure of potential foreign reception organisations with organisational support (maybe a known carer). One can make them familiar with an organisation abroad, which can host volunteers in the future, then ask them if they can envisage staying in the EVS programme longer. There have already been cases where youths who've had experience with a YFE project have registered interest in an EVS project.

## **2.2.2 The potential of and obstacles to programmes with an emphasis on sport and physical activity**

### **2.2.2.1 Approaches and networks within the country itself**

Principally in France, a networking of all sport-associations exists through their affiliation to the CNOSF and recognition given by the "Ministère de la Jeunesse et des Sports". Initiatives, for instance, that were started by CNOSF and the ministry, are further managed by the clubs and associations, who rearrange them according to their own ways and concepts. This becomes clear in their effort to make sporting clubs more accessible to a wider public through non competitive sports or by creating new jobs in the area of sports.

Still, good and constructive co-operation does not appear to exist in all areas and is not always welcome, as there is competition among the different organisations. They often stick to their own ideals in fear of having to give something up or even lose members.<sup>8</sup>

With the sport associations membership ("fédérations") in CNOSF and their recognition by the "Ministère de la Jeunesse et des Sports" a structure exists which can be used within the framework of opening the European youth programmes to sport and the corresponding organisations. According to the expert from the EVS, the National Agency already carried this out in smaller

---

<sup>8</sup> The opinion of the expert Francis Aubertin (CNOSF, Paris).

---

areas. A co-operation with the UCPA came into being, which also led to the employment of volunteers in this organisation. At higher levels of organisation for instance, it does not appear that any co-operation with direct contact to the CNOSF has existed up until now. This probably lies in the fact that, though personal contact to the UCPA has existed for a while, the basic idea of integrating sport organisations into the European youth programmes is relatively new. According to information from the French National Agency, both the YFE and EVS programmes have tried to approach smaller sporting associations, but they (the smaller associations) are very cautious when it comes to hosting volunteers (especially socially disadvantaged youths). However, it could be significant for future work, to use the existing structures in sport and, in co-operation with the National Agency, to carry out information- and educational work, in order to bring future projects to life. Even if sport has no special priority from the National Agency's point of view, the sport organisations and associations that come into question must be better informed about their possibilities to participate in the programmes of the YFE and EVS. Furthermore, the National Agency must develop conceptional presentations, in order to make co-operation with the relevant organisations with regard to the programmes possible.

#### **2.2.2.2 Potential analysis and obstacles**

##### *Sport as a means of social integration*

Initiatives to use sport as a means of social integration, are - as already described above - numerous and, especially since the 1980s, "in fashion". Generally, sport is accredited with various social effects, which are already recognised and promoted at ministerial level:

"l'amélioration de la santé, l'épanouissement et l'équilibre des pratiquants, l'accès à une activité sociale,...,des possibilités d'apprentissage et d'exercice de l'action collective et de la démocratie".<sup>9</sup>

The experts Fodimbi (University of Lyon) and Renoux (FSGT, Paris) agree, that in the area of social integration for difficult youths, sport can only be a starting point for the first form of communication. Generally beyond this, further work must be carried out by a social worker, in order to uncover the youths problems and to show perspectives for possible solutions.

---

<sup>9</sup> Dictionnaire Permanent Droit du Sport, Feuilles 5 (März 1999), Section 51.

---

Michel Fodimbi (University of Lyon), noted critically on the theme of social integration, that sport can have a supporting effect, though real integration can only be brought about through changing socially excluding factors such as unemployment. That sport as such is so gladly accepted as a means for social integration is also concurrent with political views. To begin with, it is easier and more promising, to give out money so that youths can take part in sport and at the same time "take" something from the social components, than it is to invest in the fight against racism or to solve educational problems. Another reason to attach sport to the area of social integration lies in the overturning of the political responsibilities within the area of sport. Up until 1982 the "Ministère de la Jeunesse et des Sports" also held responsibility for school sport, which was then handed over to the "Ministère de l'Education Nationale", so that the "Ministère de la Jeunesse et des Sports" was missing a large area of work. The problems arising in the "quartiers chauds" then offered another field of activity.

*Which type of sport and movement is suitable for social integration?*

The often discussed basic question posed here is if sport as a tool for social integration can also be competitive or if in this context only leisure sports without competitive ambitions or non-sportive alternative forms of motion in a pedagogical context are regarded as appropriate. The character of competitive sport is often seen as exclusive since the fundamental aim of any competition is to find out the best sports people and to honour or advance them to higher levels of competition. Competitive tournaments are often organised to make the best keep on playing while the weaker players are knocked out. It has been attempted to modify the fundamental classic structure of sports being promoted especially in competition oriented sports clubs in the social field to make sports more attractive for clients having difficulties with the structures described above.

Expert opinions are divided when the question if competitive sports can have a function of social integration is posed. Patrick Mignon (INSEP<sup>16</sup>, Paris) is of the opinion that competitive sports can thoroughly have an integrative function. In some disciplines there are for example immigrants or socially disadvantaged people who have advanced to levels of very high performance and have so been able to integrate themselves into society. Many sportsmen in martial arts or boxing come from socially disadvantaged classes of society. In that respect, sport offers chances that are not so easily be found in other fields of life. This

---

<sup>16</sup> INSEP: Institut National du Sport et de l'Education Physique.

---

great success is certainly only reserved for a small number of athletes. On the way to achieve it there may be many who get lost.

Yves Renoux (FSGT, Paris) is of the opinion that the comparison with others in competition is a natural need and should therefore certainly have its position in sports. But he regards it as problematic when forms of competition are organised in a way that pushes to the fore the finding out of the weakest and their elimination in a tournament for example. This leads to frustration especially for those who should be promoted by sports oriented social work. Being permanently excluded, the "losers" – in the social field as well as in sports – lose their feeling of self-effectiveness and their sense of perspective for their own actions. In order to avoid the exclusive character in certain forms of competition without eliminating competition itself, new forms have been developed at the FSGT. The individual goal to win a game is supplemented by a common goal that is to be achieved by the group as a whole and by all participating teams together so that even a team having lost a game can contribute to achieve the common goal instead of being excluded. This can for example be carried out when a game that has been won counts two points towards the common goal and a game that has been lost counts for one point.

Examinations with the themes of Sport and social Integration for instance, which were carried out at the Institute for Sporting science in Lyon, showed no difference between competitive and non competitive sport according to Michel Fodimbi. One did notice however, that competitive or performance sports were more likely to be carried out by socially well integrated youths, who were successful at school and showed no signs of unusual behaviour. This could lead to the conclusion, that socially disadvantaged youths are more likely to be reached through the "non-competitive sports" and alternative form of movement than they are through combat sports and within the traditional club framework. A possible alternative is offered by adventure education.<sup>12</sup>

*Adventure education - informal learning through adventure and risk*

Along with the traditional types of sport, nature and risk types of sport were named by the various experts mentioned, in which it is not about competition, rather about individual experience and experience within the framework of a group.

---

<sup>12</sup> In France according to David Le Breton (University of Strasbourg) there is no known equivalent term to "Experiential Education". One is talking here about the connection between risk and adventure sport: "sport de risque" oder "sport d'aventure".

---

David Le Breton (University of Strasbourg) points to the integrating possibilities offered by climbing, sailing and other nature and adventure sports. The youths, especially those from the "quartiers chauds", experience a new environment, learn their own personal capacities and must learn to accept the rules. Through tasks, which they cannot solve alone, they learn to co-operate in the group and to trust others. The special thing about the rules and capacities in the area of adventure education activities is that in comparison with social rules, which are mostly disregarded by socially disadvantaged youths because they are abstract and often don't have a reasonable origin, they can be grasped and are evident. Disregard of rules for instance, when climbing or sailing is, due to the anticipated consequences and the concrete related action, for the participants, different to the normal everyday rules, which usually do not result in any difficulties. David Le Breton roughly formulated this in conversation as follows:

"Rules are no longer abstract and guide the youths away from breaking or playing with them, rather they are easily grasped and obviously necessary for the task, such as those required whilst climbing, canoeing/kayaking or sailing. Whoever disregards the game rules will, for instance, fall from the cliff whilst climbing or capsize when sailing. Because the rules are concrete, the youths have no choice but to accept them."

According to Le Breton's view of the effects, it is important that the youths get away from the familiar surroundings of their "quartiers", in order to broaden their horizons.<sup>13</sup> The youths that cause the most problems are those which never, or hardly ever leave their neighbourhood. To begin with, the youths can discover places and countryside which they have never seen before. Then they are maybe confronted with lifestyles in villages that they can't comprehend for instance. They will be greeted by complete strangers and will probably ask themselves whether they are being made fun of, before they finally realise that this is the "normal" way of life there. They realise that bicycles are not locked as they lean against house walls or that they can enter a shop as a group to find a sales girl ready to chat with them. They are disarmed when they are confronted with people whose behaviour does not fit with their logic of mistrust and aggressiveness towards others. They experience a shock which tells them that one can live completely differently. Adventure for the youths doesn't necessarily have to be found where an outsider might expect it to be. Some youths from the cities have never seen a cow for instance and are possibly afraid the first time they stand in front of one. The adventure could be in

---

<sup>13</sup> This is also seen by Yves Renoux (FSGT, Paris) as the first attachment for change.

---

actually touching the cow. In a group, the first one that's able to do this becomes a hero.

These accounts should give an impression of where adventure education and activity possibilities can be found especially for disadvantaged youths from the cities according to the opinion of David Le Breton (university of Strasbourg).

Although the talk is mainly about socially disadvantaged youths from the cities, David Le Breton points to the fact that adventure and risk can give a broad spectrum of experiences for all youths.<sup>14</sup>

To judge the various aspects that were described in the preceding sections, there are different possibilities for using sport and movement as a means of social integration.

In the following it should be reflected as to what potential can be derived, from a French point of view and/or taking into account French conditions for an application of sport and movement within the framework of the European programmes YFE and EVS.

#### *Potential for sport and movement in the YFE and EVS programmes*

##### YFE

As sport for self purposes and with a competitive character cannot be accepted for the YFE sport programme, possibilities must be looked for, to integrate sport and movement without competitive ambitions and in an educational context. In the description of the YFE projects already carried out in France (1995-1999), sport is only mentioned as a negligible part of means to social integration or for informal learning. According to the information given by the representative of the National Agency, sport has also been carried out more or less on the fringe of other activities. Following the thought of opening the programmes to a more sporting content, conceptional work in co-operation with the sporting associations and clubs could be performed, as it has long been tried in France, too make sport more accessible to a broader public and also to consider the aspect of social integration. The sporting clubs are increasingly trying to make sport within groups especially attractive, which is also applicable to the YFE programme. For the areas of informal and cultural

---

<sup>14</sup> Le Breton also points out that when Youth in the city is talked in public, it is about socially disadvantaged. He criticises, that the political urgency of the youth in the country constantly receives little attention, because it is not such a „hot“ problem. Even here increasing problems are evident. For instance the rate of suicides among youths in the country is especially high.



---

learning concerning exchange projects, parts borrowed from adventure education could be a valuable addition.

#### EVS

For this programme the involvement of sport is more to do with the integration of the individual volunteer into the structures of his field of activity, in which sport plays a role. If the reception organisation is a youth centre for instance, where the youth clientele are also made sporting offers, then it must be considered in which way the volunteer can be integrated. For volunteers who contribute to instructing sporting activities, even if they bring the relevant competence with them, integration is formally very difficult as in France, great value is placed on having the relevant training and certificates. In such a case, the volunteer must have the relevant training, which must also be officially recognised in France. An effort to standardise instructor licences in Europe should be made.

A possibility exists to let volunteers participate in sporting activities. This may possibly not belong to their accredited field of activity, but should be carried out within the framework of his recreation time. As far as this is concerned, for the development of future potential, reception organisations must be searched for, which can combine a suitable employment of volunteers with an attractive offer of sport and movement activities.

From this the initiatives described in the following chapter "best practice" come into question, in which the (generally unemployed) socially disadvantaged youths follow half day collective purpose activities and during the other half of the day participate in adventure sport. This is especially interesting for volunteers, who themselves count as socially disadvantaged. Within the framework of such programmes, the task of a volunteer can be the same as that of a normal project participant and social integration could be promoted through the adventure activities within the group.

#### **2.2.2.3 "best practice"**

##### *"1,2,3 à vous de jouer"*

The "Ministère de la Jeunesse et des Sports" formed this initiative, in order to keep alive the populations spirit and enthusiasm which soared during the Football World Cup in 1998. During this world cup, the population of France made new experiences with solidarity, social cohesion, unity and "fraternity" as they fevered over the win of "their" team, and in this vein, social and ethnic differences could be forgotten for once. The integrating function of sport on a

---

national level didn't go unnoticed and should show lasting after effects for as long as possible.

The initiative from the ministry's point of view is based on support for the activities of the clubs, associations, societies, "groupes de quartiers" and other interest organisations in direct co-operation with the Olympic Committee on a national and local level.

*"3,2,1 tout le monde joue"*

In relation to the project "1,2,3 à vous de jouer" the FSGT (s.o.) takes the spirit promoted by positive world cup experiences and using it as an example attempts to promote a new sporting culture. This should not be carried out locally, rather on a national level in the form of a "Tour de France du Sport Populaire". This "alternative Tour de France" came into being through a "Caravane", which was spread across France in around 20 different cities from the beginning of March until the end of October 1999, in order to co-operate with corresponding local organisations to offer various types of sport. Set components such as traditional ball sports should be combined with climbing towers for instance, for each leg. At each location there should also be an individual programme part, that gives something unique to each tour leg. The "Caravane" ensures that various actions are extended from leg to leg. For each leg there should be a newspaper printed, a video made and a presentation given. Though the corresponding publications from tour leg to leg, the public have a growing picture of what has happened so far, and the next leg can be complemented through the actions at the current location. By dissemination through towns and countrysides across the whole of France, a new feeling of solidarity will be created using a new cultural picture of sport.

*Boxing for socially disadvantaged youth*<sup>15</sup>

On an initiative of the "Ministère de la Jeunesse et des Sports", from 1995 until 1997 in Montauban, a town with 53,000 inhabitants in south west France, as well as in 4 other cities, Boxing for socially disadvantaged youths was offered. There were 3 main objectives:

1. The boxing, learnt with an educational background, should guarantee the social peace of the neighbourhood.
2. The youths should learn something which they could reinvest into their social or vocational environment.
3. The execution of sporting activity included integration into a "peer group" and the disintegration of the ghettos.

---

<sup>15</sup> Cf. Clearing House (1999, 22).

---

In an evaluation, it was shown that social peace really had improved, even if integration problems were still evident. The youths had apparently learned things, that they could use in their normal daily life: Self control, ability to adjust, discovering the others etc..

It also showed that youths could on one hand experience an upgrading through boxing, but on the other hand they received the stigma, that in the sporting world they were down graded and seen as being brutal.

According to information from an expert questioned in France,<sup>16</sup> opinions are split as to whether boxing should be used for socially disadvantaged youths, who tend to lean towards violence. Some are of the opinion that the youths can learn to control and channel their aggression using this sport and the educational background, whilst others are of the opinion that aggressive youths are more likely to become really dangerous now that they have the necessary weapons in their hands thanks to the boxing techniques.

*Measures by the UCPA for social disadvantaged youths<sup>18</sup>*

The UCPA's basic concept means it is responsible for offering sport, targeted at all youths. Most of the youths bring some self initiative with them, which makes the offers from the UCPA easily accessible. But in order to reach the youths which don't freely take part, but whom one wants to bring nearer to sport as a means of personal development and social Integration, a special concept has been developed.

At the UCPA, it was attempted to reach the socially disadvantaged youths in accordance with their typical form of behaviour. That means; with a look back at the isolating behaviour of these youths, a concept of local action was created, so that activities could be offered close to their homes. In addition to the existing "distant city" holiday centres, various centres in the proximity of big cities spread across France were opened, which make sports such as golf, riding or water sports accessible. The youths don't have to make big journeys in order to participate in an offer, which are no longer limited to the holidays.

Within the framework of a "Mission d'Insertion des Jeunes de l'Education Nationale" (MIJEN), in 1998 the UCPA was integrated into co-operating with school sport instruction. School time was seen as suitable for such a co-operation: "Le temps scolaire représente un moment privilégié pour développer

---

<sup>16</sup> Michel Fodimbi, Lyon.

<sup>18</sup> Cf. UCPA: *Bilan de Solidarité 1998*.

---

des projets 'sport-nature' dans le cadre des établissements d'enseignement en Zone Sensible, en Zone d'Education Prioritaire...".<sup>19</sup> Especially in problematic city "Zones", school sport will be supported through sporting activities in free nature through the UCPA resources.

To permanently and concretely deal with problems from socially disadvantaged youths in the holiday centres, so called "acteurs sociaux" and "Agents de Prévention et de Médiation" are employed, especially when problems are expected due to the high proportion of socially disadvantaged youths. Through this, the normal amount of carers is increased, and thus improves security and the smooth running of the programme in the holiday centres, in which abnormal conduct by the youths is prevented and handled in the case of acute conflict.

During the 1960s, the UCPA concept mainly consisted of offering youths distant holidays, whereby in the 1980s, due to the rising problems of the "quartiers chauds", the limited mobility of the youths meant a new concept "bases de plein air périurbaines" - of making offers near to the homes of the youths. In order to adjust to the conduct of the youth clientele in the 1990s, the so called "Espaces Mobiles Sportifs" (ESM) for direct application in the youths locality has been developed, whether that's in the "quartiers" of the suburbs of in the country. Such an ESM is an autonomic sporting unit as it were, which is made up of the trained carer for the relevant activity and a trailer loaded with the necessary material. This is naturally an initiative that serves all youths, but especially socially disadvantaged youths with the objective of re-mobilising, easing the integration and eventually the path to a further training course in the area of sports with vocational perspective.<sup>20</sup>

### *"Second Souffle"*

Within the framework of the previously described agreement for the creation of jobs in the area of Sport, between the "Ministère de la Jeunesse et des Sports", the CNOSF and EDF, the filling of 30 "postes ELI" (Emploi Local d'Insertion) were realised in project "second souffle" under the leadership of Francis Aubertin.<sup>21</sup> In Toulouse such posts were given by the "Société de prévention et de secours en spéléologie de la Haute-Garonne". The corresponding "agent de développement" organises practica for socially disadvantaged youths, who have been sent to him by street workers or social workers. The youths spend a week in the open on an outdoor programme cared for by a training guide. Half a day

---

<sup>19</sup> UCPA: *Bilan de Solidarité 1998*, 18.

<sup>20</sup> Cf. the above mentioned initiative "Insertion professionnelle par l'emploi sportif"

<sup>21</sup> Experte in the French case study.

---

is spent doing tourist things such as visiting places of interest and along walking routes, whilst during the second half of the day they are trained in the "spéléologie". They learn to work with ropes and knots, to abseil down difficult points, to explore grotto's and caves.

The "agent de développement" has the further task of developing eventual vocational prospects for these youths, which are connected, as far as is possible, to the experience they have gained. Obviously, one has found a market niche in this area of adventure sport. On some construction sites, many companies need so called "travailleurs acrobates", who are able to work at great heights. Here, the youths can pretty accurately use their practical experience and eventually gain a well paid job, as this type of worker is rare in the market place.

The described examples show a palette of the possibilities of sport as a means of social integration as it is applied in France. This theme though, is not yet exhausted for France. There are many more examples, mostly at a local level and in organisations that are not individually mentioned here.

Altogether, it can be seen that in France, the value of the social and cultural aspects of sport are known and that there is a political effort at a national as well as local level, to make sport for all accessible. When one concerns oneself with the social integration aspect of sport, one is quickly pointed toward the problem with the youth of many different nationalities in the "quartiers chauds" of the suburbs. Since the beginning of the 1980s this problem appears to have been dominant in comparison with the normal social problems, so that one has found here in sport a thankful means of intervention.

Table 5

**Table 5: Institutions and experts visited – Case study France**

Area	Institution	Expert questioned	Function	Work with youths	Publications
Adventure education, Science	University of Strasbourg Institute for Sociology	David Le Breton	Researcher	No	Yes
Science	University of Lyon Institute f. Sport science.	Michel Fodimbi	"Maître de conférences"	No	Yes
National agency	INJEP - Institut National de la Jeunesse et de l'Education Populaire	Gilles Baccala (EVS) Franck Buytenhuys (YFE)	"Chargé de mission" "Chargé de mission"	No No	No
Sport organisation	CNOSF - Comité National Olympique et Sportif Français	Francis Aubertin	"Chargé de mission" Mission Développement	No	No
Sport organisation	INSEP - Institut National du Sport et de l'Education Physique	Patrick Mignon	Soziologe Laboratoire de sociologie	No	Yes
Youth -Sport organisation	UCPA - Union nationale des Centres sportifs de Plein Air	Marc Genève	"Chargé de Mission pour l'Union Européenne"	No	No
Sport organisation/ Youth aid	FSGT - Fédération Sportive et Gymnique du Travail	Yves Renoux	"Professeur d'Education Physique"	Yes	Yes
Youth aid/Sport	DFJW - German-French Youth works	Regine Dittmer	?	Yes	No

---

## **2.3 Case study Great Britain (Martina Eifrig)**

### **2.3.1 General country profile**

#### **2.3.1.1 Outline of the youth situation in Great Britain**

Of the United Kingdom's current population of approx. 59 million, approx. 7.5 million belong to the group of 15- to 24-year-olds. 88% of this age group live in England and Wales, while Scotland and Northern Ireland account for 9% and 3% respectively. Since the end of the eighties, both the number of 15 to 24-year-olds as a whole and their share of the total population have fallen steadily from 16% to 12.4%. This development can also be observed in other European Union member states. The average European quota of 15- to 24-year-olds, for example, fell from 15.6% to 13.4% in the same period.<sup>1</sup>

Approx. 7% of the young people aged between 16 and 24 (0.5 million) belong to an ethnic minority, whereas ethnic minorities account for approx. 5% of the population as a whole. Disabled young people aged between 16 and 29 make up 5.5% of all the disabled persons living in the United Kingdom. One third of all young people leaves home at the age of 19 and 56.8% contribute to their own income by working on a regular basis. This figure is much higher than the European average of 41.5% (Eurobarometer 47.2, 1-4). In 1995, approx. 3.4% of all 15- to 24-year-olds were temporarily or permanently homeless.

The number of young people who leave school at the age of 16 having passed five or more GCSEs<sup>17</sup> with the grades A-C has risen steadily from 26% in the mid-eighties to 45% in the mid-nineties. One third of the young people in this age group pursue some form of further education, a rate which is six times higher than in the sixties. The percentage of young people aged between 16 and 24 in permanent employment has therefore decreased from 23% in the mid-eighties to 17% in the mid-nineties. In autumn 1995, the jobless rate among the under-25s was nearly twice the national average.

Young Britons aged between 15 and 24 are among the heaviest drinkers and smokers in the country. Drug consumption is also very high in this age group (in 1996, 48% admitted having used illegal substances; cf. Youth Policy and Youth Services in the UK, 4-8). Besides drug abuse, a number of other minor

---

<sup>1</sup> Source: Eurostat – New Cronos Database, June 1999.

<sup>2</sup> General Certificate of Secondary Education

---

crimes and misdemeanours such as theft and burglary etc. are usually committed by young men.

Among the most popular leisure activities pursued by British youth are meeting friends (68.7%), watching television (66.1%) and listening to music (62.7%). Nearly 47% of young people engage in some kind of sport. Young men - 28% of whom belong to a sports club - are the largest group here. Half of all British youth does not belong to any kind of club. Approx. 11% are members of other recreational organisations.

The attitude of young Britons to the European Union differs significantly from that of their counterparts on the Continent. The percentage of those who hope the European Union will provide a better future with a wider choice of opportunities for employment, education and travel and who would welcome the introduction of the Euro is often over 10% below the European average. It must be noted here that 48% of young Britons (compared with an EU average of 37%) worry about language problems when abroad and 54.7% (compared with a European average of just 28.7%) say they cannot communicate in any other language.

Changes in British society over the past few years have made the transition from childhood to adulthood more difficult. Childhood now comes to an end sooner, adulthood begins earlier and the transition to working life is becoming increasingly problematic. Although the transitions from home to higher education, to employment and to a partner are all reversible, the fact that these transitions now all take longer owing to the shuttling back and forth required means that young people are tending increasingly to lose confidence in any kind of long-term employment or long-term relationship.<sup>3</sup> The conflicts to which this gives rise are certainly not confined to Britain, but rather can be seen in the trend towards globalisation in all societies. If young people are not self-confident enough to find their way in a rapidly changing world and to acquire what is often the very short-lived know-how needed to survive, they run the risk of being marginalised in groups in which they will be confronted with problems such as youth crime, drug abuse, truancy, teenage pregnancy, difficult home situations, unemployment etc. The adults interviewed also take a very critical view of the physical and mental inactivity afflicting so many young people. This is thought to be caused both by affluence and by the numbing effect of

---

<sup>3</sup> This is how Tom Wylie of the National Youth Agency summed up the problems being faced by young people today. Several interviewees expressed similar views.



---

excessive television consumption and computer games etc.<sup>4</sup> Homophobia and the tyranny and harassment of members of other social groups, also known as a "lack of appreciation of diversity" (Brackenridge), were also mentioned in a number of interviews.<sup>5</sup>

All these aspects can be grouped together under the concept of social exclusion or can be perceived as a prelude to the same. Various recent state and non-state projects aimed at the social integration of young people in particular have set themselves the task of counteracting this trend. The most conspicuous of these is the youth employment programme known as "The New Deal" initiated by the current Labour government.<sup>6</sup> This reflects the prevailing opinion that "...nothing excludes [young people] as much as being out of work" (Troedson, 23.8.1999).

### **2.3.1.2 Structure of youth work and youth policy**

State responsibility for youth affairs in Great Britain is spread among various national and regional structures. In England, it is the Department of Education and Employment (DfEE) which has primary responsibility, above all its Citizenship, Youth and Family Division; the Home Office and Ministry of Health are also involved.<sup>7</sup> Although the various ministries and departments pursue their own strategies and youth policies, these also reflect to a greater or lesser extent those fields of youth work which have been prioritised at national level, namely social integration, training, employment and health. With its 'joined up thinking' approach, the current government has set itself the task of co-ordinating more closely the various state bodies which are concerned with youth affairs. This was the idea behind the setting up – in the Cabinet Office – of the Social Exclusion Unit 1997, the job of which is to analyse and co-ordinate all policies with a bearing on youth.<sup>8</sup>

---

<sup>4</sup> Statements of this kind have been made by Ron Tulley of the British Sports Trust, for example, as well as by Sue Campbell, Chief Executive of the Youth Sport Trust.

<sup>5</sup> Professor of Sport and Leisure at Cheltenham and Gloucester College, written reply to the structured interview. Similar statements on the importance of promoting tolerance and teaching young people to appreciate diversity have been made by Sue Campbell of the Youth Sport Trust and Barbara Humberstone, Reader at Buckingham Churchill University College in High Wycombe.

<sup>6</sup> The New Deal is at the core of a government programme aimed at helping the long-term unemployed back to work. The programme offers four different options for young people aged between 18 and 24 who have been on the dole for at least six months. Cf. Youth Policy and Youth Services in the U.K.

<sup>7</sup> Responsibilities are spread similarly in the other countries too although here, the Citizenship, Youth and Family Division belongs to the relevant Education Department.

<sup>8</sup> According to Roger Troedson, a Youth Support Service is currently being discussed at this level. This would serve as an umbrella association for all those organisations which work with disadvantaged children and young people at regional level.

---

There are a number of laws of relevance to young people's lives, including all laws on education, crime and employment. Among the most important of these is the *Children Act 1989*, which - based on the UN-Convention "Rights of the Child" - governs the care and education of children. The *Children and Young Person's Act* of 1933 lays down the terms of employment for young people of school age in order to prevent the abuse and exploitation of young people at the place of work.<sup>9</sup> The *Further and Higher Education Act* of 1992 and *Education Act* of 1996 both provide a legal basis for youth aid.<sup>10</sup> Here, the local education authorities are required to provide adequate facilities for further education and to ensure that the education provided contains sufficient opportunities for recreation and physical education (cf. Youth Policy and Youth Services in the U.K., 11-14, 54-57).

Youth aid in Great Britain, otherwise known as Youth Service, consists of a dense network of organisations and volunteers working on national, regional and local levels. Political responsibility for the Youth Service resides with the relevant Ministry of Education. The way in which the Youth Service is organised therefore varies according to the needs of the country or region in question. There are a number of partnerships between youth clubs and similar organisations and projects run by local authorities. Schools, colleges of further education, the health authorities and private sector are also becoming increasingly involved in this type of work.

In principle, a distinction can be made between statutory and voluntary youth aid. Some 200 local authorities in Great Britain provide *statutory* youth services, with England alone accounting for some 150 of these. There are estimated to be 200,000 voluntary youth aid organisations in England and Wales alone (cf. <http://www.coe.fr/youth/english/mainmenu.htm>). While most of these are highly structured, there are also a number of looser, local-level groupings (including Youth Clubs UK) and religious organisations with a role to play in this field. It is above all the traditional voluntary organisations (e.g. the Scouts & Guides), many of which date back to the 19th century, which enjoy the highest membership. Great Britain's 112,000 - mainly part-time - youth workers have the support of some 700,000 volunteers. The DfEE supports the Youth Service in England to the tune of 5 million pounds a year, some 3.5 million pounds of which go to the 70 national voluntary

---

<sup>9</sup> There are other laws governing such things as alcohol and drug abuse, social security for young people, security and crime etc.

<sup>10</sup> This is true of England und Wales; in Scotland and Northern Ireland there are similar education laws which provide a legal basis for youth aid.

---

organisations.<sup>11</sup> These, however, are in fact responsible for their own revenues and in some cases are subsidised by the relevant local authority. Government aid is also available for specific projects of a limited duration. The Charitable Trusts, above all the Prince's Trust, which provides some 25 million pounds a year, are becoming an increasingly important means of financing youth work. The local authorities support the voluntary sector with over 36 million pounds a year. Another source of funds is the National Lottery, which in its very first year supported youth work projects to the tune of 200 million pounds (England's Youth Service – the 1998 Audit, 19-24).

"Youth work supports young people in their transition from childhood to responsible adulthood, encourages their social development and individual fulfilment, and helps them engage fully in society. It is concerned primarily with young people's personal and social development and is critically informed by a set of beliefs which include a commitment to equal opportunity, and to young people as partners in learning and in decision making" (Youth Policy in the U.K., 52).

At national level, there is widespread agreement on the educational, participative and supportive objectives of youth work. The independent National Youth Agency (NYA), funded by both the government and local authorities as well as revenues from its own publications, provides a centre for the support, advice and information of all actors involved in Youth Service according to these premises.<sup>12</sup>

Youth Service is geared to children and young people aged between 11 and 25 years, with special attention to 13- to 19-year-olds. It is estimated that in an average week, over 600,000 11- to 25-year-olds avail themselves of the services of a local youth aid organisation. The group of 13- to 19-year-olds accounts for 400,000 of this total (England).<sup>13</sup> Over the past few years, the local authorities have taken a growing interest in the concerns of special groups, as is reflected in the diversity of activities and programmes on offer. Explicit attempts are being made to reach those young people who leave formal education before their compulsory schooling has finished and who are either at risk of sliding into a criminal milieu or are already delinquent. Unemployed youth are also a

---

<sup>11</sup> These are listed in: Scheme of Grants for National Voluntary Youth Organisations 1996-1999, published by the DfEE / YSU.

<sup>12</sup> The NYA in Leicester is also responsible for certifying the professional training of youth workers.

<sup>13</sup> One youth worker and YFE project leader in Newmarket / Suffolk, estimated the percentage of local teenagers directly affected by the work of the local youth club to be approx. 5%.

---

priority. This is also the reason behind the close co-operation with other local services such as health and social services, the police, the probation service, housing etc.<sup>14</sup>

In recent years, Youth Service's organisational structures have had to be adapted not only in line with the reorganisation of local government, but also in order to keep pace with the changing requirements of young people and communities, as are reflected in its new, more extensive political agenda (cf. England's Youth Service – the 1998 Audit, 1-3). Some traditional youth organisations such as the YMCA have responded to these changed circumstances by redefining themselves and adopting new services (e.g. a combination of housing and education services).

### **2.3.1.3 Organisation of youth sport<sup>15</sup>**

In Great Britain, there is a strong awareness of and identification with sport and sport is viewed as part of British culture. Great Britain has the highest participation rates in the world in terms of population (The Value of Sport, 1-13). Although the promotion of sport is not prescribed by law, there is a dense network of both public and private actors and volunteers which provides - as in the case of Youth Service - a wide range of opportunities to engage in sport.

The Department of Culture, Media and Sport (DCMS) is responsible for sport policy at national level. By agreement with Sport England, the DCMS acts as a watchdog to ensure that the declared goals of greater participation in sport on the part of the population at large and sport as a tool for integration are actively pursued. The DfEE is responsible for the development of the national curricula, of which compulsory physical education for schoolchildren aged between 5 and 16 is an integral part. The revised 1995 curriculum attaches greater importance to traditional team sports than used to be the case. Most schools have their own sports grounds and gyms and often specific facilities such as swimming pools as well. They themselves decide the extent to which these facilities are made available to the community at large. The quasi-autonomous government organisation Sport England and the four national Sports Councils under it are responsible for promoting sport in general, for increasing participation in sports activities, improving standards of performance and the provision of sports facilities. The Sports Councils also advise the government on all matters relating to sport. Over 400 governing bodies are organised in the Sports Councils and these are responsible for the administration, regulation and

---

<sup>14</sup> Statements made by interviewees; National Youth Agency 1998, 11-17.

<sup>15</sup> Cf. in particular: Sport Structures (Clearing House – CDDS – Council of Europe), 1997.

---

development of some 90 different types of sport. At regional level, there are forums for sport and recreation to facilitate dialogue between the various organisations and institutions with an interest in sports while at local level, it is the local sports clubs, run by volunteers, which make up the backbone of British sport. The fact that there is no political structure to co-ordinate these various groups with the territories they cover is often perceived as a shortcoming of the system.<sup>16</sup> The allocation of state funds and revenues from the National Lottery, both of which make an important contribution to the promotion of sport in Great Britain, is incumbent on the Sports Councils.<sup>17</sup> This year, the government promised to promote sport with lottery revenues totalling 2 billion pounds over the next 10 years (cf. *The Player* East Midlands, 10).

There are scarcely any sports organisations which are dedicated exclusively to the promotion of youth sports. It is apparent from the literature and from comments made by experts in the field, however, that the involvement of young people in sports is considered a vital aspect of British sport in general. In reality, compulsory PE throughout school and the various opportunities for non-competitive sports available at most schools proves that there is always a connection between sport and youth. During their school years in particular, all young people have guaranteed access to sports. After leaving school, however, this access is no longer a matter of course (owing to the restrictions arising from socio-economic factors, transport, equipment, entrance fees, locality etc.)

Only in recent years, however, can it be said that "Youth and Sport" has become a priority and a subject which is now receiving attention both in practice and in theory. The best proof of this is the Youth Sports Trust (practice) set up in 1994 and the Institute of Youth Sport (theory), founded in 1997/98.<sup>18</sup> This was founded against the backdrop of a decline in physical education in schools, growing public awareness of health matters and the realisation that sport can help shape young people's lives. The Youth Sport Trust, which is aimed at people aged between 18 months and 18 years is endeavouring to bring about changes in the national sports curriculum as well as in sport-related youth work at local level. The Institute of Youth Sport, on the other hand, perceives its main task to reside in the pursuit of research and development work for schools and sports clubs.<sup>19</sup>

---

<sup>16</sup> "It's like a mad dog's breakfast", Institute of Youth Sport, 25.8.199.

<sup>17</sup> Annual spending on sport as per 1st April, 1997: direct state funding: at least 68 million pounds, local financing: 900 million pounds, National Lottery: 250 million pounds.

<sup>18</sup> Both institutes are based on the campus of the University of Loughborough, which itself is one of the leading universities in the field of sport in school and in practice.

<sup>19</sup> Interview with Prof. David Kirk, Head of the Institute.

---

Although responsibility for youth sports in Great Britain was somewhat vague before these two institutions were founded, there can be no talk of neglect. It was and indeed still is a matter of course for youth sports to be included and encouraged in the routine work of the United Kingdom's countless sports clubs. This is evident from the fact that whereas the Central Council for Physical Recreation (CCPR)<sup>20</sup> and the affiliated British Sports Trust (BST) do not have an earmarked budget for youth sport, youth sport nevertheless has an important role to play in each of the disciplines covered.<sup>21</sup> One of the most frequent criticisms to be heard is that young people are not adequately represented on the executive boards of the various sports organisations and clubs and that the lottery funds which are so vital to most youth sports initiatives are allocated exclusively by adult decision-makers.<sup>22</sup> Various actors here want to see a better correlation between government policies in youth, sport, education and health.

#### **2.3.1.4 Sport as a tool for the social integration of young people**

There is no traditional (formal) link between youth work and sport. This means that the use of sport as a tool for the social integration of young people has not had any explicit theoretical and institutional impact. In practice, however, it is clear that the socially integrative function of sport is both widely recognised and indeed practised, even if this is obviously not confined to the integration of young people alone. The work of youth centres and other sports facilities shows that sport is used primarily as a medium for the integration of *socially disadvantaged* youth. The most diverse types of disadvantage, including socio-economic disadvantage, membership of ethnic or religious minority groups, girls and women in male-dominated sports, unemployment, homelessness, mental and physical disabilities etc. are taken into account. Representatives and advocates of experiential learning<sup>23</sup> take the view that the use of outdoor activities to promote the personal development of young people fits this niche almost exactly, even if it cannot be said to constitute a formal or institutionalised interface between youth work and sport.

The acceptance of sport as a tool for the integration primarily of disadvantaged youth - here it is rather the type of sport and the manner in which a certain type

---

<sup>20</sup> As the umbrella association for 300, in some cases very diverse, member organisations and clubs, the CCPR is a kind of "trade union for sports", according to Ron Tulley of the BST.

<sup>21</sup> Interview with Ron Tulley, Senior Technical Adviser and Teacher Trainer of the British Sports Trust, on 19th August in London; CCPR – Annual Report 1998/99.

<sup>22</sup> The idea of a sports parliament (as well as a youth parliament) is often raised in this connection as a means of ensuring that youth concerns receive the attention they deserve.

<sup>23</sup> Advocates of experiential learning, however, generally interpret this to mean physical outdoor activities only.

---

of sport is used which is in dispute - has had consequences at national level too. The Department of Culture, Media and Sport (DCMS), for example, produced a report for the Social Exclusion Unit examining the potential contribution of arts and sport to neighbourhood renewal and greater participation on the part of young people in disadvantaged regions. This report also contained recommendations for decision-makers at both national and local level.<sup>24</sup> In future too, the DCMS will be gearing its strategies and initiatives to the promotion of social integration. Another example of just how deep this awareness of the links between sport and social integration is in the United Kingdom is evident from the National Conference of Sport & Physical Recreation organised by the Central Council of Physical Recreation. This event is dedicated to an analysis of the role played by sport and recreation as a means of overcoming the problem of social exclusion.<sup>25</sup>

The strategy governing the allocation of lottery revenues to sport, for which new priorities were set in 1999, can also be regarded as an attempt to redress the problem of social exclusion with social integration. In future, the funds available will be allocated according to the following criteria: "... to give access and opportunities to all, help address key social issues in urban and rural communities, and create future champions." (The Player East Midlands, 1)<sup>26</sup>

The philosophy underlying the work of the Youth Sport Trust, which gives the educational precedence over the sporting aspect of sports, in other words uses sport as a means of improving young people's skills and fostering social behaviour, in this way contributing to their enrichment and to an enhancement of self-esteem, can also be assigned to this category.<sup>27</sup> The programmes of the Youth Sport Trust are specifically aimed at *all* young people ("Social integration is the heart of our philosophy, we always think about it"), which means that those with special needs are especially important. The YST also drafts supplementary, supportive materials and training courses, the purpose of which is to give those involved more self-confidence when it comes to dealing

---

<sup>24</sup> Policy Action Team 10: A Report to the Social Exclusion Unit: Arts & Sport, Department of Culture, Media and Sport, London, July 1999. The very general terms "arts" and "sport" were used to collect a comprehensive range of examples of the positive effect arts and sports programmes can have on the following aspects of the community: health, crime, employment and education.

<sup>25</sup> CCPR: (28<sup>th</sup>) National Conference on Sport & Physical Recreation: A Sporting Chance. The Role of Sport and Recreation in Tackling Social Exclusion, 24-25 November 1999 in Kenilworth / Warwickshire. The results of the conference could not, unfortunately, be taken into account here as this report had to be completed before the event took place.

<sup>26</sup> According to this, joint projects accessible to all received 75% of the total budget .

<sup>27</sup> Interview with Sue Campbell, Chief Executive of the Youth Sport Trust, on 20th August, 1999; Youth Sport Trust materials.

---

with people with special needs. The point here is to give young people an idea of diversity and to nurture their capacity for teamwork. It is then up to the team to decide how its rules and scoring methods can be changed and adjusted so that all those involved can follow them, thus giving the sports pursued a socially integrative character.<sup>28</sup> The Institute of Youth Sport has not been in existence long enough for it to be possible to draw conclusions with regard to the success or otherwise of its work. The main topics on its research schedule for the years 1999 to 2001, however, have an obvious bearing on sport as a tool for social integration.<sup>29</sup> The so-called Sports Leaders Awards courses, which train volunteers in the use of sport in social work and related fields, also belong in this category (that of the BST, for example, 2.3.2.1). Some of these courses are aimed specifically at the unemployed and can receive financial support from the "New Deal".

### **2.3.1.5 The role of sport in youth exchange programmes**

The British Council's Youth Exchange Service (YEC) serves as the National Agency for both the European youth exchange programmes. YEC co-operates internationally with the British Council, whose primary concern is international education and youth exchange up to university level as well as the development of youth programmes. There are no known initiatives in which sport is envisaged as a fundamental element of youth exchange programmes. As BC employees overseas have been taking an increased interest in sport just recently - both in the general promotion and presentation of sport and in the integration of sport in the BC's other international fields of work, meaning governance, human rights, gender issues and social development - the British Council has created a new position of Sports Adviser.

The identification of sport-related projects as part of the two European youth exchange programmes was all but impossible, for various reasons: Not only was the National Agency often found not to have the relevant information but the catch-all category "leisure time / sport" makes research in this field and the concrete allocation of sport difficult as well as saying very little about the relative importance of sport in a given project. The most important reason,

---

<sup>28</sup> The Youth Sport Trust programmes pay special attention to young people with physical disabilities (SportSability Programme). Others are geared to girls, especially those in the age group 13 to 15, which is when they are most likely to give up sport. With the aid of a research programme on social disadvantage currently under way, other programmes are to be developed with the aim of reaching above all socially disadvantaged youth.

<sup>29</sup> Research topics 1999 to 2001: strategies for social inclusion through sport, elite young performers, young people and families in community sport, innovative practice in school-based programmes, evaluation studies of physical education and sport programmes for young people.



---

however, was that in both cases, sport often has only a subordinate role to play and is listed as just one of numerous other project activities.<sup>30</sup>

Apart from a few exceptions in which volunteers in EVS projects offered outdoor activities in a youth club or a youth hostel etc. or in which sport was included in a wide range of other youth activities, it was almost impossible to identify sport as an integral part of British EVS projects. Although there have been exchange projects between sports clubs under the umbrella of the YFE, these exchanges were rarely concerned solely with sport and competition. The emphasis was always rather on the use of sport as a joint activity and as an opportunity for socialising, to which end both cultural and other activities were also used. The most common version within the YFE is the youth club exchange with the aim of getting to know each other and enhancing each others' cultural awareness. Sport and outdoor activities are just two of a wide range of activities, including music, cooking, art, storytelling and discussions of matters of relevance to young people etc.

Five YFE projects and three EVS projects of relevance to sport were identified for the year 1999.<sup>31</sup> The paltry information available on these projects, however, makes it impossible to judge the relative importance and function of the sports pursued.<sup>32</sup>

According to estimates of the British National Agency, there is a certain amount of resistance in Britain to any strengthening of the role of sport - as the European Commission desires - in EU youth exchange programmes. This reluctance can be attributed at least in part to certain negative experiences with sport (hooliganism) in Great Britain. It will obviously be necessary to persuade potential participants in European youth exchange programmes that sport is indeed an acceptable tool and to give them some clear criteria for the selection of suitable sports activities. The criticism most often heard, usually from decision-makers working in the social sphere, is that sport is inherently elitist. Although the importance of sport, especially as a tool for the integration of the disadvantaged, is widely recognised, the implications of this when transferred to international level are not generally acknowledged. The National Agency

---

<sup>30</sup> The descriptions and assessments of the EVS / YFE projects are based on the research material provided by the YFE in Brussels (Tom Salakari), which was compiled using the key words "leisure time/sport", as well as on our own research in the EVS database which SOS put on the Internet for EVS.

<sup>31</sup> According to research by the national agency; as not all the projects/organisations discussed by the NA responded, this information cannot be regarded as complete.

<sup>32</sup> For a more detailed description of a YFE project – Cycling Project Suffolk / Newmarket - see Chapter 2.3.2.3 – best practice.

---

recommends closer links between sport and health in youth exchange programmes, especially as this topic is currently on the agenda in the field of youth social work as well. In principle, the use of sport in EU exchange programmes can provide ways of demonstrating one's own national culture.

Apart from the persons directly affected (National Agency, project participants), there was a conspicuous lack of information on the two European youth exchange programmes among the other persons interviewed. They attributed their ignorance of the two programmes either to the inadequate flow of information or to the persistent problem of Britain's isolation within Europe.

### **2.3.2 The potential of and obstacles to programmes with an emphasis on sport and physical activity**

#### **2.3.2.1 Approaches and networks within the country itself**

The dense network of youth clubs and youth associations on the one hand and a similarly structured network of sports clubs and associations on the other, and the fact that the interfaces between the two have yet to be adequately developed, mean that it is all but impossible to find a comprehensive system of links between youth work and sport in Great Britain. There are nevertheless certain regional programmes, most of which are aimed at groups of - often disadvantaged - youth as well as nation-wide programmes whose clientele is made up primarily of individual participants, which can serve as a starting point for the development of sport as a tool for social integration in a European context.

The Sports Leaders Awards, for example, belong to the latter category. These awards are offered by various organisations in various manifestations. The Awards of the British Sports Trust<sup>33</sup> whose entire work turns on the idea of providing opportunities for sport as a tool for promoting the social integration of young people, are a particularly good example of such awards. The BST has been offering Sports Leader Awards - there are now five in all - since 1981. The courses are attended mainly by young volunteers who then receive training as sports leaders at local level. Sport provides them with a medium for communication, organisation, understanding and applying teamwork and motivating other people. In other words, the aim is the personal, social education of young people and according to participants, the courses do indeed help them to develop the self-confidence required in other areas of life as

---

<sup>33</sup> BST, the charitable arm of the Central Council of Physical Recreation.

---

well.<sup>34</sup> In addition to this, the awards have a double function: They attempt to integrate individuals who in turn will attempt to integrate other individuals in society at local level .

In Greater London, in particular, it was possible to identify various attempts to combine youth work and sport (see also SportsTrain in the section "best practice"). These include YouthSport, a joint initiative of the London Union of Youth Clubs for Young People and the Middlesex Young People's Club. This aims to promote the participation of young people in sports activities run by their youth groups. The achievement of this aim is ensured primarily by providing the relevant training for both youth workers and the members of such groups. Over 60 courses have been held to date and there has already been a slight increase in sports activities. Additional courses are to be set up in the course of the next three years. These will seek to support youth leaders in their attempts to use sport positively in their youth work and to adjust the sports offered to the prevailing circumstances and participants' needs (Yvonne Marson, 24.8.1999; cf. LUYC Review, 2). YouthSport continues to receive support from the National Lottery "Awards for All" scheme. This is geared to all those who want to include more sports activities in their work in youth clubs, increase the number of participants, improve access for girls/young women, disabled youth and members of ethnic minorities and who want to put ideas for new sports activities into practice (cf. Londonyouth news, July 1999, 11). Here, too, the socially integrative aspect of sport is very much in evidence. According to the intensive interviews conducted, it can be assumed that comparable initiatives are currently under way in other parts of Great Britain as well.

Sport England's suggestion that a so-called "cross distributor" programme be planned for the distribution of Lottery funds can be viewed as yet another attempt to consolidate existing structures and so create the necessary points of contact. The aim here is to set up community venues for the more flexible handling of multipurpose facilities in order to improve access to sport and other

---

<sup>34</sup> The five core aims of the Sports Leaders Awards are defined as follows: personal development, stepping stone to employment, developing leadership, volunteering in communities, reducing youth crime. Statistics on participants, see Monitoring and evaluation exercise 1993, also: British Sports Trust: Report & Accounts 1998/9, London 1999. In towns and regions with special problems, courses for the training of voluntary Community Sports Leaders etc. are used specifically as a means of involving disadvantaged people, such as drug addicts, truants, juvenile delinquents and the homeless. In many cases, the training provided has also served as a qualification for subsequent employment and hence has made a contribution to social integration. According to an evaluation of the Awards for 1989-1991, 70% of the successful participants belonged to the age group 16-24, on average, while the ratio of men to women was more or less 1:1. The proportion of ethnic minorities was at least equivalent to their share of the total population.

---

recreational opportunities even in socially disadvantaged areas and so create stronger links between them. It has to be pointed out in this connection that it is not the shortage of capital which is the problem but rather what is often a monolithic allocation of funds.<sup>35</sup>

One by no means insignificant approach which has so far been disregarded is that of experiential learning, which is referred to most commonly by the terms "Outdoor Education" and "Outdoor Learning". The reason for the lack of attention so far paid to this field is the fact that in Great Britain, experiential learning is not explicitly linked with either youth work or sport. The data collected during the case study show that the public at large does not perceive "Outdoor Education" to be a potential interface between youth work and sport. Despite having a long tradition dating back to the late thirties in Great Britain and despite what is widely acknowledged to be its positive effect on the lives of millions of young people, outdoor education has had scarcely any impact at all on formal education and training in that country (cf. Higgins/Humberstone 1999, 3f.).<sup>36</sup> On the other hand, some people take the view that the outdoor education movement has probably had a greater impact on youth work over the past thirty years than has sport. This is because it expresses itself in terms of personal development, while sport has never been forced to do so (National Youth Agency). Even if experiential learning is often linked with outdoor activities, it must be stressed that it is by no means only physical activities which can be allocated to this category. The experiential learning process is always at the forefront and this process makes use of various activities as a means of conveying certain styles of learning and ways of solving problems. In Great Britain, outdoor education is aimed above all at high-risk youth who are more likely to accept the learning methods of experiential learning than those of formal education.<sup>37</sup>

### **2.3.2.2 Potential analysis and obstacles**

While facts on existing and expandable structures and approaches can be obtained, it is often the feelings and conflicts of interest of the various persons involved which are most informative with regard to whether or not joint initiatives and projects combining youth work and sport and indeed feasible.

---

<sup>35</sup> See also Arts & Sport, A report to the Social Exclusion Unit, Recommendations.

<sup>36</sup> Draft of July 1999. The main reason for this is the fact that in Great Britain, unlike on the Continent, teaching strategies, teaching methods, education and training are not subjected to enough critical discussion.

<sup>37</sup> Cf. the objectives of the network: the Association for Outdoor Learning (AfOL), formerly the National Association for Outdoor Education; <http://www.outdoor-learning.org/>.

---

There is scarcely any doubt that sport can and indeed does make a major contribution to the social integration of young people in Great Britain, whether disadvantaged or otherwise. In its most recent publications on the subject, Sport England clearly points out this function and accords sport a by no means unimportant place on the new, socio-political agenda of the current labour government. It insists that the new social agenda constitutes a new *opportunity* and not a *threat* for sport and goes on to claim that the advantage of sport is that it has direct contact to youth culture and can therefore create an important link between school and out-of-school social life (The Value of Sport, 6-9).<sup>38</sup> The political will - and to a large extent the financial resources available - to promote sport as a tool for the social integration of young people, among others, is definitely there. This political will, however, has so far made itself felt above all in those situations in which it serves specific political goals. Pressure of time means that many special programmes are not fully developed and put into practice or may even be too reactionary. The tension between the will to act and the very real obstacles to action, however, does not have to impede the development of sport-related programmes at European level.

The fact that the interface between sport and youth work has not yet been fully institutionalised can be attributed to the very different understanding of sport and youth work. In a country with a long tradition of sport like Great Britain, the demands made of those who engage in sport are extremely high. Physical activity which cannot be unequivocally oriented to one or other of the classical disciplines is often looked down on as not "real" sport. In traditional thinking, male-dominated sport, which is hence often described as sexist or macho (Institute of Youth Sport, British Sports Trust), is indeed elitist in that it is concerned above all with the promotion of future medal winners, with performance and results, even if these objectives are treated with a certain amount of irony. On the other hand, Great Britain has a wealth of know-how and opportunities for the most diverse types of sport and physical activity.

Sports representatives are often accused of failing to appreciate the socially integrative function of sport and of being cut off from the world outside the world of sport. There is plenty of "anecdotal evidence", however, to suggest that sport in Great Britain is not concerned solely with the creation of new elites, but in practice is enormously important when it comes to the social integration of *disadvantaged* youth. Sports and youth organisations are often accused of trying to outdo each other when it comes to the question of which of

---

<sup>38</sup> Besides the social value of sport, the holistic approach emphasizes the positive interaction between sport and security, young people and training, community renewal, the environment, business and of course health.

---

them does most for young people. An effort should be made to initiate a pooling of practical and theoretical experience in order to break down barriers and pave the way to future partnerships.<sup>39</sup> The dispute over content should - once the common goals have been established - lead to greater political co-operation in the form of joint lobbying work. In view of the doubts regarding whether the large number of initiatives and programmes, especially those at national level, do indeed reach their specific target groups and are firmly anchored in their lives, this last suggestion would appear to be particularly important.<sup>40</sup> Closer co-ordination at national level, however, does not have to be a prerequisite for more co-operation within Europe. The people interviewed, whether as individuals or as representatives of their respective organisations, were almost all interested, virtually without exception, in a pooling of experience at European level (Youth Sport Trust active, BST somewhat reactive, etc.). Apparently, they were motivated by the possibility of learning from the methods of sport-related youth work and outdoor education practised in other European cultures.

It is not absolutely necessary to create new structures for potential co-operation. The point is rather to expose what structures there already are and to use these for European-level co-operation as part of the two youth exchange programmes. Close co-operation at European level already exists in the form of town twinning, for example. Youth exchange programmes implemented under the umbrella of such town twinning projects already make use of various types of sports activities as a means of breaking the ice, bringing young people together and encouraging them to overcome the language barrier (sport as a means of non-verbal communication).

The discussion surrounding the relative merits of *competitive* and *non-competitive* sport gives rise to another area of tension. Although the aim of this study was to examine the potential of *non-competitive* sport as part of the European youth exchange programmes, the people questioned frequently said that the potential of competitive sport should not be disregarded altogether. At one end of the scale, there were those who believe the socially integrative role of sport is completely exaggerated, that it may make life pleasanter for the disadvantaged, but cannot provide them with any concrete help as long as they are without work. At the other end, however, there were those who agree that

---

<sup>39</sup> These and similar proposals were made by the National Agency, the Youth Sport Trust and the National Youth Agency.

<sup>40</sup> This was attributed at least in part to the uncertainty at national level regarding the question of whether certain programmes should be implemented centrally - with their own control systems - or decentrally, in which case, according to Tom Wylie of the National Youth Agency, it would be necessary to rely on the local authorities.

---

sport can indeed play an important role as a tool for social integration, even if they would not necessarily give sport precedence over other activities. Opinions differed considerably, however, when it came to the types of sport which might be most suitable for this purpose and the question of whether they should be used only with a mix of nationalities. Nevertheless, team sports were consistently given preference over individual sports and activities such as hiking, climbing, cycling, canoeing, which are often classified as "outdoor education", were rated especially highly.<sup>41</sup> Most of those interviewed agreed that it is the manner in which sport is organised and the intentions and socio-pedagogical abilities of those who make use of sport which are decisive. The abilities in question were the ability to give young people a positive educational experience, the ability to take account of very different skill levels and the ability to modify games and disciplines in such a way that all participants come away with a positive experience. In other words, team leaders should be concerned with the personal development of all those involved (inclusive games, team building). As already mentioned, there is extensive experience in many areas of sport which can be made use of in this context. The Sports Leaders courses can play a vital role here. One possible preliminary to a European youth exchange programme would be the training of young people as sports leaders. They in turn could then contribute their experience to both national and international projects.

In Great Britain, there have been calls for closer links between policies and initiatives as well as a more holistic approach to youth policy, as is already borne out in various campaigns and programmes (cf. the setting up of the Social Exclusion Unit). Many of those interviewed therefore expressed a desire for holistic projects under the umbrella of the EU's youth exchange programmes.<sup>42</sup> Such projects could cover not only sport, but also fitness and health, for example. Sport could also be part of a more complex cultural exchange programme. Such a programme could use sport to examine differences in the way various types of sport are practised in various cultural environments or to present sports which are peculiar to a specific culture and which can be used to convey that culture to young people from a different culture (by non-verbal communication).

The task of co-ordinating what is a very dense and complex network in both youth work and sport - a network which is all but impenetrable even for the British actors involved - with European actors naturally poses an enormous

---

<sup>41</sup> "Not all sport is youth work and not all sport offers the opportunity for youth work", Wylie.

<sup>42</sup> "This blanket sport approach is dying out", Yvonne Marson.

---

challenge and one that is rendered still more difficult by the fact that there is little knowledge of European activities at regional and local level. It is therefore vital to start by promoting an awareness of these activities and improving the flow of information to potential executing organisations. It is not possible to cite any specific types of sport and physical activity as a model here, as the options are too varied and the choice of which type of sport to use will depend a lot on the training and intentions of the project leaders. To ensure best practice in the organisation of future projects and programmes, both project leaders and project participants should be involved in the decision-making processes which precede them. Ideas such as a youth parliament or a youth sports parliament are being discussed, as are other European-level forums which would bring together clubs and other associations with similar objectives. It does not have to be the national organisations which are approached, but rather those networks and actors who are active in the field. The Youth Sport Trust, which has shown an interest in a practical and theoretical exchange of experience at European level, is a good example of such an actor, as is the Association for Outdoor Learning (AfOL).

There are plenty of different approaches and experience for the further development of sport as a tool for social integration, especially that of disadvantaged youth. All that is needed is for these to be compiled and examined with a view to their applicability in a European context.

### **2.3.2.3 "best practice"**

What follows is a description and discussion of various exemplary projects and programmes which could serve as models for the development of sport-related exchange programmes for European youth. Whereas reference is made to various officially sponsored projects, such as those sponsored by Sport England, for example, it should be noted that space does not permit the inclusion of any more than a handful of the plethora of good practice examples uncovered in the course of this case study. In many cases, the lack of documentary evidence or evaluations of certain locally sponsored projects has obliged us to rely on anecdotal evidence.<sup>43</sup> At this juncture, it should be remembered just how important high-level actors are when it comes to pooling information, recording important findings, exploring new financing models and exploiting potential synergies.

---

<sup>43</sup> At this juncture, it should be remembered that the "Report to the Social Exclusion Unit: Arts & Sport" contains countless examples of how sport and arts can be used for neighbourhood renewal and to treat both the symptoms and causes of social exclusion.



---

### *Cycling Project Newmarket (YFE)*

The Cycling Project in Suffolk implemented as part of a YFE programme grew out of a partnership agreement between Suffolk and Flanders. The bicycle is an especially suitable vehicle for exchanges between British and Belgian youth, not only because all the participants were able to obtain a bicycle at relatively little expense but also because cycling does not demand any special skills. The young people split into two, mixed-nationality groups, each of which was responsible for the planning and execution of the project, for choosing the route to be taken on the one-week tour, for organising campsites and planning meals. All the two supervisors involved had to do was to meet the groups at certain points en route and to be accessible in the event of emergencies.

For most of those involved, this project was a great challenge. Some of the 15- to 20-year-olds involved were obviously confronted with their own feelings - and their inability to evade them - for the first in their lives. As a group, they could not hold any one person responsible for a given problem. It was emphasised that while British youth tend to be guided largely by rules and decisions made externally, here they were forced to make their own decisions and to do all the organising themselves. They found themselves confronted with various problems, from the language barrier and typical youth problems to their growing awareness of an education gap between two nationalities. This intensive exchange programme enabled them to learn a lot about and from each other, including how diverse the world really is while at the same time how similar they are. They also learned that there are many different ways of doing things, but that these differences can in fact be very interesting.

The project leader rates this very highly as the basic learning process underlying the expedition as well as taking the view that the participants left the programme as "better people" and "better Europeans". According to the participants themselves, their attitudes towards the young people of the other nation involved have either remained the same or have improved. Nearly everyone claimed to have made new friends and said they were now more confident and would volunteer for such an experience again in future. In this project, the bicycle provided a vehicle not just for locomotion but also for promoting participation, understanding, self-confidence and responsibility.

What follows now is a description of various projects which belong to the category "anecdotal evidence". What these all have in common is that they give priority to the integration (social, physical, economic) of disadvantaged youth. The British Red Cross, for example, has organised a series of sport-related activities for severely disabled children and young people, which is to be

---

implemented by Hindleap Warren, an outdoor centre which has been in operation for 25 years. The centre offers a number of different activities, including an obstacle course, climbing, archery, canoeing, environmental activities and other outdoor pursuits centring on the solving of a specific problem.

The Sports Leaders Awards courses run by the British Sports Trust are increasingly being aimed at disadvantaged groups such as truants and potential and actual delinquents. These courses help give such young people a certain sense of responsibility. As soon as they are then involved in the work of a youth club or the like, this sense of responsibility increases inasmuch as "... they seem to become responsible and forget the crime." (British Sports Trust, 19.8.1999) The fact that there is close co-operation in Great Britain between youth aid on the one hand and various authorities, including the police, social services, probation officers etc. on the other, is especially worthy of mention. Courses aimed at combating juvenile delinquency, for example, have been successfully held in co-operation with Cheshire Constabulary, in a unique joint venture between the Youth Service and Littlehey Prison in Peterborough as well as with Gloucester probation services etc.

When it comes to exploiting synergies between sport and youth work, the training programme called SportsTrain developed as a joint venture between Youth Clubs UK and Sport England undoubtedly deserves a mention. This programme is aimed at youth workers, sports people and the personnel of recreational organisations which view the use of sport as an effective tool for the development in young people of both personal and social life skills. As many young people are involved in a series of projects in both youth work and in sport, the potential synergies which could arise if participants from both sides of the fence were brought together are not difficult to imagine. The effective partnership of both parties could increase not only the numbers of young people who pursue some form of sport (the health aspect) but also their willingness to engage in active recreational pursuits as well as reinforcing their personal and social competence.<sup>44</sup>

---

<sup>44</sup> Each of the programme's 6 modules contains at least one aspect of equal rights: 1) Agreement on and confirmation of the objectives, values and methods of youth work and the organisations involved; 2) a clear definition of the terms "sport" and "active recreation" and what these means within society; 3) research into the potential of sport and recreation and how they can contribute to the objectives of youth work; 4) an examination of the impact of sport in the media and how young people experience sport and active recreation; 5) an examination of the practicability of sport and active recreation in youth work; 6) the drafting of a plan of action, co-operation at local level and the identification of those areas in which more development work and training will be necessary in future.

**Table 6: Project-related activities – "best practice" at a glance**

Executing organisation	Project / Activity	Country	"Best practice" in:	See recommendation No.
Kent Youth and Community Service	Kent Initiative for Truants and Exclusions (KITE)	GB	Programme to reduce juvenile delinquency, truancy etc.: Various activities in the categories physical activity, expedition and residential, design and living etc.	5
British Sports Trust	Sports Leaders Awards (Community SL, Junior SL, Higher SL, Basic Expedition Leader)	GB	Training of young people from 16 and over (14 for the Junior Sports Leaders) as sports leaders at local level; multiplier training, including in co-operation with the local police, probation service, prison service etc. to reduce juvenile delinquency; special courses for girls aimed at increasing the number of female tutors.	5, 13, 16
Youth Clubs UK / Sport England	SportsTrain	GB	Training of youth workers, sports specialists, personnel of recreational organisations: introduction to the use of sport as an effective tool for the development of personal and social life skills	13, 14, 15
London Union of Youth Clubs for Young People / Middlesex Young People's Clubs	YouthSport	GB	Encouraging young people to participate in sports activities run by youth groups by training youth workers and older members; development of strategic partnerships with interested organisations in London	6, 9
London Union of Youth Clubs for Young People / Middlesex Young People's Clubs	YouthSport – Community Sports Leaders Award, Women – Get Set Go, Disability Awareness Kurse	GB	Courses are to be introduced within the next three years: Youth work leaders receive support for their efforts to use sport positively in youth work, adapt it to the prevailing circumstances and modify the sports activities selected to meet the needs of all participants	6, 9
London Youth	London Youth	GB	Meeting point for various people involved in youth work. The aim is to promote a dialogue between the statutory and voluntary sector while at the same time providing services for youth clubs and providers of sports activities	3, 10
Hindleap Warren	Expedition Leader Awards	GB	Training for young people, qualifying them as leaders of outdoor expeditions	6, 9
Hindleap Warren (formerly Brit. Red Cross)	Activenture Programme	GB	Outdoor activities for severely disabled children and young people (obstacle course, climbing, archery, canoeing, environmental problem-solving etc.)	5
Sport	Awards for All	GB	Promotion of small-scale initiatives and projects which	4, 5

Executing organisation	Project / Activity	Country	"Best practice" in:	See recommendation No.
England (backer), various organisations	Scheme		attempt to introduce sports activities into the work of youth clubs and which want to use sport to access more women/girls, disabled people, ethnic minorities etc. or have new ideas for sport-related activities in youth work	
Hampshire / West Yorkshire	Sports Counselling Schemes	GB	Encouraging young people on probation to make good use of their free time by engaging in sport -> reduces crime	5
Millwall Football Club	Football in the Community	GB	Sports activities in schools and housing estates combined with training and further training courses for truants, juvenile delinquents and jobless	5
Bristol City Council	Voice of Southmead	GB	Youth centre with diverse sports on offer as a means of counteracting social exclusion in the poorest parts of the city	5
Youth Sport Trust / Camelot Foundation	SportSability	GB	Programme of activities for the collective physical activity of young disabled and non-disabled people with purpose-built equipment developed by the YST and training for all participants as well as specific resource cards	5
Youth Sport Trust / Nike UK	Girls in Sport Partnership	GB	Increasing girls' participation in sports in and outside school	5
Youth Alliance (alliance of various outdoor organisations and sponsors) <sup>18</sup>	Fairbridge Programme	GB	Combination of group work and individual promotion: Teamwork and joint problem-solving using indoor and outdoor activities.	3, 5
Humberside Probation Service	Sail Training Project	GB	Promoting the self-confidence and social skills of young people at risk of becoming criminal	5
Local Education Authority	Outdoor Education Project for Girls and Young Women	GB	Experiential learning for girls	5
Warley Leisure and Enabling Services	Sport for young people with learning disabilities	GB	Physical education and sport as a means of promoting personal development and socialisation	5
Bryson House / Belfast	Lagan Challenge	GB (North. Ireland)	Overcoming inner-city borders with water sports and other activities in conjunction with historical topics	5, 10

<sup>18</sup> Fairbridge, Ocean Youth Club, The Prince's Trust Volunteers, Raleigh International, Drive for Youth, Duke of Edinburgh's Award.

**Table 7: Institutions and experts visited – Case study Great Britain**

<b>Field</b>	<b>Institution</b>	<b>Experts interviewed</b>	<b>Function</b>	<b>Works directly with youth</b>	<b>Publications</b>
Sport organisation	British Sport Trust	Ron Tulley	Senior Technical Officer / Sports Teacher	Yes	Yes
Youth aid	Community Education Suffolk, Foley House	Graham Palmer	Leader of a YFE Project	Yes	No
Sport organisation (interface)	Youth Sports Trust	Sue Campbell, PhD	Chief Executive Youth Sport Trust	Yes	Yes
Ministry (youth)	Department for Education and Employment (DfEE)	Roger Troedson	Head of the Youth Services Unit in the DfEE	No	n.a.
Experiential learning/Academia	Buckingham Churchill University College	Dr. Barbara Humberstone	Lecturer	No	Yes
National agency	National Agency Great Britain/ Youth Exchange Centre (YEC)	Gordon Blakely	responsible for Youth for Europe	No	n.a.
Sport (interface)	British Council	Andy Hansen	British Council Sports Adviser	No	No
Youth (interface)	YouthSport	Yvonne Marson	Senior Youth Sport Officer	Yes	n.a.
Youth aid	National Youth Agency	Tom Wylie	Chief Executive	No	n.a.
Academia (youth and sport)	Institute of Youth Sport / Loughborough University	Prof. David Kirk	Beckwith Professor of Youth Sport, Institute Head	Yes	Yes
Academia (youth)	University of Liverpool, Dept. of Sociology	Prof. Ken Roberts	Professor and Head of Dept.	Yes	Yes

---

## **Institutions and contact persons**

### **A Youth**

#### **British Youth Council (BYC)**

65-69 White Lion Street, GB-London N1 9PP  
Tel.: +44/171/278 0582 / Fax: +44/171/278 0583  
<http://www.byc.org.uk>

#### **Community and Youth Workers' Union (CYWU)**

302 The Argent Centre, 60 Frederick Street, Hockley, Birmingham B1 3HS  
Tel.: +44/121/244 3344 / Fax: +44/121/244 3345  
<http://ourworld.compuserve.com/homepages/cywu>

#### **Department for Education and Employment (DfEE, England)**

Roeger Troedson – Youth Services Unit – Team Leader  
Sanctuary Buildings, Great Smith Street, Westminster, London SW1P 3BT  
Tel.: 0044/171/925/5000 / Fax: 0044/171/925/6000  
<http://www.dfes.gov.uk>

#### **Foley House – Graham Palmer (YFE project)**

Suffolk Community Education  
Wellington Street, Newmarket  
Tel.: +44/1638/663 740 / Fax: +44/1638/561 169  
e-mail: [Foley@ceducation.freemove.co.uk](mailto:Foley@ceducation.freemove.co.uk)

#### **Liverpool University**

Prof. Ken Roberts – Department of Sociology  
Eleanor Rathbone building, Bedford Street South, Liverpool L69 7ZA  
Tel.: +44/151/794-2996 / Fax: +44/151/794-2997  
<http://www.liv.ac.uk/sspsw/>

#### **London youth**

Bridge House / Bridge House Quay  
Prestons Road / London E14 9QA  
Tel.: +44/20/7537 2777 / fax: +44/20/7537 7072  
e-mail: [info@youthworklondon.demon.co.uk](mailto:info@youthworklondon.demon.co.uk)

---

**National Council for Voluntary Youth Services**

The Peel Centre / Percy Circus, London WC1X 9EX

Tel.: +44/171/833 3003 / Fax: +44/171/837 4296

e-mail: [ncvys@easynet.co.uk](mailto:ncvys@easynet.co.uk)

**National Youth Agency**

Tom Wylie (Chief Executive)

17-23 Albion Street, Leicester LE1 6GD

Tel: +44/116/285-6789 / Fax: +44/116/247 1043

<http://www.nya.org.uk>

**Social Exclusion Unit (SEU)**

Cabinet Office, Great George Street, London SW1P 3AQ

Tel.: +44/171/2705 253 / Fax: +44/171/270 1971

<http://www.open.gov.uk/co/seu/seuhome.htm>

**Youth Clubs UK**

Kirby House / 20-24 Kirby Street

London EC1N 9TS

Tel.: +44/171/242 4045 / Fax: +44/171/242 4125

**Youth Exchange Centre (YEC – Nationalagentur) / The British Council**

Mr Gordon Blakely (YFE) – Mr Ian Pawlby (EVS)

10 Spring Gardens / London SW1A 2BN

Tel.: +44/171/389 4030 / Fax: +44/171/389 4033

**YOUTHNET (The Voluntary Youth Network)**

The Warehouse, 7 James Street South, Belfast BT2 8DN

Tel.: +44/1232/331 880 / Fax: +44/1232/331 977

<http://www.youthnetni.org.uk>

**B Sport****British Sports Trust (BST)**

Ron Tulley

Francis House, Francis Street, GB-London, SW1P 1DE

Tel: 0044-1718283163/4 / Fax: 0044-1716307046

---

**Central Council of Physical Recreation (CCPR)**

Nigel Hook

Francis House, Francis Street, GB-London, SW1P 1DE

Tel: +44-1718283163/4 / Fax: +44-1716307046

**Cheltenham and Gloucester College of HE**

Celia Brackenridge – Professor for Sport and Leisure

Francis Close Hall

Swindon Road, Cheltenham GL5 4AZ

**English Sports Council**

16 Upper Woburn Place, London WC1H 0QP

Tel.: +44/171/273 1500

**Department for Culture, Media and Sport (DCMS)**

2-4 Cockspur Street, GB-London SW1Y 5DH

Tel.: +44/171/211 6200 / Fax: +44/171/211 6032

<http://www.culture.gov.uk>

**Leeds Metropolitan University**

School of Leisure and Sports Studies Part 1

Prof. Margaret Talbot

Tel.: +44/113/283 7481

<http://www.lmu.ac.uk/rdo/resreps/leisspor.htm>

**Loughborough University**

Department of Physical Education, Sports Science and Recreation

Managing Director Leonard Almond, Ashby Road, LE 11 3TU Loughborough

Tel.: +44/1509/223 329 / Fax: +44/1509/610 813

<http://info.lut.ac.uk/departments/ps/>

**Scottish Sports Council**

Caledonia House, South Gyle, Edinburgh EH12 9DQ

Tel.: +44/131/3177 200 / Fax: +4/131/3177 202

**Sport England**

16 Upper Woburn Place, London WC1H 0QP

Tel.: +44/171/273 1500 / Fax: +44/171/383 5740, from 2000: +44/207/

<http://www.english.sports.gov.uk>



---

**Sports Council for Northern Ireland**

House of Sport, Upper Malone Road, Belfast BT9 5LA

Tel.: +44/1232/381 222 / Fax: +44/1232/682 757

**Sports Council for Wales**

Welsh Institute of Sport, Sophia Gardens, Cardiff CF1 9SW

Tel.: +44/1222/300 500

**UK Sports Council**

Ms Rachel Wilson - International Relations & Major Events

Walkden House

10 Melton Street

London NW1 2EB

**University of Brighton – Faculty of Education and Sport**

Prof. Udo Merkel – Chelsea School

BN 20 7SP Eastbourne, UK

Tel. +44/1273/643785; Fax: +44/1273/643704

<http://www.brighton.ac.uk/academic/education.html>

**C Interface****Association for Outdoor Learning (AfOL)**

<http://www.outdoor-learning.org/>

**Experiential Learning**

Barbara Humberstone

Buckingham Churchill University College – High Wycombe

Tel.: 0044-1494522141 / Fax: 0044-1703292546

bhumbe01@buckscol.ac.uk

**Experiential Learning**

Higgins, Peter

Tel.: 0044-11313126001 / Fax: 0044-11313126335

peteh@mhie.ac.uk

**Institute of Youth Sport (IYS)**

Prof. David Kirk

Department of Physical Education, Sports Science and Recreation Management

Loughborough University, Loughborough, Leicestershire LE11 3TU

Tel.: 0044/1509/ 223 257, Fax: 0044/1509/ 223 971

---

**The Millennium Commission**

Portland House, Stag Place, London SW1E 5EZ

Tel.: +44/171/880 2001 / Fax: +44/171/880 2000

<http://www.millennium.gov.uk>

**Youth Sport Trust (YST)**

Ms Sue Campbell

Loughborough University, Leicestershire LE 113 TU

Tel.: 0044/1509 228 293, Fax: 0044/1509 210 851

<http://www.educate.co.uk/youthsport>

---

## **2.4 Case study Spain (Heinz-Jürgen Stolz)**

### **2.4.1 General country profile**

#### **2.4.1.1 Outline of the youth situation in Spain**

##### *Population development*

Today there are around 40 million people living in Spain, of which around 6.15 million belonged to the age group 15–24 year olds<sup>1</sup> in 1998, which accounts for 16% of the total population; ten years ago (1988) this proportion was nearly a full one percent higher (16.8%). Expressed in absolute figures, this means that the number of young people during this decade has decreased by more than 350,000. This trend shall continue in the coming years (cf. IJAB 1995, 10). The reduction in the proportion of young people in the total population corresponds with a decreasing population growth rate and a change in the age-structure of the population.

##### *Standard of education*

In the area of formal education for young people, Spain has been quite successful in recent years. As late as 1992, 53.7%, i.e. clearly more than half of the 25–29 year olds, belonged to the lower education segment; in just five years it was possible to see a decrease in this proportion of more than 10% to 43.4% in 1997 – though Spain still lags behind Europe on this matter. Whilst the middle education segment still includes every fourth or fifth person in this age group, the proportion of 25–29 year olds in the higher, so called "tertiary education sector" during the specified period increased by almost 10 % (1992: 22.7%; 1997: 33.2%), thereby Spain has taken over the second position in comparison to other EU countries. The educational standards of young women have been especially successful: here the proportion in the lower education segment in a five year comparison – far above average – decreased by 12.4% from 51.5% to 39.1%,<sup>2</sup> whilst the proportion in the upper educational segment at 36.4% lies clearly above the average. With respect to the educational standard of young women, a "catching up in development" can not be spoken of, rather their advanced educational structure – according to a comparison of

---

<sup>1</sup> "EUROSTAT – NEW CRONOS DATENBANK 6/99". All further statistical details in this section relate to, unless otherwise stated, the analysis of this database.

<sup>2</sup> As a comparison: for young men the quota sank during the same period from 55.7% to 47.4%, which relates to a reduction of just 8.3%.

---

sexes in 1992 – has further deviated from that of their male peers – young women in Spain show an evidently higher standard of education than young men.

This positive development in the education sector is also evident in the extension of the duration of studies and in the increased demand for university places. Along with the wish for education, the connection to the tense labour market situation for young people must also be looked at:

"It must not be forgotten, either, that the elongation of studying in time is functional for reproducing the system in its current parameters since it acts as an escape valve for the problem of unemployment and improves workers' performance by adapting them to the new needs of capital, all with the correlate of better exporting competitiveness."<sup>3</sup>

Though, as the adjustment to the conditions of an increasingly global economy is only partly successful, the growing standard of education does not automatically lead to an basic open attitude towards the future of the youths:

"Elongating education is no longer a guarantee for achieving a job and income. This turns into a negation of the future. (...) Localism and endogamy are replacing the now declining spirit of adventure, universalism and social and geographical mobility" (loc. cit., 22).

These social psychological effects put into perspective the positive appraisal of the development within the Spanish educational system.

#### *Environmental situation of youth*

The evaluation of the representative EUROBAROMETER SURVEY from 1997 is especially suitable for portraying a picture of the characteristics of the world of youth in Spain. In comparison to their European contemporaries the environment of Spanish youths can be characterised particularly by the following features:

- Long stays in parents home due to the lack of own resources and the ensuing financial dependence on parents
- Limited mobility

---

<sup>3</sup> Ministerio de Trabajo Y Asuntos Sociales. Instituto De La Juventud (1999): Report on youth policies in Spain, Madrid, 39. In the following referred to as „Injuve-Study“.

- 
- Limited knowledge of foreign languages
  - Limited access to information and communication technologies
  - Poor access to vocational key qualifications, especially with regard to the areas of 'understanding a foreign language', 'a good all round education' and 'understanding information technology' which are considered as particularly important by the youths themselves
  - Tolerance<sup>4</sup> and religiousness
  - Distance to organisations in the recreational behaviour of youth

Seen in connection, these selected results display a quite coherent picture. Youths in Spain remain, at a comparatively high level, financially and for accommodation, dependant on their parents; they are limited in mobility, have limited knowledge of foreign languages and feel, with regard to the necessary key qualifications for the modern labour market, not up to it. Their main concerns are with the areas of education and employment, wherein they expect support on the part of the EU. Many Spanish youths feel their Roman Catholic beliefs much stronger than their European counterparts. In view of the recreational behaviour, the two groups differ only slightly – only the organisation distance seems to be more distinct in Spain than in the rest of Europe. Already from the interpretation of this small amount of data, the conclusion seems clear, that for a large percentage of Spanish youth, the concrete labour market and education-related benefit from the youth exchange measures are in the focus of attention.

#### *Organisation level of the youths*

The youth association structures in Spain are represented by the Spanish Youth Council ("Consejo de la Juventud de Espana" – CJE) and its regional and local branches. In contrast to other European countries, the Spanish Youth Council formed in 1984 by law, is seen as a political achievement of the youth organisations – since the beginning of democracy in 1977, over a hundred youth associations have demanded the formation of such a body representing their interests in opposition to the state, so to "participate in all political decisions relevant to youth" (IJAB/INJUVE 1995, 55). A pre-condition of membership in the CJE is the representation of petitioning organisations in at

---

<sup>4</sup> It has to be stated, though, that the topical INJUVE-study reaches a more negative result with regard to xenophobia: "As regards identification between ethnocentrism versus ethnocentrism, particularly centres on the relation with the arrival of foreign immigrants, results show that ethnocentrism and racism are not minority attitudes amongst young Spanish people There are more young people who think they believe that immigration will bring more harmful than beneficial effects in the long run, both in economic and racist respects" (loc. cit., 107); though this does not lead the interviewees to a supportive attitude towards right-wing extremist parties.

---

least 15 provinces and a membership of at least 5000; for youth welfare associations at least 10000 (cf. loc. cit., 56).

As already referred to the level of organisation of Spanish youth can be considered as low compared to the rest of Europe. In the EUROBAROMETER Survey, 62.3% of all Spanish youths spontaneously said that they do not co-operate with any organisation – this is the second highest value in comparison to the other EU countries.

The highest *formal* rates of participation – as in other European countries – is held by sport. According to INJUVE, in 1996 29% of all youths were members of a sporting organisation, whilst in 1992 it was only 17%; this is easily the highest value in all divisions, followed by cultural organisations with 8% (cf. loc. cit. 65f). Between 1977 and 1992 Sport occupied place 8 (and even 9 in 1992) in the list of most important recreational activities, but since then its popularity among the youth has improved continually so that in 1996, participation in sport was the third most important recreational activity, behind the unorganised activities of "meeting friends" and "television".

With regard to the focus of this study the contrast between the rather low rates of participation in sports organisations and the above-average rates – relative to other European countries - regarding regular physical activity is of particular interest: the majority of the youths (52,9%, EU: 49,7%) practise sports regularly, whereas only 11,8% claim to practise sport as a member of a sports organisation. The reason for a nevertheless visible increase in organised sports activities is seen by the Spanish youth institute as the increase in urbanisation.

#### *Summary of the youth situation in Spain*

The above mentioned description based on the EUROBAROMETER Survey agrees in most points with the results from the often quoted current study by the Spanish Youth institute (INJUVE). The Spanish Study though focuses much more clearly on both central issues concerning the youth situation in Spain explained underneath:

- The extremely unfavourable socio-economical conditions lead to the fact that significant steps in emancipation – above all, leaving the parental home and starting work – must be continually pushed back: "The age when young people leave home is the highest in the European Union: the average age for women is 29 and men 32. Since 1976, the age for starting work has been pushed back six years and marriage three" (INJUVE, 138). This dependence is not wished for by the majority of youths: 77% of the 15–29

---

year olds live in the parental home, but 55% of them would like to live in their own house (loc. cit., 30).<sup>5</sup> The reason for this wish not being realised is clear: "In less than a decade, the population which, having passed 25 years of age, is totally self-sufficient from the economic standpoint, has fallen drastically: in 1984 they were 64%, in 1996 they represented 32%. Growing problems in entering the labour market with a stable income is manifest with that data" (loc. cit., 34).<sup>6</sup>

- The identity problems tied to this socio-economical situation are characterised in the study under the following aspects: "(1) the bond of affection with the parents extended in time; (2) unquestioned acceptance of parental authority, mainly because of what it involves as regards the ability to mark the supposedly correct limits; (3) under-evaluation of their own generation in comparison with the parents' generation; (4) extension of the role models typical of adolescence, substantiated on public personalities from the world of sport or music" (loc. cit., 21) – many other characteristics concerning this have already been mentioned.

Above all, political starting points to improve the youth situation are being searched for in the first named issue of socio-economy conditions. Current unemployment quotes (1998) of 47.1% (16- to 19 year olds), 34.3% (20–24 year olds) and 25% (25- 29 year olds) clearly show where politics should be applied. Even those that have found employment are in no way permanently secured materialistically, but rather increasingly given temporary contracts (cf. loc. cit., 139).

The climate of uncertainty and fear<sup>7</sup>, which is created by this situation, can only be resolved through the creation of jobs and the construction of affordable apartments for the youth. Youth politics in Spain is above all concerned with education and employment.

---

<sup>5</sup> It should be noted that the details are corrupted due to the unsure age group – the results would probably have been even more clear, if only the 18–29 year old had been asked. As the wishes and strength of will in Spanish youths are far removed from one another, it is shown not surprisingly, that only 46% of them have thought about moving from the parental home (cf. *ibid*, 31).

<sup>6</sup> The study contains a very near analysis of the economical situation of the youths, which can unfortunately not be expanded upon here.

<sup>7</sup> "In 1977, perception of the risk of losing their jobs amongst young people involved 28%. In 1982, this collective involved 30% and in 1996 rose to 51%." (*ibid*, 57)

---

#### 2.4.1.2 Structure of youth work and youth policy

The Spanish youth policy of the post-Franco era is supported by the constitutional article No. 48, in which the creation of suitable conditions for the free and effective contribution of young people to the political, social, economical and cultural development is declared as a state objective. According to the details of the INJUVE-Study, not until the socialists won at the polls in 1982, were the conditions created for constituting a democratic youth policy at a national level, whilst in the previous years this development became apparent just in a few communes, above all in Catalonia. Significant points to note during this constitutions process was the formation of the Spanish Youth Council (CJE) in 1984 as well as the Spanish contribution to the International Year of Youth called for by the UN in 1985. In preparation for this year through the corresponding Spanish committee, the first origins were developed for an integral youth policy, whereby the convening of an inter-ministerial co-ordination group resulted in the model for the later formed Spanish youth policy, significant for the inter-ministerial commission for youth and childhood:

"The *International Youth Year* (1985) was the starting point for implementing new youth policies and the beginning of their institutionalisation. Mobilising public opinion and activities generated around this event, which held heavily attended acts, encouraged political declarations on the highest level and the commissioning of reports from committees of experts. This all resulted in the drafting of a White Paper on Youth Policy. It brought together the current measures in force and planned in matters of youth from the Different Ministries in the State Administration, within what was to become the "integral "conception of youth policies" (ibid, 164).

Further development of the youth policy has, since the beginning of democracy, been strongly influenced by the progressive decentralisation of the Spanish state. Especially the communities of Catalonia, Galacia and the Basque region, who define themselves as nations and have far reaching rights to autonomy, and whose own languages are within their regions recognised as official and national languages, shape this political sector with their own institutions and concepts. At a state level, the Spanish youth institute (INJUVE) as a subordinate authority of the Ministry of Labour and Social Affairs, as well as the inter-ministerial committee for youth and childhood, are active as co-ordinators in a decentralised system; under their co-operation, the relevant integral youth plans are created:



---

"Their main purpose is to find synergies between ministerial actions and, to do so, they draw up monitoring and evaluation reports which inform on their subsequent progress. They are three yearly and provide for co-operation channels to be opened up around the actions planned with the Autonomous Communities, Town Councils, Youth Councils and Youth Associations" (loc. cit., 171).

Within the framework of these plans, youth exchange as well as youth sport is promoted; corresponding plans also exist at the level of autonomous communities, cities and local authorities. Further activities concerned with the youth policy are in the areas of public safety and youth criminality, drug policy (national drug plan), support to young people in rural areas, military service and in the area of anti-racism policy.

Self organisation of the youth associations is carried out, as already mentioned, within the framework of the Spanish Youth Council, whose legal embodiment was executed by Parliamentary decree in the year of 1983. It currently encompasses 71 organisations, including the seventeen Youth Councils of the autonomous communities, as well as the Youth Council located in the African territorial city of Ceuta, and 53 nationally active youth associations. The Youth Council is represented in the relevant European Youth associations (European Youth Forum; CENYC; Institutions of the Council of Europe: European Youth Centre and European Youth Fund); in addition to representing Spanish Youth within the framework of the national Youth policy, the Youth Council is also active in youth exchange at international level.

#### *Legal basis for the youth policy in Spain*

The above quoted article 48 of the Spanish constitution<sup>8</sup> came into being with law 18/1983 on the 16th November 1983. In addition to the general basis, a large part of Spanish legislation effected the youth situation after the Franco era – only the "Basic Act Regulating the Right to Education" (LODE, 1985) and the "Basic Act on the General Education System" (LOGSE, 1990) are named here. They formed the legal basis for the reform of the education and training system and, for instance, the extension of general compulsory education up to 16 years.

---

<sup>8</sup> INJUVE states further youth relevant legislative articles as "Apart from article 48 referred to earlier, which indicates the authorities' obligation in promoting a place for young people in society, we have article 39, relating to Family protection, article 20, which recognizes the right of expression and lays down protection of childhood as a limit to that right, and article 27 which governs the right to education." (ibid, 113).

---

In the following only those legal regulations considered to be of relevance within the thematic context of this study are listed:

- The law on the formation of the Spanish Youth Council (18/1983) regulates the basic structures, membership conditions and contacts to state administration.
- The Royal Decree 658/1986 in the new version 1018/1989 about the formation of the inter-ministerial commission for Youth and Childhood defines the tasks of this important actor within state youth policies.
- The Decree on the renaming and organisation of the Youth Institute (article V of the Royal Decree 565/1985 addressing the organisation of the Ministry of Education and Cultural Affairs) sets the tasks of the Youth Institute as follows:
  - Preparation and execution of youth policy in co-operation with other ministries and organs of the state administration.
  - Promotion of the Spanish youths cultural community.
  - Promotion of youth association and the participation of youth associations in international movements.
  - Development and co-ordination of a youth information and documentation system.
  - Promotion of the international co-operation in the area of youth.In carrying out these tasks, the Youth Institute performs the following functions:
  - Improve the co-operation with the autonomous communities in all aspects relevant to youth.
  - Promotion of youth tourism and youth exchange on a national and international level.
  - Preparation and distribution of surveys, studies and information about youth both nationally and internationally.
  - Providing any other services within the carrying out of its tasks" (IJAB/INJUVE 1995, 26f).<sup>9</sup>

In addition to state regulations, a differentiated assessment of the legal situation of children and youths has also to consider the legislation of the autonomous communities, which is not possible within the framework of this study.

---

<sup>9</sup> There, other youth relevant laws are written – Status: 1995; for qualifying the tasks of INJUVE, CJE, the inter-ministerial commission as well as the exact structures of the current youth plan; see the current UNJUVE study.

---

### 2.4.1.3 Organisation of youth sport

The promotion of youth sport is part of the Youth Plan (1994–1997) and the Integral Plan (1991–1993), to which the INJUVE offers the following assessment:

"Transition from one to the other was accompanied by a reformulation of the five action target areas. The first plan was structured in accordance with the following areas: 1. Education, Training and Employment; 2. Quality of Life; 3. Equal Opportunities and Treatment; 4. Participation and Associations; and 5. International Co-operation. The second plan grouped them as follows: 1. Autonomy; 2. Solidarity and Equal Opportunities; 3. Health and Prevention; 4. Quality of Life, and 5. Participation" (INJUVE 1999, 171).<sup>10</sup>

It is noticeable, that the emphasis on the promotion of autonomy in the 1990s evidently gained significance – it is exactly in this dimension of personality development, that the EVS programme can be of great use.

Under the item "Quality of Life" the promotion of youth sport is also stated as a task in the youth plan:

"Fostering sport amongst young people: Specific target: to promote and facilitate sport amongst young people by increasing sports facilities and fostering school and federated competitions" (loc. cit., 174).

Also in the corresponding plans of the autonomous communities, youth sport is mentioned under the named heading:

"Sport programmes. The specific departments implement sports courses and competitions in the different Community regions" (loc. cit., 179).

And finally we find the necessary competence at a local level as well, primarily executive in character:

"Leisure and spare time programmes. To draw up sports programmes (amongst them, school age activities are important" (loc. cit., 180).

The largely decentralised political structure in Spain has until now not created co-ordinated institutional activity in the area of youth sport. At administrative

---

<sup>10</sup> Currently there is no information about the youth plan valid at that time.

---

level, at best inter-ministerial co-operation projects could be named, but only in single regions do the competence areas of "youth" and "sport" come together. This has been confirmed by the interviewed representative of the Ministry of Labour and Social Affairs responsible for the national youth policy:<sup>11</sup> programmes especially to promote youth sport are not formulated by them, as this falls into the competence area of the Ministry of Education and Culture. She considers an integral youth policy as absolutely necessary, whereby youth-sport activities are not regulated at state level, but in the regional commune's areas of competence. Through the inter-ministerial commission however, co-operation with the "Consejo Superior de Deportes" who are responsible for sport in the "Ministerio de Education y Cultura" is possible.

The structures of youth sport are highly different at the level of the autonomous communities. The talks and visits to projects in Barcelona do therefore not give a representative picture with regard to the structures in the other autonomous communities. In the interviews with those responsible for sport in the autonomous community of Catalonia,<sup>12</sup> the co-operation of the government departments and the NGOs in youth sport was emphasised. At an administrative level, the department responsible for the area of sport (CSD) is a part of the education and cultural ministry – it is split into the departments of recreational and competitive sport. In the area of social integration of youth, co-operation exists with the responsible Ministry of Labour and Social Affairs. Here it is not just about delegating funds for politically decided programmes, rather it ties the sports secretary's competent NGOs into the process of programme development: in this case the areas of rehabilitation from drug dependency, physical or mental handicap and offers for young offenders; further programmes for the disadvantaged are initiated by the Ministry of Education. On the other side, these programmes for the construction of sporting installations are limited to the activities of the Catalanian administration in the areas of "non-competitive-sports".<sup>13</sup>

At the communal level in Spain all communes with more than 20,000 inhabitants are obliged to construct public sport facilities – within this framework there are different regional set-ups: the Catalanian government for instance, has set the limit at 5000 inhabitants. Use of the public sports facilities

---

<sup>11</sup> The representative was acting as the "Subdirectora General de Programas y Actividades" in the "Ministerio de Trabajo y Asuntos Sociales".

<sup>12</sup> The conversations were carried out with two responsible sub-directors in the Catalanian Sports Ministry.

<sup>13</sup> In addition to the support of the Catalanian government for the training of sport teachers, exercise instructors etc.

---

is principally free, only for a few activities must a small fee be paid. In the area of sport, the local authorities and the provinces have the promotion of recreational sport as a main task.

In the wake of the political decentralising, the still energetic institutional and administrative change currently leaves the area of youth sport in Spain to appear as a poorly continued and integrated field of political action. How the numerous activities in the examination fall within their areas of competence is only partly known to the questioned players. Although one is often pointed toward the inter ministerial commission as a potential instance of co-ordination, there are no concrete activities of this commission named within the area of youth sport.

#### **2.4.1.4 Sport as a tool for the social integration of young people – Current situation**

A complete country-specific assessment of the topic “sport and physical activity as a tool for the social integration of youths” can not be carried out on the basis of the collated data. All of those questioned highly value the significance of this medium – above all in the area of working with the disadvantaged – and a list of projects and programmes in this area could be visited and/or identified. The high significance attributed to it by the responsible politicians in Spain had not yet lead to a corresponding conceptional integration in the area of youth sport – the practice seems to be far ahead of the theory and politic discussion in the country. As a possible example one can take the area of adventure sport, despite the fact that a number of reported outdoor activities, mostly in Catalonia, should be included in this pedagogical context without limitation, it must be said that although an intensive effort was made, it was not possible to identify experts in the are of adventure education and the standard of the questioned politicians knowledge about this was low.

In anticipation of the project descriptions in chapter 2.4.2.3, it can be stated that sport-related youth work in Spain plays an important practical role, particularly with regard to disadvantaged youth, and is partly linked to activities in the area of international youth exchange. Here the motive of ‘social integration’ is interpreted in such a way that special measures for particular groups of disadvantaged are not intended or even tolerated. This holds especially true for the well equipped and organised NGO’s and associations in Catalonia.

---

The above stated assessment that youth-sport practice is in advance of the political discussions on sport and youth, can be put down to the extreme decentralisation of the Spanish state and to the still great changes in political institution building and development. Until now neither the youth-sport political activities initiated by the autonomous communities nor the development of relevant national concepts by INJUVE reveal a tendency towards the formation of a corresponding 'policy sector' together with the necessary accompanying development of related structures. Thus the view of those involved and identified at a regional level remains for the most part limited to their respective autonomous community; political structures as well as relevant organisations and decision-makers in other parts of the country are mostly unknown. Likewise it was not possible to determine other networks relevant for the further development of concepts on a national level – for instance within INJUVE. Therefore the conceptional and political-institutional further development and consolidation of an integral youth-sport and socio-political policy seems to be – in comparison to the promotion of model projects – the prevailing administration task within the thematic framework of this study.

#### **2.4.1.5 The role of sport in youth exchange programmes**

The ascertained fragmentation and poor co-ordination of responsibilities in the area of youth sport is particularly problematic in view of the promotion criteria of EVS and YFE. As the definition of sport accordingly enjoys no priority in the area of youth policies, sport- and movement orientated NGOs do not normally receive any promotion from such policies. The representative ministry responsible for Youth opportunities emphasises that there are also promotional programmes for activities in the area of the disadvantaged, in which the objectives of the corresponding promotion guidelines are named, such as participation, integration, tolerance and prevention – but not concrete activity fields such as "Sport". In the interviews with the national co-ordinators from EVS and YFE, the low number of promoted projects, in which sport plays a central role, was pointed out. The EVS co-ordinator gave the following summary:

---

**Table 8: Sport in EVS Spain**

	Number of projects	Number of projects where sport is a central role
Budget 1998: 1.661.388 Euro	Sending: 109 Hosting: 147	Hosting: 9
Budget 1999: 1.410.633 Euro	Sending: 104 Hosting: 84	Hosting: 7

*Source:* Personal information of the national EVS co-ordinator

The largest number of the EVS projects must be counted in the area of socialising, whereby sporting fringe activities play a significant role throughout many projects.

According to information from the national YFE co-ordinator, only 23 of around 600 programmes for the year 1998/99 could be directed towards the area of sports; contrary to the EVS statistics, sport only played a minor role in these 23 project.

Both co-ordinators regret the low contribution of institutions offering sport for the voluntary programmes, whereby the YFE co-ordinator sees a possible reason for this in the institutional splitting of ministerial responsibility for the areas of "Youth " and "Sport". Sport organisations receive their promotion from another ministry and are often not well informed about the existence and promotion lines of the European youth exchange programme. The EVS co-ordinator emphasises the special value of the sporting medium for the integration of disadvantaged youths, but also has no access to the relevant potential of the carrier segments in the area of organised sport.

## **2.4.2 The potential of and obstacles to programmes with an emphasis on sport and physical activity**

### **2.4.2.1 Approaches and networks within the country itself**

In the area of sport related work with disadvantaged youths, a range of projects and corresponding political promotion possibilities could be identified. Because of the fragmented ministerial responsibilities in the area of youth sport, at state level as well as in most of the autonomous communities, offered mostly at the administration level of the "Inter-ministerial commission for youth and childhood" a starting point for networking the relevant public promotional

---

programmes; within the framework of its responsibilities for the execution of the national youth plan, the Spanish youth institute (INJUVE) could develop the relevant activities in the area of "quality of life". At youth organisation level, the "Spanish Youth Council" (CJE) is addressed,<sup>14</sup> which, because of its regional divisions, can also take on a part in communicating with the youth organisations at the level of the autonomous communities, provinces and local authorities.

The named deficits in the policy and scientific concept creation for the theme of "Youth sport as a medium of social integration" could be overcome with the corresponding efforts of the youth institutes – the conception of a corresponding congress should be thought over and/or the initiation of a research project in this field; such an initiative could possibly serve in the conception of an integral youth sport policy in Spain.

#### **2.4.2.2 Potential analysis and obstacles**

The deciding obstacles to a strong youth sport policy and its integration into the national execution of the European youth exchange programme have already been analysed in the context of the country typical youth situation and should not be described here in detail and justified again: what is meant here is the extremely precarious socio-economical situation of the youth in Spain. In comparison to a workable policy in the area of building apartments – especially the creation of affordable rented accommodation – and the creation of a much greater number of socially acceptable secured states of employment for young people, the expansion of youth sporting facilities and the further development of YFE and EVS in the country are clearly seen as background tasks. In the future the significance of the voluntary sport programmes can only be improved after the improvement of the socio-economic conditions. The extreme length of retention time in the parental home and the missing financial means to self independence lead to an identity crisis for young people in Spain, and through corresponding fringe socio-economical measures – a solution can be found, to which voluntary service can contribute greatly. The flaw in autonomy and initiative spirit for many Spanish youths could, through a stay in a foreign country, surely be reconditioned in part. The long term effects naturally are better, if the EVS does this as part of a process of further personal development – a precondition here is the supply of apartments and sufficient financial means for independence for the returning youth, which could be accompanied by a

---

<sup>14</sup> Although there were several attempts, among others even the Spanish Youth institute could not supply an interview appointment with a representative of the CJE.



---

course of study or employment in a socially secure, full time job with training and qualifications.

Those responsible for Spanish youth policy emphasis over and over again, the necessity of an integral youth policy and one can only agree with them. More than any other country, it appears that in Spain the conceptional integration of the national programme development for the general youth policy is a requirement for the effective use of volunteers. The main emphasis should be put on *sending Spanish youths to European countries*, as only in this way the relatively large deficits - in comparison to other European countries - in mobility, knowledge of foreign languages and recovery of personal autonomy in general can be caught up with. Within the framework of such integral youth policy concentrated on the socio-economical dimension, the EVS programme in Spain could play a comparatively important role in society, whereby the focus should clearly be laid – unlike in Germany or Denmark – on the integration of training and effective employment elements into the voluntary service.

#### **2.4.2.3 "best practice"**

In this section, the projects visited within the framework of the field research in Spain are briefly portrayed:

##### *AESS (Barcelona)*

The "Associacio Esportiva i Socio-Sanitària" (AESS) is a

"non-profit organisation whose general objective is to promote health, quality of life and healthier lifestyles within the general population but also within some marginal groups. One of the tools to achieve these aims is the regular practice of physical exercise."<sup>15</sup>

The idea in forming this NGO was that sport could be a good medium for the rehabilitation of drug abusers. The organisation works with clinics, through which they come into contact with people who have already one rehabilitation behind them and are now undertaking an attempt at social integration. A further task was taken up later for the integration of prisoners, not involving the criteria for drug dependency.

---

<sup>15</sup> VISIERS WÜRTH, C (1999): Sport, Rehabilitation and prevention. Slovenia. Papier for "Slovenia 99 Summer Forum. Confederation Europeene Sport Sante: 1.

---

For rehabilitation the normal facilities of the autonomous communities are used, and there are purposely no special sporting facilities created. The ex drug users and/or prisoners practice their sport in these facilities practically "anonymously", this means; with the exception of the sport centre instructor, no-one else is informed about their living situation.

Most of the 100 persons who are cared for are between 25 and 30 years old, whereby the segment of 16–18 year drug addicts and young offenders is growing disproportionately.

In the 1990s AESS began with the execution of preventative programmes for children; though this area has been cancelled in the mean time due to a lack of funds. Financing of all measures comes under the label of project promotion through the city administration of Barcelona and the Catalan government; promotion of activities outside projects and institutions does not exist.

The use of sport as a medium for social integration can be justified in many ways according to statements from the questioned representatives of the AESS: Drug abusers mostly have an imbalanced relationship with their own bodies; it is also a lot easier with regard to social integration, to get those concerned into the "sports scene", than to integrate them straight away into working environments.

An important activity of these associations is the holding of courses, for instance; where unemployed are trained to be life guards. In this way a mixed course is formed, of which half is made up of unemployed drug abusers, and the other participants are at first not informed of this. As time passes, friendships form in these courses not only along the lines of - unemployed / drug dependant unemployed - and within this framework the drug dependants can freely "come out".

This rule, of not stigmatising the groups of disadvantaged into especially conceived measures, is also followed in other projects visited.

An area of focus in the coming years of work for AESS will be prevention, whereby sporting personalities will be strongly addressed in their functions as role models. The representatives questioned pointed to a conversation with the name "Euro-peers" for youths between the ages of 12–14 years old, in which a similar point is followed.

---

*"Club Juvenile/Clevi" (Madrid)*

This NGO works with mentally handicapped children and youths, and receives financial promotion for their activities from the education ministry. The most important aim of the initiative launched by one school for handicapped is, the active integration of the mentally handicapped into society, in which more independence can be achieved: Topics addressed include changing money for instance, shopping alone, or travelling and moving freely around town alone. With this aim, the association moves, as far as the area of recreational sport is concerned, opposite to the official handicapped sport association and in unison with the parents initiative, in which one promotes and integrates handicapped within mixed teams together with "non handicapped". This functions even in the area of competitive sports, according to the statement of the questioned representative of this concept, as far as sport and special education is concerned – an example includes the founding of a football team that takes part in normal leagues in which only the trainer and a few players are "not handicapped".

Last year the association participated in a bilateral exercise with a Portuguese partner organisation as part of a YFE programme and wishes to continue its involvement in this multilateral exercise with the inclusion of a Dutch partner. The experience is marked as being very positive, even though the duration of two weeks stay was thought to be a too long. In future YFE–Projects, less time should be "planned", the free activity of sport and games is very important for the youths taking part. At the same time, the interviewed representative laid great value in the fact that the vacations should not just be seen as holidays, rather should give significant support for personality development – this will also be a focus in the conception of future exchange programmes.

*"Sport contra la droga" (Madrid)*

This NGO (also internationally networked) acts in Spain mainly in the area of drug prevention and has, in addition to carrying out relevant advertising campaigns, the construction of schools and sport facilities in social hot spots as an objective. According to the associations representative, 15–20% of the children in Spain are endangered by drugs – through the construction of schools in social hot spots and of sponsorship for these schools by famous athletes (mostly footballers, after whom the schools are then named), the association tries to use the role model function of top athletes for drug prevention. These schools are well loved by the children and the success in prevention work is evaluated by the association through regular surveys of the pupils and teachers. In addition to compulsory school sport, there are many other accompanying types of recreational sport on offer from the association.

---

*UBAE (Barcelona)*

The UBAE is an umbrella organisation for 25 different organisations and sport orientated NGOs in Barcelona, with most of the member organisations exclusively or predominantly active in the area of youth sport. The association manages six sport facilities, and the income generated from these facilities is paid out to the member organisations. The umbrella organisation represents, through its member organisations, around 60000 members altogether in Catalonia and organises around 60 recreational sporting events each year. The competitive element is not excluded here, although the official line is about taking part and not so much about results or improving performance.

All member organisations of the UBAE allow disadvantaged youths and children as free members. This year for the first time, a special programme for children of drug abusing parents is being set up; this action is being jointly carried out with the AECS, who are also members of the UBAE.

A further focus for work is in the area of education and schooling. UBAE is legally authorised to award diplomas in the area of sport education.

In view of the work with disadvantaged youths, which makes up a majority of the activities of the UBAE, the representative questioned from this organisation said that offers of sport were turned down – unless it was of central significance, that the carer, children and youths always felt a part of Catalanian society. Also for children and youths, the creation of special sport groups – for blacks or ethnic minorities – is not permitted, and this continually causes problems with Sinti and Roma.

According to the questioned, Catalonia has an especially distinct tradition and organised infrastructure in the area of sports – completely opposite to the rest of Spain. It is normal in this region, that children go to the sporting centres after school or are brought there by their parents; whilst in other autonomous communities sport is mainly a communal opportunity, in Catalonia it completes the large scope of state and private initiatives.

**Table 9: Institutions and experts visited - Case study Spain**

<b>Facility/ Data about expert</b>	<b>Institution</b>	<b>Questioned expert</b>	<b>Function, Job description</b>	<b>Direct Work with Youth?</b>
National Agency EVS	INJUVE	Paloma Iznaola Bravo	National EVS– Coordinator	No
National Agency YFE	INJUVE	Francisco Garcia Pliego	National YFE– Co-ordinator	No
Sport organisation	Asociación Deportistas contra la Droga, Aravaca	Nicolás Justicia del Moral	Representative	No
Sport organisation	Asociación Juvenil de Educadores Fisicos, Valladolid	Rafael		Yes
Sport organisation	Associato Esportiva i Socio-Sanitaria (AESS)	Christina Visiers Würth; Lina Abellanas i Mollevi	Representative	Yes
Sport organisation	Club Juvenile CLEVI, Aravaca	Luis Más Gutierrez	Representative	Yes
Sport organisation	UBAE, Barcelona	Pedro de las Heras	Director general de la Dirección General de Deportes de la Junta de Castilla y León	No
For sport responsible ministry	General Secretary of Sport, Catalonia	Ramon Llorens	Subdirector	No
For sport responsible ministry	Sport Ministry, Catalonia	Antonio Guerrero	Subdirector	No
For sport responsible ministry	Dirección General e Deportes y Juventud	José Luis Gutiérrez	Representative	No
Ministry for work and Socials	INJUVE	Irene Garcia Suárez	Subdirector	No
Responsible for youth subordinate ministerial authority	Catalonian youth institute	Xavier Armangué i Caralps Àngels Mestres i Basells Pilar Paris Pujol Gloria Advertedo	Representative	No
Volunteer EVS	Asociación Juvenil de Educadores Fisicos, Valladolid	Jean Pierre (?)	EVS–Volunteer	Yes

## **2.4.1 General country profile**

### **2.4.1.1 Outline of the youth situation in Germany**

#### *Demographic development*

There were 4,563,006 people aged between 15 and 19 registered in the Federal Republic of Germany in 1998. To these must be added a further 4,462,517 aged between 20 and 24. This means that in 1997, the group of 15- to 24-year-olds accounted for just 11% of the total population (82,012,162), which is the smallest percentage of all the EU member states. According to the figures for 1988 – although these do not include the Eastern states – 15- to 24-year-olds then accounted for 15.4% of the population of West Germany.

In 1998, natural population growth in Germany was estimated to be -0.9%, which is lower than in any other EU member state (1988 -0.1%). Total population growth fell from 6.3% to 0.6% (1997) during the same period – doubtless not least owing to the de facto abolition of the right of asylum in the 1990s. The adjusted net immigration rate therefore fell from 6.1% to an estimated 1.2% during the same period.

#### *Education*

Only 14.6% of all 25- to 29-year-olds in Germany can be allocated to the lower educational segment (meaning elementary or stage 1 secondary education). This is the third lowest rate in the EU after Sweden and Finland. One in two members of this age group (68.2%) living in Germany has an intermediate educational qualification (stage 2 secondary education) – a figure which is exceeded only by Austria, where three-quarters of all those in this age group (75.3%) are in possession of a formal intermediate education. Germany has a comparatively low rate of higher educational qualifications, however. Only Austria and Italy (7.8% each) fall significantly short of the German rate of 17.2%.

Gender-specific differences show that young women are at a disadvantage in Germany: The rate of women in the lower educational segment is three percentage points higher than that of men (16.1 as opposed to 13.1%) while the rate of women in higher education is one percentage point lower (16.7 as opposed to 17.7%).

---

Since 1992, there appears to have been a polarisation of education among young adults at the expense of intermediate qualifications. In the five years following 1992, for example, the rate of those in the lower educational segment rose by nearly 2 percentage points (from 12.7 to 14.6%) while the upper segment rose by approx. 1 percentage point (from 16.3% to 17.2%). There were no significant gender-specific differences here, however – i.e. the education gap between men and women has not been closed.

#### *Degree of organisation among young people*

The EUROBAROMETER report of 1997 on the subject of "Young Europeans" provides plenty of information on the organisation of young people. In a representative survey of 9,400 young Europeans aged 15 to 24, including 600 young people from East and West Germany, 56.4% of the East Germans and only 38.2% of the West Germans said they did not belong to any organisation or club at all. This compares with a European average of 47.6%. Among organised youth in both East and West Germany, there is a clear preference for sports clubs: 38.8% of West German and 22.6% of East German respondents said they belonged to such a sports club (German average: 35.6%; European average: 27.6%) (cf. *ibid.*, 21). The extent to which the organisation of young people in Germany depends on sport is evident from the gap between sports clubs and what, for both East and West Germans, is the second most popular category, namely "Amateur groups or clubs (collectors' clubs, fan clubs, computer clubs etc.)" which attract only 10% or thereabouts. In both the old and new German states, therefore, over half of all *organised* youth is actively involved in sports. Nor is the clubs' potential by any means exhausted by that. When asked about their favourite leisure activities, 52.6% of young West Germans and 39.8% of young East Germans mentioned sport, meaning that 13.8% of West German and 17.2% of East German youth engage in sport as a recreational pursuit without belonging to a formal organisation. Sport is therefore the most frequently cited leisure activity after "meeting friends", "listening to music" and "watching television", none of which lend themselves to organisation.

According to the SHELL STUDY (1997), youth participation in clubs and organisations has declined significantly since the mid-eighties, although this has not changed the leading role played by sports clubs. Whereas in 1984, 55% of all 15- to 24-year-olds belonged to a club or other organisation, by 1996 this figure had fallen to just 43%<sup>1</sup> in the former West Germany. This downward

---

<sup>1</sup> The growing unwillingness of young people to join organisations is also apparent in their reticence to take on voluntary work. Only 5% of those young people who belong to a club also

---

trend has nevertheless been compensated by an upward trend in the former East Germany. Here, there is very little difference between the degree to which boys/men and girls/women are organised (men: 32% versus women: 29%). The equivalent figures for the former West Germany (men: 49% versus women: 36%) reveal an on-going discrepancy.

When the rate of organisation is broken down according to age group, a structural problem soon comes to light: The highest rate of organisation is that among 12- to 14-year-olds, after which the figures go into decline;<sup>2</sup> membership of sports clubs, for example, drops from 58 to 37% among 15- to 17-year-olds and plummets again to 31% among 18- to 21-year-olds.

#### **2.4.1.2 Structure of youth work and youth policy (Rainer Kilb)**

Unlike youth aid, the precise content of which is defined by law, the term child and youth policy describes the strategic outlining of this field of work and the democratic processes which ultimately shape it. As a cross-sectional field, child and youth policy is spread over all policy-making levels, from national level (in the BMFJ [Ministry of the Family and Youth]) and state level (state youth welfare departments and youth aid committees) to local level (districts and towns/youth aid committees) as well as thematically related fields (family, health, urban planning, urban development, schools, education, culture and sport policy *inter alia*).

The bodies responsible for youth policy (the youth aid committees and other special committees at local and state level, the federal committee for youth, the family, women and health in existence since 1986) provide a forum for an integrated, power-related discussion of the professional and material variables. This political discourse generally involves independent providers of youth work as well, i.e. socially active charitable organisations, church organisations, initiatives and clubs. In addition to the representatives of these organisations,

---

hold an office in that club. The equivalent figure for those who are members of church organisations is just 2%.

<sup>2</sup> The results of the SHELL STUDY, however, contradict the membership statistics for sports clubs quoted here. According to the SHELL Study, the percentage of young people organised in sports clubs plummets dramatically from 58% among 12- to 14-year-olds to just 37% among 15- to 17-year-olds. The Deutsche Sportbund, however, has membership statistics pointing to an organisation rate of 64.30% among male and 41.65% among female 15- to 18-year-olds. This means that there is a significant decline over the previous age group (in this case: 7- to 14-year-olds) only among girls/women. The slight difference in the age groups used is certainly not enough to account for this discrepancy. Instead, it is assumed that many of the young people covered by the SHELL STUDY no longer perceive themselves as members of a club, even if in formal terms they are. Methodological reasons (the sample used by the SHELL Study may not have been sufficiently representative) may also have had a role to play.



---

the youth aid committees are made up of delegates from the main political parties in a ratio of 2:5 or 3:5 (cf. Social Code (SGB) VIII, § 71).

*The legal framework of youth aid*

The shaping and, in some cases, the organisation of youth aid is based on a long history of youth work in various fields. Youth aid is governed by the youth welfare act and by the law on the reorganisation of child and youth aid (SGB [Social Code] VIII/KJHG) passed in 1990. The KJHG covers both promotional, supportive and restrictive, interventionist tasks and differentiates between four main areas of work:

- Child and youth work / youth social work / educational child and youth protection (§§ 11 – 14 KJHG)
- Promotion of education in the family (§§ 16 – 21 KJHG)
- Promotion of children in private and institutional day care (§§ 22 – 25 KJHG)
- Parental support / support for young adults (§ 27 ff. / § 41).

The KJHG is intended to be a service rather than interventionist law, even if it permits such intervention in certain cases. It obliges local youth welfare departments to provide a range of services, the quantity and quality of which are ultimately determined by a variety of factors. The implementation of this catalogue of services nevertheless tends to differ widely depending on the socio-spatial circumstances, even if day care for children aged between 4 and 6 and parental support definitely belong to the "must", as opposed to the "can" or "should" category.

The KJHG also governs the extent to which youth aid can be influenced by independent executing organisations (§§ 74, 75, 76, 78, 80 KJHG) which, according to the subsidiarity principle, actually have the right of first refusal when it comes to the provision of services, and by the children, young people and other beneficiaries covered by the law (§§ 8, 36, 80). The improvement of conditions conducive to more involvement on the part of ordinary citizens and a simultaneous reduction of the "nanny state" currently being debated in Germany has made the idea of statutory involvement a highly topical issue.

---

### *Youth aid structures and the modernisation of society*

There are a number of highly disparate developments currently taking place in the extent to which the range of youth aid services on offer are actually used. While the numbers of those making use of services aimed at everybody, e.g. in general youth work, are in decline, the numbers of cases being handled by parental support, for example, is on the increase. The requirement that youth aid be accessible to all young people is therefore increasingly being met in a socio-culturally polarised, additive structure which basically fails to have the integrative effect intended. The setting of new, prevention-motivated priorities being called for in view of the serious problems now facing young people has not resulted in larger budgets being allocated to the municipal corporations working in this field. Only the budgets of the day-care facilities were increased - at the expense of parental support and youth work - as soon as day care became a statutory right (cf. Seckinger et al. 1997). All in all, it can be said that after a long phase of growth, the range of youth aid services now on offer is being carefully scrutinised according to quality-related criteria with a view to cutting costs. The serious decline in voluntary work is especially problematic, coming at a time when public spending is having to be drastically scaled down. This is all the more serious given that the age structure of the beneficiaries is becoming increasingly dominated by younger age groups, which in turn require more adult supervision.

Another dilemma is that presented by what, in some cases, are the archaic structures of both public and private executing organisations and representatives of youth interests such as the so-called "Jugendringe" or "Youth Rings". These usually expect young people to adapt to their institutional structures without reciprocating by taking account of the completely new situation in which young people now live. It is therefore by no means seldom for institutional aid to fail in the accomplishment of its objectives.

The core functions of youth aid are affected by the same kind of tendencies affecting youth work at club level. Here too, there has been a shift towards a younger clientele just as here, too, there has been a decline in the willingness to take on voluntary work. In this area in particular, there has been an intensification of competition with private providers and whole-day schools.

#### **2.4.1.3 Organisation of youth sports**

Youth sports in Germany are organised primarily in and by NGOs, the most important of which is the Deutsche Sportjugend (dsj). The dsj is the

---

independent youth branch of the Deutschen Sportbundes (DSB)<sup>3</sup> and "decides how the funds provided are to be used on its own responsibility."<sup>4</sup> As the umbrella organisation of youth sports in Germany, it receives funds from the child and youth budget as well as from the DSB. The section for "extracurricular youth education, child and youth promotion and the federal child and youth budget" at the Federal Ministry of the Family, Senior Citizens, Women and Youth (BMFSFJ) is responsible for state backing and provides the dsj with both institutional funding (for its offices in Frankfurt) and project financing (approx. 43 trainee teachers working for dsj member organisations). In addition to this, the section also provides backing for individual projects of national interest, such as the "co-ordination office for fan projects" based at the dsj headquarters in Frankfurt. The section head estimated the total volume of state funding for organised youth sports in 1999 to be in the order of eight million DEM, by far the largest portion of which goes to the dsj.<sup>5</sup> All the state backing goes to sport-related youth education and hence to the category of *non-competitive sports*. Education is interpreted literally here, meaning that there is no support for competitive or mass sports:

"We do indeed concern ourselves with the interface of non-competitive sports and youth work. This is precisely that interface which I would now define as sport-related youth work. In other words: mass sports alone - playing football, for example - does not of itself constitute youth work."<sup>6</sup>

The funding competence of the national government as per the subsidiarity principle extends more to sport as a medium of youth work. The definition of sport-related youth education as a field which merits backing and the fact that political responsibility for this field is completely separate from that for mass sport and competitive sport<sup>7</sup> have created a social context for sport-related youth work and youth social work. As the dsj, however, has a virtual monopoly

---

<sup>3</sup> cf. Section 1 Paragraph 1 of the dsj's "Youth Ordinance".

<sup>4</sup> ibid. Section 1 Paragraph 2.

<sup>5</sup> A number of smaller associations of a confessional nature or born out of the labour movement receive state funding in addition to the dsj. It is interesting to note that this section also finances to the tune of DM 60,000 a national bsj-Marburg conference held every four years on the topic of "experiential learning". These funds are available as a result of the section's competence for projects of a national character.

<sup>6</sup> Interview with the head of the section for "extracurricular youth education, the promotion of children and young people and the federal child and youth budget" at the Federal Ministry of the Family, Senior Citizens, Women and Youth. All the other quotations in this section are taken from this interview, unless explicitly attributed elsewhere.

<sup>7</sup> It is the Ministry of the Interior which is responsible for mass sport and competitive sport in the Federal Republic of Germany.

in this field, its structure and the functions it performs must be analysed in more detail as follows.

*The organisational structure and social significance of the dsj*

Like "mass sport" and "competitive sport", the dsj is an independent division of the DSB and has its own management. The dsj's member organisations can be subdivided into the youth organisations belonging to the umbrella associations of the various disciplines and the "Landessportbünde" or state sport federations generated by Germany's federally structured political system. All in all, the dsj currently has approx. 80 member organisations. These are based on the youth sections of the approx. 86,000 sports clubs which are recognised providers of independent youth aid and therefore eligible for funds from the federal child and youth budget as well as financial backing from the relevant regional and municipal budgets.

As an umbrella association, the dsj does not itself organise young people directly; indirectly, however, its member organisations represent over nine million children (aged between 0 and 14) and young people (aged between 15 and 18)<sup>8</sup>; all DSB members in these age groups are automatically indirect members of the dsj. A DSB survey dating from 1998 produced the following information on membership and the degree of organisation:

**Tab. 10: Age groups in relation to the total population<sup>9</sup>**

Age group	Sex	No. of members	One in every how many belongs to a sports club	Proportion of age group
Up to age 6:	m	519,766	5.73	17.44%
	f	476,171	5.94	16.85%
7 to 14 years	m	2,472,690	1.53	65.26%
	f	1,696,082	2.12	47.21%
15 to 18 years	m	1,192,719	1.56	64.30%
	f	731,003	2.40	41.65%
19 to 26 years	m	1,632,783	2.44	40.90%
	f	898,945	4.21	23.75%

These figures expose the high degree of organisation above all among boys and young men of between 7 and 18 years old. Besides revealing that the

<sup>8</sup> By law (the law on aid for children and young people (KJHG)), all projects involving young people up to the age of 26 merit financial backing.

<sup>9</sup> Including 19- to 26-year-olds. Source: "DSB Bestandserhebung 1998".

---

participation rates for girls and women are consistently lower, this overview also points to a dramatic decline in club membership in the age group 19- to 26-year-olds, for which the dsj, however, is not generally responsible as a rule.

#### *The tasks and aims of the dsj*

According to the department head interviewed, the dsj is active above all in the field of "non-competitive sports" and concerns itself with competition-related matters such as talent promotion only in its capacity as the umbrella organisation of the umbrella associations for each discipline. Paragraph 2 of its "Youth Ordinance" defines its purpose explicitly in the contexts of youth work, the promotion of personality development and social competence in young people and intercultural understanding.<sup>10</sup>

There is no room in the present study for a presentation of the many and varied tasks and activities of the dsj; we will therefore confine ourselves to two areas of direct relevance to the subject-matter of this study: firstly, the dsj's years of experience with sport-related international youth exchange programmes - in which the dsj has functioned as a co-ordination centre for bilateral exchanges between Germany and the Czech Republic and Germany and France -, and secondly, the sport-related youth social work of the state sport federations. There are therefore enough points of contact for these two fields to be combined in exchange programmes involving sport and other forms of physical activity, including those aimed at disadvantaged youth.

#### **2.4.1.4 Sport as a tool for the social integration of young people - Current situation**

As the EUROBAROMETER survey shows, a large number of young people in Germany engage in sports or other forms of physical activity on a private basis - i.e. without belonging to a club or other organisation. It must therefore be remembered that organised sport does not reach all young people and that there are obviously structural barriers to participation in this area. The hierarchical – often excessively rigid and, as far as management is concerned, excessively old – structures of many classical sports clubs are just as unappealing to young people as the "methodical, rational lifestyle" often demanded of them in training. Experiential learning, which takes account of young people's experience of life and their real-life situation, could be used here to access

---

<sup>10</sup> Cf. the dsj's "Jugendordnung" or "Youth Ordinance", passed by the dsj's general meeting on October 11, 1998 and ratified by the national executive of the Deutsche Sportbundes (DSB) on November 28, 1998, 3 f.

---

those whose socio-spatial circumstances prevent their taking an interest in organised sports.

*Prospects and structures of experiential learning*<sup>11</sup>

In Germany, experiential learning used to be part of the boy-scout tradition, although for several decades, it was socially discredited owing to certain (superficial) similarities with the mass movements of National Socialism. Its current popularity can be attributed to the fact that many young people no longer consider the core activities once pursued by Germany's youth clubs – such as media work and political education – to be sufficiently interesting. The expert debate on the extent to which the youth work of the future will have to approach young people, rather than waiting for young people to approach it, could well help boost experiential learning.

There are three executing organisations for experiential learning of nation-wide importance in Germany:

The "*Verband Erlebnispädagogik*" [Association of Experiential Learning] brings together those private providers which have been commissioned by Germany's youth welfare departments with organising expeditions for socially maladjusted young people. The aim is to temporarily remove the young people from their social environment in order to create space for transformative processes.

The internationally active "Outward Bound" organisation provides "adventures" on a commercial basis and receives financial backing for this from the federal government.

The work of the Marburg-based "Verein zur Förderung bewegungs- und sportorientierter Jugendsozialarbeit e.V." (bsj) [Association for the Promotion of Exercise- and Sports-Oriented Social Work with Young People] is not confined to experiential learning but rather selects the measures to be adopted on a case to case basis.

The work of the journalist, J. ZIEGENSPECK, whose magazine includes reports on experiential learning projects, is also of nation-wide importance.

---

<sup>11</sup> This outline of the history and structures of and prospects for experiential learning is based largely on a detailed expert interview with a sport scientist who is a representative of an important experiential learning organisation in Germany, namely the bsj Marburg, and in this function is also a member of the RT. Any other sources used have been attributed accordingly.

---

It is above all the dsj-Marburg which functions as the central interface of experiential learning and youth social work in Germany.

#### **2.4.1.5 The role of sport in youth exchange programmes<sup>12</sup>**

The National Agency (NA) responsible for implementing the European youth exchange programmes EVS and YFE is the "Deutsche Büro Jugend für Europa" [German Office of Youth for Europe]. This operates as a department of what is formally a non-governmental organisation called "Internationaler Jugendaustausch- und Besucherdienst der Bundesrepublik Deutschland e.V." (IJAB) [International Youth Exchange and Visitors Service of the Federal Republic of Germany], but is actually 100% financed by the Ministry of the Family, Senior Citizens, Women and Youth (BMFSFJ). The German Office of Youth for Europe therefore obtains 60% of its funds from the BMFSFJ and 40% from the European Commission and is answerable to the IJAB, as the supervisory authority, and to the BMFSFJ, as the government's supervisory authority. This is an unusually formal structure. At the time of the interview,<sup>13</sup> there were 14.5 jobs at the German NA.

The German NA takes a rather sceptical view of the potential of and opportunities for the inclusion of more sport in the development of the EVS and YFE programmes, although experiential learning is regarded as significantly more promising than organised sport. The NA sees a risk of organised sport using exchange programmes merely as a means of acquiring additional funds. Most of the work being done by the NA at present, however, is concerned with the topic of "disadvantaged people"; the German NA will be holding a conference on this topic in March 2000, which the dsj and its member organisations have been invited to attend.

The NA rejects the dsj's suggestion that the programme budget be used to finance a co-ordination office for the creation of volunteer places in EVS. The monies available were supposed to be used to implement concrete projects and not to finance expensive overheads which should be financed by the financially powerful dsj itself. The head of the agency believes this would long since have happened had the interests of the sports clubs' functionaries and clientele actually been compatible with the YFE and EVS programme criteria. This was not the case, however, as Germany's largely conservative sports clubs viewed sport as an end in itself rather than as a means of achieving socio-political ends.

---

<sup>12</sup> The following remarks are taken from an interview with the head of the German national agency; any other sources used have been attributed accordingly.

<sup>13</sup> The interview was conducted on 12th August, 1999 at the interviewee's office in Bonn. It lasted approx. 90 minutes.

---

The NA takes the view that the potential for the creation of volunteer places in organised sport is less likely to be found in the sports clubs than in Germany's regional sport federations, where there were plenty of young people with a training in education.

Quite apart from the animosity arising out of these organisational structures<sup>14</sup>, the head of the German NA is also sceptical with regard to the educational significance of sport, which is usually competitive and performance-oriented, as opposed to experiential learning, which takes a co-operative, problem-solving approach which he himself views as far more purposeful in this case. Nevertheless, experiential learning was now in danger of being discredited by a flood of grant applications seeking to describe anything and everything as "experiential learning".<sup>15</sup>

Those EVS and YFE projects which involve sport and physical activity, however, still made up only a fraction of the total:

"As far as I know, there are no such projects in EVS at present, and of the 500 YFE applications received every year, only 10 or so come from sports clubs. These figures will grow, although most of this growth will be generated by experiential learning. All in all, it must be said that applicants currently view this entire sector as something of only secondary importance."

In the interview, it became clear that the NA does not perceive this situation as problematic as it does not perceive this type of offering to be of value to the "disadvantaged". Doubtless, the NA will be persuaded of the value of this tool for the integration of disadvantaged youth in the programme only with the aid of concrete project applications and concrete youth social work projects involving sport and physical activity.

#### **2.4.2 Potential and obstacles in the way of the development of a programme which emphasises sport and physical activity**

These remarks instantly give rise to the question of the potential and obstacles in the way of a programme emphasising sport and physical activity in Germany. It is important to differentiate between two dimensions here:

---

<sup>14</sup> In the interview, the head of the NA pointed out that the dsj is not a member of the "Deutsche Bundesjugendring", the umbrella association for youth organisations in Germany and that the extent to which organised sports could be providers of youth aid was in any case open to debate.

<sup>15</sup> The section head at the BMFSFJ responsible for the promotion of measures involving sport and physical activity in youth work also drew attention to this development.



- 
- In the *organisational dimension*, the question which must be asked is the extent to which conflicts of interest and non-communication impede or prevent the co-operation of the relevant actors involved in the development of such programmes. The next question is how these obstacles can best be overcome.
  - In the *conceptual dimension*, the question which must be asked is which types of "best practice" offer a starting point for the development of such programmes and how models in existing EVS and YFE projects can be integrated.

The two chapters which follow will emphasise the organisational dimension, while the final section of this case study will be devoted to models of "best practice."

#### **2.4.2.1 Approaches and networks within the country itself**

Germany's largest umbrella associations for the networking of youth organisations are the "Deutsche Bundesjugendring", whose member associations have some 5 million members, and the dsj, whose member associations and affiliates have some 9 million members. In addition to these, there are a number of organisations and umbrella associations in the field of social youth work, in particular, which are active *for* young people but are not run *by* young people. The most important of these are the big charities. Meanwhile, the "Deutsche Nationalkomitee für internationale Jugendarbeit" (DNK) [German National Committee for International Youth Work] is responsible for international youth work, as is the "Ring politischer Jugend" [Ring of Political Youth], which is the umbrella association of the five leading party-political<sup>16</sup> youth organisations,<sup>17</sup> who take turns at appointing the DNK executive. Most of the DNK's work is concerned with multilateral youth work and the representation of youth interests to the EU, Council of Europe and the UN.

Pursuant to the subsidiarity principle, the "Deutsche Bundesjugendring" is financed primarily by the BMFSFJ, although some of its revenues also come from membership dues. The organisation currently numbers 21 member organisations and 16 state "Jugendringe". Only those associations which are organised at national level and have a membership in excess of 20,000 can

---

<sup>16</sup> One exception here are the "Young Democrats/Young Leftists" originally founded as the youth movement of Germany's liberal party, the "Freie Demokratische Partei Deutschlands" (FDP). This grouping has long since broken its ties with the FDP, however, and must now be regarded as even further left than the Greens - as indeed the new name indicates.

<sup>17</sup> The dsj has also now been granted observer status.

---

become members of the dsj. Associations which do not meet these criteria but are nevertheless deemed to be of national importance can become affiliates. It is the job of the dsj to represent youth interests to state bodies (meaning the German Parliament, German Government etc.), and to promote co-operation among youth organisations as well as international co-operation in the field of youth work. The "Deutsche Bundesjugendring" is not an executing organisation for social youth work, however.

The relationship between these two large umbrella associations, meaning the "Deutsche Bundesjugendring" and the "Deutsche Sportjugend", is characterised by co-operation in certain specific areas. The dsj was a member of the "Bundesjugendring" right up until the sixties, when it left for reasons connected with the system of proportional representation. Since then, it has not been appropriately represented at European level. Both umbrella associations are linked at other levels, however. Some state sports federations, for example, belong to the local "Jugendringe". Furthermore, both associations, as also the DNK, are active at European level: the dsj in the European Non-Governmental Sports Association (ENGSO) and the "Deutsche Bundesjugendring" in the European Youth Forum.

Whereas it is clear from the membership figures alone that no European youth policy in Germany can fail to take account of these two umbrella associations, it must be stressed that they certainly do not cover all youth activities – especially not at local level. Numerous spontaneous initiatives as well as a number of long-term, on-going clubs, groups and other organisations do not belong to either the dsj or the "Deutsche Bundesjugendring".

#### **2.4.2.2 Potential analysis and obstacles**

Germany's youth organisations and associations have enormous potential when it comes to including more sport and physical activity in the European youth exchange programmes, EVS and YFE. A more detailed analysis of this potential will have to differentiate between two levels, each of which has a different constellation of interests:

- At *national* level, the two umbrella associations, dsj and "Deutsche Bundesjugendring", represent conflicting interests as far as the topic of this study is concerned. Their distributive motives appear to be decisive here.
- At *European* level, both organisations - like most other executing organisations in the field of youth work - stand for the consistent application of

---

the subsidiarity principle and therefore find themselves repeatedly at odds with the centralistically-oriented youth policy in other EU member states.

The potential for and limits to the development of new programmes in Germany are to a large extent defined by the formulation and implementation of organisational interests opened up by this topic. What follows is a presentation of the standpoint taken by the "Bundesjugendring" and by the dsj on the topic of youth work and youth social work involving more sport and physical activity. The representatives of both associations interviewed also hold specific opinions on the European youth exchange programmes, EVS and YFE.

*The standpoint of the "Deutsche Bundesjugendring"*

The "Deutsche Bundesjugendring" rejects the idea of shifting the emphasis of the European youth programmes to include more sport and physical activity and calls upon those responsible

"to dispense with any mention of culture and above all of sport in connection with the youth programme. There must be no precedents which could lead to a diluting of the programme objectives."<sup>19</sup>

The worry is that the programme budget could be fragmented and that if sport were specified as an important component of both YFE and EVS, the large sports organisations would start lobbying for a share of what limited funds are available. As far as its own organisation it concerned, the "Deutsche Bundesjugendring" believes in the consistent application of the subsidiarity principle - at European level too, which for the two exchange programmes would speak for a retention of open programme structures and against any attempt by the European Commission to increase its control.

*The standpoint of the "Deutsche Sportjugend"*

As already mentioned, the dsj has considerable experience of international youth exchange programmes involving sport and points to the quantitative importance of sport in bilateral exchange programmes such as those with England, France and the Czech Republic. The dsj believes the EU's and German National Agency's failure to take account of these has impaired the development of the EVS programme in particular. It would be impossible to

---

<sup>19</sup> "Opinion on the European Commission's proposed launching of a joint action programme called "Youth": 5

---

develop programmes involving sport in Germany without involving the dsj. The dsj representative interviewed summarised his standpoint as follows:

"Unless there is a change of policy, the EVS programme will remain straitjacketed and I believe there will be no effect at all on sport if the IJAB<sup>20</sup> or 'Youth for Europe' does the co-ordination work - which would preclude representative figures."

In his view, the EU should therefore provide adequate funding for model projects and commission the dsj and its member organisations with their implementation. The dsj had experience of the design and implementation of such model projects from its work with voluntary projects at national level, the representative said. Not only this, but it was aware of the difficulties of putting into practice the examples of "best practice" obtained in such model projects within the institutional system of organised sports. It had taken twenty years of continuous lobbying before the creation of jobs in sports clubs in lieu of military service was approved. No other organisation had produced the necessary multiplier effects. The same could be said of new activities such as a shift in the orientation of the EVS programme towards more sport and physical activity. The dsj is confident that it is the only organisation in Germany capable of anchoring the EVS programme in the field of organised sports and considers the medium-term creation of 50-100 EVS places to be a realistic possibility.

As far as its activities within Europe are concerned, the dsj is trying, in co-operation with ENGSO, to persuade its European partner organisations of the importance of sport in youth education, of independent organisational structures for youth sports and of the subsidiarity principle. The point of this, *in terms of content and concept*, is to explain the importance of youth sports in the context of youth work. The dsj is therefore anxious to enhance ENGSO's profile as a European voice in the field of non-competitive sports and is trying to establish the ENGSO working group "Youth in European Sport", which it strongly supports, as an independent representative of young people in this field.

---

<sup>20</sup> "International Youth Exchange and Visitors Service of the Federal Republic of Germany ." This state-financed NGO is affiliated with the "Office of Youth for Europe" which functions as the German national agency. At present, the dsj representative interviewed also represents this organisation on the board of the IJAB.

---

#### 2.4.2.3 "best practice"

The non-governmental, yet centralistic structure of German youth sports makes it easy to obtain information on models of sport-related youth work and youth social work which could be applied elsewhere. All roads lead to the dsj and its state sport federations, the "Landessportbünden". Various forms of "best practice" are discussed at conferences on topics such as "Sport-related social work in Europe"<sup>21</sup> and "Sport and social work"(cf. Fessler et al. 1998) and made available to anyone interested in the relevant publications. In addition to this, the state sport federations document their model projects in the form of reports:

- Using experiential learning methods, the Sportjugend NW implemented a model project in Duisburg entitled "tip-Lehrgang: testen informieren probieren" [tip course - testing - information - trying out] from March 3 to May 31, 1997. The purpose of this project was to prepare the 16 young participants, all of them aged between 17 and 20 and without either a job or qualifications, for working life.<sup>22</sup> Following the project, ten of the severely socially disadvantaged participants were able to find a job or an apprenticeship or at least signed up for some kind of further training.
- A violence-prevention initiative by the "Eisenbahnersportverein von 1928 e.V." [Rail Workers' Sports Club 1928] in Kornwestheim, whose clientele is also made up at least in part of severely socially disadvantaged young people, provides effective youth social work in the form of football with pedagogical support. When the initiative began in 1994, the club was made up of five hundred club members aged between 4 and 18, 65% of whom came from immigrant families. Until then, they had allegedly been a source of more and more "crime, aggressive behaviour and vandalism"<sup>23</sup>. The project has succeeded in keeping this potential within limits. It does not receive any backing from the local council.
- In the aforementioned dsj-Reader on the topic of "Sport und Soziale Arbeit" [Sport and Social Work] (1997), there is one section written by and

---

<sup>21</sup> Congress on "The developmental status of and prospects for sport-related social work in Europe" held by the "Sportjugend Hessen" in Wetzlar from 11th-14th December, 1994. This congress was attended by 60 delegates from 11 states and is documented in: SPORTJUGEND HESSEN (publisher): "Sportbezogene Sozialarbeit in Europa: Anstöße 6: Frankfurter Materialien zur Sportentwicklung und Jugendpolitik" [Sport-related Social Work in Europe. Ideas No. 6: Frankfurt materials on sport development and youth policy] Frankfurt am Main, 1995.

<sup>22</sup> Some examples of this: SPORTJUGEND NW (publisher): "Sport und berufsvorbereitende Bildungsmaßnahmen" [Sport and preparation for working life]. Documentation. The tip-course of the Sportjugend NW in cooperation with the North Rhine-Westphalian state department of employment, the Duisburg department of employment and MSV Duisburg, 1997, Duisburg, 2.

<sup>23</sup> OLYMPISCHE JUGEND, H.8, 1997: RUDOLF SCHMIDT: "Mit verlangsamer Fahrt" [Going slow] 8. This article documents this project in a lot more detail. Further information is available from the dsj.

---

devoted to the Berlin-based "Verein für Sport und Jugendsozialarbeit" (VSJ) [Club for Sport and Youth Social Work] (cf. Brandis, H.: 1998, 99-108). The extensive work of this club includes the deployment of so-called "mobile teams" for such activities as "Young people shape the world they live in" or "Streetball - violence prevention among young people". The club is a member of the Sportjugend Berlin and obtained many of its experiential learning methods and techniques directly from the "Verein zur Förderung bewegungs- und sportorientierter Jugendsozialarbeit e.V." (bsj) [Association for the Promotion of Exercise- and Sports-Oriented Social Work with Young People]. There is plenty of detailed material available on the planning, design and implementation of various previous projects run by the Sportjugend Berlin as part of the Berlin Senate's programme "Youth with a future - special programme against violence."

It would take too long to describe the contents of the aforementioned projects here, especially as these are cited merely as examples of a number of similar projects.<sup>24</sup> Furthermore, as the dsj's activities also include congresses and the publication of documents in which examples of "best practice" are made public and presented for discussion, there is no need for a further compilation of the same in this study. The point of the examples is to expose and explain what, by international standards, is the highly structured and organised nature of the discussion of the structures of and prospects for youth social work involving sport and physical activity in Germany. These activities certainly contain experiential learning elements, although it must be said that the competitive element remains important, with the result that the term *non-competitive sports*, meaning the exclusion of competitive types of sport, cannot be applied here. It is not the exclusion of competition, but rather child- and youth-friendly competition under pedagogical supervision which the dsj and its member organisations are aiming at.

In addition to organised sports, there is also a wide range of organisations and initiatives which - assuming they have adequate funds - could be considered as, or are already executing organisations for EVS and YFE model projects involving sport and physical activity. As already mentioned, the German National Agency views its main task as the incorporation in the programme of

---

<sup>24</sup> Some of the other projects run by the Sportjugend NW can be taken as examples, among them the project called "Sport in the world of socially disadvantaged young people (in: FESSLER et al., *ibid.*, 109-117) and follow-up projects in the programme "Areas with a special need for urban renewal" by the government of North Rhine-Westphalia (*ibid.*). Also of interest is the application of sport and experiential learning methods pursuant to the KJHG, the "Parental support" provided by the "Waldhaus" – Sozialpädagogische Einrichtungen der Jugendhilfe" [Waldhaus socio-pedagogical facilities for youth aid] (*ibid.*, 93-98).

---

these poorly networked but very dedicated groups, especially those working in the field of experiential learning. The bsj's offer to act as a co-ordination centre should be taken very seriously here, as this organisation has excellent contacts going far beyond the mere, formal identification of organisations and so would be able to formulate the requirements accurately as well. The bsj also executes a number of projects in its own right which could also serve as examples of "best practice". Only a few of these are mentioned here, while information and documentation on the others can be obtained from the bsj:

*Work with girls:*

- "Girls in motion. Movement and experiential learning for girls in socially deprived areas"
- "The creation of space for games and physical activity for and with girls"
- "Physical activity and movement for girls as part of a joint venture with youth aid and school"

*Violence prevention:*

- "Adventurous forms of physical activity in youth aid and school"
- "Cartwheel. The promotion of children and young people by physical activity, movement and adventure in supportive facilities"
- "Peer-involvement and adventure-based counselling. New approaches to youth work in rural areas of Eastern Germany"

*Preventive health:*

- "Feeling good. Movement. Relaxation. Eating – But how?"<sup>25</sup>

As the organiser of nation-wide congresses on the subject of experiential learning<sup>26</sup> and as a backer of the "Zentrum für Erlebnispädagogik und Umweltbildung Ueckermünde" [Centre for Experiential Learning and Environmental Education, Ueckermünde] as well as the "Außerschulischen Lernortes Gladenbach-Weidenhausen" [Extracurricular Learning Centre Gladenbach-Weidenhausen], the bsj already acts as a nation-wide co-ordination centre in this field and is therefore active in further education and publications on the topic of youth social work involving sport and physical activity.

To close this case study, we will present in what follows a grass-roots YFE initiative in this field.

---

<sup>25</sup> Joint venture with the Federal Centre for Health Education

<sup>26</sup> 1992 in Marburg, 1995 in Neubrandenburg and 1999 in Cottbus.

---

***JESP e.V.***<sup>27</sup>

The "Jugend-, Erlebnis- und Sport-Pädagogikverein" (JESP e.V.) [Society for Youth and Sport Education and Experiential Learning] has been in existence for just a few years and is based in Heiligenstadt in Thuringia. The society organises trips for young people on a relatively large scale to Eastern Europe, and especially Romania. It also offers training courses for youth- group leaders. The society currently has approx. 200 members and every year, some 1000 young people take part in its group tours, most of which are geared to experiential learning. There are some 40 youth-group leaders on hand for voluntary work and the society trains between 20 and 30 new leaders every year. This training course is officially recognised by the state of Thuringia and also involves co-operation with other societies and organisations in the region.<sup>28</sup> It lasts one year, is free of charge and is offered to those young people known to the society who appear especially well suited to youth work. As soon as they turn 15, the young people who have received such training are deployed as assistant group leaders and assigned limited responsibilities right from the start. Assuming they pass this test, their qualification as a youth group leader will be recognised by the youth welfare department upon their attainment of the age of 16:

"We therefore have a very youthful style of working. Our 18-year-old leaders have already undergone additional training - as life-savers or climbing instructors, for example - and have no problems communicating with the young people they are responsible for, if only because of their own age. They still speak the same language."

It is only with some reluctance that those responsible within the society have adopted certain steps aimed at the more formal organisation of the increasingly successful youth work begun in 1996. This means that much of the extensive office and administration work required (from the management of address lists and financial management to sponsorship negotiations with local business people) is still done by the young people themselves and the rest by a 24-year-old project initiator, whose state-subsidised part-time job enables him to function as the managing director of the entire society. The recent registration

---

<sup>27</sup> All information on the region and the society was taken from an interview with a member of the JESP e.V. committee, who is also its co-founder and chief initiator. Unless explicitly attributed otherwise, all the quotations contained in this section were taken from this interview.

<sup>28</sup> The Deutschen Roten Kreuz (DRK) [German Red Cross] and Deutschen Lebensrettungs-Gesellschaft (DLRG) [German Life-Savers' Society], for example, have a carefully structured system of co-operation. They provide each other with services and equipment etc. without large sums of money being required. This "bartering" makes it impossible to file grant applications for these training activities, even though they would be eligible for grants, according to EU criteria, and even though the numerous voluntary services provided would also be eligible for grants.



---

of the society as a registered association<sup>29</sup> was motivated above all by the need to have the society recognised as an independent provider of youth aid, thus making it eligible for public funds and the creation of jobs in lieu of military service. This recognition has now been obtained. The society is a member of the Verband für Sport- und Jugendsozialarbeit in Thüringen e.V. [Association of Sport and Youth Social Work in Thuringia], which in turn was initiated by the Sportjugend Thuringia; despite this, the JESP e.V. is not a formal member of the Sportjugend and hence not of the dsj either.

The difference between the realistic approach taken by the JESP e.V. and providers of organised sports became very clear in the course of an hour-long group discussion with four young people who belong to the society and are involved in youth encounters. These young people had come to the society as a result of their dissatisfaction with their sports club. As basketball-players, they had been dissatisfied with the preference club management gave to the football department. They were always allocated the worst facilities at the most inconvenient times – even though there were more young people organised in basketball than in football. This, too, exposed the kind of conservative structure which is typical of many sports clubs in Germany. They react only very slowly to the changed demands of their younger members. The project leader summarised the advantages of the realistic, socio-spatially-oriented approach taken by the society as follows:

"Word got around that there were some basketball players who did other things together as well. 'They not only play basketball, not only do hours of mindless training but go climbing at the weekend, or rafting in rubber dinghies and exciting stuff like that.' After about six months, we had 150 people interested in our project - having started out with just 20 - and were of course hopelessly oversubscribed."

This structure does not mean that young people are not interested in competitive sports and systematic training as well. Yet the assumption that experiential learning and organised sport have incompatible value systems has proved impossible to uphold and the very idea generally meets with incomprehension on the part of the youth actually involved.

---

<sup>29</sup> The statutes were approved by the members' meeting as recently as 3rd September, 1999.

**Table 11: Institutions and experts visited - Case study Germany**

Field	Institution	Experts interviewed	Function	Works directly with youth
Experiential learning/ Academia	University of Marburg/ BSJ Marburg	Prof. Dr. Peter Becker	Researcher	No
National agency	German Office Youth for Europe	Hans Georg Wicke	Responsible for EVS/Yf	No
Sport organisation	German Sports Youth (Deutsche Sportjugend)	Rudolf Schmidt	Head of the Social Affairs Department of the dsj	No
Sport organisation	JESP e.V.	Karsten Hampl	Chief Executive	Yes
Sport organisation	ENGSO	Marlis Rydzy-Götz	Chief Executive	No
Ministry (youth)	BMFSFJ, Dept. for Extra-curricular Youth Education, Child and Youth Development, Federal Children and Young People's Programme	Hans Peter Bergner	Head of Dept.	No
Ministry (international youth work)	BMFSFJ, International Youth Policy Division	Norbert Schneevoigt; Herr Brinkmann	Head of Dept. Member of Staff in Dept.	No No
Youth aid organisation	Federal German Youth Ring // DNK	Herr Rummenhüller	Representative of both organisations	No
Youth research /Networks	IJAB	Stefan Becsky	Head of Dept. – Information and Public Relations	No
Voluntary YFE	JESP e.V.	Four young people		Yes

**Table 12: Project-related activities – "Best practice" at a glance**

Executing organisation	Project / Activity	Country	"Best practice" in:	See recommendation No.
Sportjugend NRW	"t.i.p." – Model projects	FRG	Experiential learning project with socially disadvantaged youth; mediation of key professional qualifications	5, 13, 14, 15
Football Club Kornwestheim	"Slow journey"	FRG	Sport-related learning project in the local community; violence prevention	5, 13, 14
VSJ Berlin	Diverse activities	FRG	Experiential learning and sports-related learning projects; violence prevention; existential and social space orientated approaches ("Mobile Teams")	5, 13, 14, 15
bsj Marburg	"Girls and physical activity"	FRG	Experiential learning with girls in social problems areas	5, 13, 14, 16
bsj Marburg	Play and activity space for and with girls	FRG	Experiential learning with girls	5, 13, 14, 16
bsj Marburg	Body + physical activity related activities for girls in youth aid / school co-operation	FRG	Experiential learning with girls	5, 13, 14, 16
bsj Marburg	"Adventure based types of physical activity in youth aid and schools"	FRG	Violence prevention	5, 13, 14, 15
bsj Marburg	Peer involvement + adventure based counselling. New approaches to youth work in rural areas of east Germany	FRG	Violence prevention	5, 13, 14, 15
bsj Marburg	"Feeling good. Exercise. Relaxation. Eating. – But how?"	FRG	Health prevention	5
bsj Marburg	Organisation of European conferences on the topic of experiential learning	FRG	European networks; exchange of information; concept development	3, 6, 7, 8
bsj Marburg	Runs centres for training in experiential learning	FRG	Further training/education in the fields of environmental education and sport/physical activity/experiential learning	3, 6, 9
JESP e.V.	International youth exchange; financial support from YFE, amongst others	FRG	Experiential learning YFE projects	5, 13
JESP e.V.	Self-organisation of young people	FRG	Personal responsibility of young people in respect of involvement in decision-making and administrative matters in the association	4, 13
JESP e.V.	Certified training in experiential learning for youth group leaders	FRG	Free training for suitable young people aged 16 and over	6, 9, 13
ENGSO:	European networks of sport-	Europe	European networks of schemes for the	3, 8

---

Executing organisation	Project / Activity	Country	"Best practice" in:	See recommendation No.
Youth in European Sport	related youth activities		continued development of sport-related youth work	
Dsj	Model projects for the creation of sport-related voluntary places	FRG	Expertise in creating voluntary places in sports clubs and associations	3
German National Agency; IKAB	Continued training in experiential learning	FRG	Training courses for multipliers	1, 2, 3, 6, 7, 8, 13



---

The socially integrative prospects for sport and experiential learning under changing social conditions (Heinz-Jürgen Stolz)

## **2.5 The relevance of the social selectivity of organised sport**

The EUROBAROMETER survey of 1997 frequently cited in previous chapters was able to expose two important trends with regard to the importance of sport to the world of young people in Europe:

- 1) Sport, together with what, in physical terms, are rather more "passive" activities such as listening to music, reading, watching television or visiting friends, is among the most important leisure activities for young people throughout Europe; the importance of this field in their everyday lives is growing all the time.
- 2) The socially integrative relevance of formally organised, non-commercial sports providers (clubs, associations etc.) is nevertheless stagnating at its currently high level; there is a widespread sense of fatigue and alienation with regard to formal organisations among young people.

Whereas the first point proves the relevance of the topos "sport and physical activity" to the European youth exchange programmes, EVS and YFE, and should urge decision-makers to develop their programmes accordingly, the decline in the socially integrative potency of formally organised recreation (and not only in sport) calls for innovative and more socio-spatially oriented ways of integrating young people in such activities. The increasing sense of alienation on the part of young people is also borne out by a recent Finnish study (cf. PAJU 1999). According to this, over 25% of young people in Europe say they engage in sport outside clubs and other such organisations (cf. *ibid.*, 7).

With regard to the extent to which organised sport is socially selective, the research results are contradictory. A CDDS survey on the topic of "Social Cohesion and Sport" (cf. CDDS 1998), for example, claims that sport is no longer primarily an activity pursued by young, middle-class men. Women, older people, minorities, various ethnic groups, the disabled and other social groups were becoming more and more involved in sport - whether as active participants or as spectators, so the survey concluded. According to OGLE (1997), on the other hand, there are scarcely any indications of a socio-structural levelling off in sport. On the contrary, there was plenty of empirical evidence from all over the world to suggest there is a close connection between a high standard of education, high socio-economic status and male hegemony

---

on the one hand and participation in sport on the other. Sport might be able to encourage and motivate socio-economically disadvantaged young people, but it certainly could not help solve the socio-structural problems which were the cause of their disadvantages (cf. PAJU 1999, 25).

In view of the decline in organised sport's capacity for integration, PAJU (1999) is keen to emphasise that it is not their lack of interest in sport which induces young people to leave sports clubs (or not join them in the first place) but rather their lack of interest in the formal organisation of the same: According to EUROBAROMETER, 27.6% of all young people in the EU belong to a sports club or association while 49.7% name sport as one of their hobbies. It follows that over 20% of all young people in the EU engage in sport *outside* clubs and associations. This could be regarded as an enormous untapped potential for organised sport, the author continues, although this is not necessarily the case. What appears important to him is the fact that there is obviously an enormous potential for *forms of communication and co-operation which involve physical activity* (cf. *ibid.*, 34 f.), which probably seeks to manifest itself independent of established forms of organisation and co-operation. The CDDS, PAJU continues, defined sport as an institutionalised physical activity with competitive elements in which physical-psychological performance has an influence on the outcome and in which participation is regulated by rules whose roots are to be found in the official sports organisations. This definition excluded non-competitive sport right from the start and produced a distorted picture of social reality, argues PAJU (cf. *ibid.* 21). The CDDS study already mentioned then claims there has been a fundamental change in the motives which induce people to engage in sport:

"Sport is no longer mainly oriented towards achievement and competition but towards new forms of motivation like fun, body experience, risk, aesthetic values, social communication, social integration and others" (*ibid.*, 23).

The development of a new youth culture involving sport and physical activity resulting from this change in motivation in Denmark, France and Scotland is currently being examined by researchers from all three countries in a co-operative project entitled "Youth, Body Culture and Identity."<sup>30</sup> Experiential learning repeatedly crops up as a promising approach which is less socially selective and more conducive to the integration of these changed motives. In the "case study Germany", a representative of the bsj-Marburg, who is also a member of the RT, explained the extent to which experiential learning can live

---

<sup>30</sup> Youth, Body Culture and Identity. A research design. Report, 29.2.1999. No. 98-10-EET-0026-00.

---

up to the expectations invested in it. In view of the relevance of this topic to the study as a whole, these comments have been extracted from the case study in question and are presented in what follows.

## **2.6 Innovation "experiential learning"?**

Experiential learning has so far had only an additive function in youth work and social youth work - at least in Germany. It is used only where other methods have failed and in many cases it is impossible to make out an integrated socio-pedagogical approach:

"In my view, experiential learning has not yet succeeded in developing an educational concept and because of this, is often assigned a purely custodial function: youth work as a refuge for children who need day care. It keeps them off the streets."

At the heart of such a new educational concept should be not the experience, but rather the adventure:

"Adventure is an excellent model for the adolescent crisis. Not only that, but adventure is a model for every open-ended educational process: An educational process can be apprehended as a chain of vital, important decisions in which the future is opened up and then closed again."

What is important for young people is that the adventure offered is not too far removed from their everyday lives. Even the mythic metaphor of the Odyssey describes the adventurer as a stranger who is not at first recognised when he returns home. The narrative processing of what has been experienced therefore becomes all the more important as it permits an objective view of a subjective experience both for the adventurer him/herself and for his/her social environment, thus making it an integral part of the cultural knowledge base:

"The narrative process is very important. It ensures semantic reintegration in the group by making an issue of group values and hence reinforcing them too, as a rule."

For socio-economically disadvantaged youth in particular, educational methods which are oriented to the symbolism of adventure and make use of the body and physical activity can be highly beneficial. For one thing, they enable young people to operate in a medium in which they are not instantly at a disadvantage



---

- as they are in those types of youth work which are dominated by linguistically and cognitively structured methods and experiences. In other words, someone who is no good at school may nevertheless turn out to be brilliant in a kayak. Secondly, the usual strategies for evasion and escape no longer function in the context of experiential learning. A member of a rope party climbing up a cliff face cannot suddenly decide he/she has chosen the wrong course and discreetly withdraw. Not only that, but if he/she did withdraw, it would be difficult to blame the other participants. As experiential learning, unlike sport, does not foster the development of individual capacity in opposition to other people (the opponent), but instead in relation to what, "by its very nature," is the challenge being faced, the false attribution strategies typical of socio-economically disadvantaged youth no longer work or, if they work, can be applied only with great difficulty. It is above all this, however, which shows how important the pedagogical supervision of such activities is, especially when socio-economically disadvantaged young people are involved. After all, they are likely not only to find themselves faced with an adventure but will also have to cope with the failure of their preconditioned, subjective coping strategies as well.

Going beyond this socio-structural aspect, experiential learning also matches the change in motivation described above and youth value systems better than does organised sport:

"Experiential learning promotes a completely different system of values from sport, for example. Sport is tied to the production paradigm which is in any case being eroded: It rewards the willingness to perform and the enhancement of performance by systematic training, competition etc.. The erosion of these value systems cannot be stopped voluntarily. Socio-economically disadvantaged youth in particular have difficulty with the norms of interaction applicable in organised sport, as also with the value systems, the regularity and the methodical way of life it demands. The transition to the expression paradigm made possible by the values inherent in experiential learning appeals not only to those in the lower echelons of society."

The term "expression paradigm" is used here to refer, among other things, to the spread of so-called "fun sports", the use of urban space for new forms of physical activity (inline skating) and those forms of physical activity - bungee-jumping, for example - which are intended to induce fear and hence a thrill or 'kick'. These new activities are motivated not by the striving for victory in competition but rather by the desire for an unusual experience and unusual forms of physical activity and the expression and stylisation of individual subjectivity. The concept of "body culture" used by the aforementioned

---

Danish/French/Scottish team of researchers as a new expression of youth subculture is especially relevant here. Indeed, these forms of physical activity are more closely related to piercing and tattoos and other forms of body stylisation than to organised sport. The experiential learning repertoire has far more to offer than just rock-climbing and kayaking. The make-up box and other theatrical props are also among the tools of the trade. It is important to understand this paradigmatic difference between sport and experiential learning beyond the commonly used term "media body and movement."

## **2.7 Comparative evaluation of the socially integrative potential of sport and experiential learning**

To summarise, it can be said that organised youth sport and experiential learning can indeed complement each other with regard to their potential for social integration. The advantages of experiential learning apply above all to two groups of young people: on the one hand to the socio-economically disadvantaged, whose active competence and attribution strategies in the performance-oriented "production paradigm"<sup>31</sup> appear extremely deficient, and on the other, to those young people whose youth cultural and subcultural conditioning brings them close to the "expression paradigm" and "body culture." The two groups are certainly not identical - what the one group *cannot* do is the same as what the other group *will not* do. Basing his arguments on the detailed British debate on a marginalised "*status zero youth*" which is structurally doomed to marginalisation, PAJU concludes:

"the problems of young people do not arise to any significant degree from any cultural revolution or a revolutionary change in young people's values, that is from nothing 'post' or 'modern'. Jones (1997, 112) writes: '[...] homeless people who were surveyed replied that they wanted not just a home, but a job and a family. This doesn't sound a very deviant response to me' (Paju 1999, 13).

---

<sup>31</sup> EICHBERG makes a similar distinction. His stance is summarized by PAJU as follows : "Eichberg thinks that sport for performance and sport for health correspond well to the areas of production and reproduction in society. The new model, that of body experience reveals the deficiency of the binary model of production and reproduction. Production can easily be combined with masculine traits and reproduction with feminine ones. Sport and exercise in the model of body experience do not make gender distinctions: yoga, outdoor activities or traditional folk games usually suit well both sexes." Accordingly, experiential learning would definitely belong to the category of "body experience" even if its gender-neutrality is open to dispute. Without any systematic evaluation of the same, it would appear to us that typically "male" attributes and skills are just as much at the forefront of experiential learning as the promotion of young talent is preoccupied with boys.

---

Organised sport has its strengths above all in the integration of those young people whose values are already tied to the "production paradigm" and it has the potential to promote the stabilisation and differentiation of the relevant motives and inclinations. At present, it almost certainly has a much larger sphere of influence than experiential learning.

This comparative analysis gives rise to the possibility of a division of labour and target-group-oriented co-operation between sport and experiential learning, in which the latter could be used primarily - but not exclusively - in work with disadvantaged young people. This is of direct relevance to the development of the EVS and YFE programmes, which are to address precisely this clientele much more extensively in future. To substantially and conceptually promote and organisationally co-ordinate such co-operation at European level, however, it will first be necessary to upgrade the existing networks and institutionally stabilise their co-operation with Europe's decision-making bodies. As far as organised sport is concerned, this means ENGSO, among others, while in experiential learning, the efforts already made towards the founding of a European level institution should be intensified.

## **2.8 On European-level networking in experiential learning**

The "Verein zur Förderung bewegungs- und sportorientierter Jugendsozialarbeit e.V." already presented in the "case study Germany" has actively participated in initiatives aimed at the founding of a European institute of experiential learning over the past few years. Owing to inadequate funding, however, this institute cannot yet function as would be desirable:

"There are already several members but not enough funds to permit regular meetings beyond those at board level. It would of course help if there were a programme of some kind to enable the various countries to establish closer ties. Only six or seven interested parties attended the conference in Spital and all of these came from higher education and wanted to see some progress on European-level networking in experiential learning. In England, experiential learning is a huge field while in Scandinavia, there are a number of ideological movements in this direction. The former Czechoslovakia also had a long tradition of experiential learning and is still interested in active involvement in this field. What we need to do, therefore, is to found an umbrella association."<sup>32</sup>

---

<sup>32</sup> All quotations were taken from the interview with the already much-cited representative of the bsj-Marburg.

---

The work of this institute has so far concentrated on the organisation of a biennial European congress which is aimed not only at researchers but also at social workers. A project application for YFE funding to finance the networking of Europe's various approaches to experiential learning was rejected, although this may well have been owing to formal errors on the part of the Austrian experts in experiential learning who managed the application:

"It was probably the formal aspects of the application which were decisive. Youth for Europe has not, however, stated its grounds for rejecting the application. That is not acceptable. After all, a lot of work went into it."<sup>33</sup>

From the point of view of the expert interviewed, support for projects involving sport and physical activity in the field of youth work, social youth work and international youth exchange should concentrate on the development of the relevant networks and umbrella associations:

"In my view, the EU should finance an office whose job it is to produce charts and examine the various countries to expose their existing structures in the field of experiential learning. Who can offer what? What kind of things do they do? A European institute would provide a suitable framework for such work. The second step would be the concrete organisation of youth encounters. It would first be necessary to bring together the projects and organisations working in this field, however, as well as initiating dialogue."

The bsj is willing to take on this co-ordination function, assuming the relevant EU funding is provided.

## **2.9 On European-level networking in youth sports – ENGSO**

The European Non-Governmental Sports Organisation (ENGSO) was founded in the 1960s as a loose, non-governmental grouping of five West European sports associations. Initially, its job was to take care of all the preparations, decision-making and organisation work required for the European sport conferences which began in the 1960s. At that time, these conferences were the only body in sport policy to bridge the gap between western and eastern Europe, although they also sought to provide a link between government offices and NGOs. It was not by chance that this image of a bridge came to be incorporated in the ENGSO logo as well. It is only in recent years that ENGSO

---

<sup>33</sup> This criticism of EVS and YFE decision-makers - which concerns both central and decentralized measures - was voiced by nearly all the applicants and executing organizations interviewed.

---

has operated as an actor with a clear, organisational structure and paid-up members - meaning sports confederations or national Olympic committees - from forty different countries. ENGSO's work covers all kinds of sport - from the highest level of competitive sport (including Olympic level) to mass sport. It still has to operate with insufficient funds and most of the membership dues are used to finance the publication of its newsletters as well as its general secretariat, which is always located wherever the general secretary is based. The current general secretary is the head of the International Section at the DSB in Frankfurt on the Main, Germany and the information in this section is based on an interview with her.<sup>34</sup>

"Youth sport" is one of ENGSO's central topics and is handled by its "working group on youth in European sport." The fundamental political importance of this topic is also apparent from the agenda of the ENGSO forum in Budapest in October 1999, which was concerned with the integration of inaccessible or disadvantaged youth. At present, the working group is working on a paper entitled "ENGSO guidelines for child and youth sport" which was agreed by ENGSO governing bodies as far back as March and April 1998 and is to be explained in more detail in a "book of good ideas".

The subsidiary structures of German youth sport described in more detail in the case study mean that emphasis must be given to the work of the "Deutsche Sportbund" (DSB) - and here, above all, to the "Deutsche Sportjugend" (dsj) - as ENGSO's German member organisations. This involvement has already resulted, at least to start with,

"in an application, unfortunately since rejected, for EU funds to finance the networking at European level of initiatives in the field of youth sport and youth sport policy. The point of this was to use sport as a tool to access youth and involve them in activities which could help consolidate the democratic process in Germany and arouse or reinforce individual willpower. These are objectives which would have been especially important by no means only but by no means least to the countries of Eastern Europe."<sup>35</sup>

There is still some hope that this initiative, which is viewed as very important, will in fact receive EU backing in response to a second application. These

---

<sup>34</sup> All quotations in this section were taken from the interview with the general secretary, unless attributed elsewhere.

<sup>35</sup> The following quotations were taken from the interview with the ENGSO general secretary; at present, the Deutsche Sportbund (DSB) is responsible for staffing and running the ENGSO general secretariat.

---

funds would then be managed by the ENGSO working group "so that even non-EU countries could also be quasi-automatically incorporated."

Over the next few years, as part of what is perceived to be the necessary reorganisation of responsibility for sport policy and representation functions at European level, ENGSO intends to concentrate its activities on the field of *non-competitive sports*:

"This is our primary concern. This field does not have any other lobby in Europe."

Yet "social integration" is such a paramount concern. This was why one member of staff was sent to a working group of the Council of Europe's sport committee (CDDS), which is working on the topic of "social cohesion," among others - an activity which is regarded as a top priority especially among the West European member organisations. All this was proof of ENGSO's perception of itself as an interface between "sport and social integration" and also, in this context, between "sport and youth":

"This is what the working group is for. This is its job."

The problem lies in the fact that this working group is not yet viewed as an actor in its own right at European institutional level: Its inclusion in the relevant EU mailing lists and EU recognition as a co-ordination office for consultation mechanisms with the EU is cited as a prerequisite for continuous co-operation. To achieve this, it would be necessary to strengthen the structure of the working group, including - and indeed in particular - by approving the EU funds applied for. If this does indeed happen, the general secretary of ENGSO could imagine not only its participation in European youth exchange programmes but also a co-ordination function with regard to the Europe-wide creation of sport-oriented fields of activity for the volunteer services. As ENGSO is also involved in an EU project in the field of "sport and employment", this new emphasis of the European youth programmes is very welcome indeed.

\*\*\*

To summarise, it can be said that there have indeed been attempts to co-ordinate organised youth sport and experiential learning at European level, although these have not yet been as successful as was hoped, owing to underfunding and a lack of political recognition by the European

---

administration. If the Commission were to provide specific, infrastructural support, this could lead to substantial progress and so create a basis for the co-ordinated development of the appropriate projects within the EVS and YFE framework.

---

### **3 Results of various interviews conducted with participants in the European YFE and EVS youth programmes (Heike Brandes)**

The interviews conducted with participants in the youth programmes were analysed with the assistance of a graduated filter system. Already completed "external" surveys of participants – such as the ISS study, in which approx. 600 young people were questioned – provided the basis for the initial formation of hypotheses in relation to the focus on sport-related activities and needs. The next step was to question young people, on the basis of a standardised questionnaire, involved in various case-study related projects. This then formed the basis for the final stage in narrowing the focus, the use of approx. 20 interviews conducted by telephone to go into more specific questions. This method of increasing the level of specificity, progressing from an initial quantitative through to a qualitative level of investigation, enabled the significance of sports activities to be ascertained, both in relation to the extent of provision and in terms of the perspectives of the young people themselves.

In a study for the ISS "Deutsches Büro Jugend für Europa" on the topic of "The impact of and acquisition of skills in European Voluntary Service – causal factors", all the German participants in the EVS programme were asked to respond to a written questionnaire. Here, it is clear from the responses to the relevant questions that sport did not play a significant role either in the particular voluntary activities or in the leisure time of the volunteers<sup>1</sup> – only two out of the 270 participants replied that they were involved with sport in their project activities. Those questioned did not even refer to sports activities or particular types of sports provision in the responses that they themselves formulated to the open-ended question on their wider circumstances during service. No requests or suggestions were made with regard to the design of future projects either.

These results are in stark contrast to those of telephone interviews conducted with volunteers within the framework of this study. Unlike in the above study of the German EVS participants, however, the questions in the telephone

---

<sup>1</sup> Sport was referred to in only two questions in this study:

- (1) "In which of the following areas are/were you particularly active during your period of voluntary service? Please choose the two activities with which you were most involved in your placement?". One item available was: "Sport/Recreation".
- (2) "Were you able to develop personal contacts in the host country outside the framework of the project/your placement?" One item available was "Recreational contacts, e.g. through sport".



---

interviews were focused specifically on the importance of sports provision. The most important result to emerge from these very detailed telephone interviews is that all volunteers are very much in favour of the inclusion of sport as a permanent feature of EVS and YFE programmes, and consider sport to be of great importance for their own integration in the host country. This view was taken by those participants who were already involved in sport within the framework of their placement, e.g. teaching sport at a home for difficult children or at an institution for the disabled. Some had already acquired relevant qualifications before they started their voluntary service, so that even though a second supervisor was always present they were able to give sports lessons (e.g. swimming) relatively independently. Even these participants also regretted not having been able to become more involved in sport as a means of making better contact with other volunteers and people of their own age.

As a rule sports provision is not made available either by the sending or the hosting organisation. Instead, only addresses of contact organisations in the field of sport and language courses are provided, the responsibility for finding out more and arranging for participation on suitable courses then resting with the volunteers themselves. The participants have differing views about this arrangement, some feeling that too much is expected of them in terms of using their own initiative at the beginning of their stay abroad:

"At the beginning it was all a bit too much for me, living alone and working in a foreign town – and then having to find out about opportunities for sport as well. I thought that I would be doing that later, once I had got used to everything, but by then it was too late."

For others, in contrast, the requirement to organise sports provision independently was what they found most helpful:

"When everything is done for you, you don't bother to do things yourself anymore. The more I have to take responsibility, the more independent I become. It's still better to try and ask your way in inadequate French than to let everything be done for you. But then I had all day to do it."

This participant qualifies her comment by advising that she only started her daily work in an institution for the disabled at 4.00 p.m., where she helped to structure their recreational activities. She suggested that sports provision should most certainly be organised for those who do not have the whole day at their disposal to structure as they wish, or for other reasons are unable to identify suitable sports provision. The others, however, should continue to organise such things themselves:

---

"To make sure everyone has the same opportunities, courses should be provided for those who find it too much to ask or who don't have enough confidence to organise such things themselves."

The positive effects of non-competitive sport that are to be expected in relation to the integration of the volunteers in the local community were most certainly confirmed in the interviews. One volunteer actively involved in sport where she is placed (swimming and volleyball) reports that these have helped her establish very good contact with the local population, largely because such activities normally involve going for a drink afterwards:

"After the sports activity we would normally go for a drink together, and during the day you would see the people again in the street and say 'hello, how are you', which really made me feel at home. And that is very important, otherwise it very soon gets depressing."

The necessity of such activities is judged differently according to local conditions. Where placements in villages or small towns are concerned, the need to make use of opportunities for non-competitive sport is considered almost unavoidable – as referred to above, however, the interviewed participants want appropriate opportunities to become involved in sport to be made available:

- A volunteer in Strasbourg advises that although she does not feel isolated in her leisure time, she would nevertheless like to participate in sport. This, however, is not possible on the basis of the pocket money that she receives – although the travel expenses to the sports course,<sup>2</sup> would be paid for, the course fee itself would not. An additional problem is that the activities only take place in the evening, and since the interviewed participant had already been subject to frequent sexual harassment in Strasbourg, she did not dare to participate in any further evening activities.
- A woman in Denmark was active until recently as the only volunteer in a Kindergarten in a remote small village, where she felt completely isolated. The bus stop is 5 km away by footpath, from which a further half hour's journey is required to reach the next settlement. This interviewee would have been more than pleased to have had the opportunity to play volleyball and football. The total lack of integration made her seek an alternative placement but this, unfortunately, was not possible.
- A participant from Great Britain is involved in an activity playground in Stuttgart and says that he seems to be the only EVS volunteer in the whole

---

<sup>2</sup> This concerns so-called "Roads to social integration".

---

city. He says he has not been able to make contact with other young people so far, feels isolated as a result and would definitely like to take advantage of sports opportunities (football, swimming, ice-skating).

These examples are illustrative of the range of the situations in which the young people find themselves, although in terms of the problems related to social integration in the host country it is the difference between urban and rural areas that appears to be of greatest importance. Independent of their specific individual situation and work circumstances the young people were in favour of increased sports provision, but stressed that they should still be allowed to use their own initiative to identify suitable opportunities for activity in sport – the phrase "help towards self-help" in their placement could be used to summarise the views of the respondents. The types of sport that were most frequently mentioned as being of interest were: ball games (volleyball, basketball, football) and swimming, and the following were occasionally mentioned as well: dancing, gymnastics, jogging and ice-skating. There was widespread agreement on the primary importance of the collective aspect of the sports, whereas the competitive side of sport was considered either unimportant or even undesirable.

The RT would suggest that the reason for the difference between the results of the ISS study of all German volunteers and the above results of the interviews conducted by telephone can be traced to the fact that although the questions posed in ISS study were concerned with problems relating to social integration in the host country, they were posed within a broader context – poor language abilities, cultural differences, specific individual situation and work circumstances. As a consequence, the responses and the suggestions as to how tackle the identified problems were also expressed at this relatively generalised level. In addition, the study was not focused to any degree on investigating the recreational behaviour of the volunteers in the way that the above study based on interviews conducted by telephone was. At the same time, however, the volunteers questioned in the ISS study still had the opportunity to make this issue the focal point of attention themselves, which they did not do, either in relation to sport or any other activity. To summarise, the picture that emerges from those participating in EVS is that in the context of the stay abroad as a whole the question of "recreational behaviour" is of little relevance, but *within* the context of recreational behaviour itself, the need for a greater emphasis on the provision of opportunities to participate in sport is given a high priority. This conclusion, incidentally, corresponds with the results of all other studies on the recreational behaviour of European youth.

---

Especially worthy of mention are results of the interviews with those participants in the EVS and YFE projects whose placement involves, or did involve, sport-orientated responsibilities. In relation to their expressed wish to see more sports activities outside their actual work,<sup>3</sup> it is very clear that there is no evidence of a "saturation effect" – all those asked in this group would welcome more opportunities to be able to participate in sport. In other respects as well the responses of this group demonstrate a high level of consistency that is quite unrelated to their participation in YFE or EVS programmes. All of them emphasise the importance of sport for their integration in the host country, none of them consider that competition is of any great importance, and all of them emphasise the importance of group activities – which should not automatically be equated with team sports:

"I think sport is definitely a way of bringing people together. I have always watched sport more than I have participated in it, but often become friends with people who shared my sporting interests."<sup>4</sup>

This female participant also stresses the importance of the group 'experience' – in this project the young people were given free access to a fitness studio, which the interviewee herself made use of but without either wanting or managing to make new social contacts. Another interviewee in the same project provides support for the theory that the group 'experience' is of greater importance than the actual content of the recreational activity:

"I think leisure time in general should be an integral part of the European Youth Exchange programmes. Sport should not be an exclusive requirement. Some participants may not enjoy sport at all and they could just as easily be excluded of this. There should be something for everyone: art, music, drama, multimedia should be considered equally important."

This particular group of volunteers, specifically involved in sport-based projects in their placements, therefore provides confirmation that sport is not perceived by the participants in EVS and YFE projects to be an end in itself, but is far more a means of bringing people together. This viewpoint is supported further by the total lack of a fixation with certain types of sport,<sup>5</sup> plus

---

<sup>3</sup> The data on this group of people was gathered, in part, from telephone interviews, and also from interviews of the participants within the framework of the case-study trips to the respective countries.

<sup>4</sup> Comment by a female British participant of the "Football World Cup 1998 Volunteer" project.

<sup>5</sup> The fact that the interviewees do not automatically equate an emphasis on the 'group experience' with giving priority to team sports, is also illustrated by the fact that the aforementioned participant did not pursue any team sports, her views reflecting instead collective skiing experiences with other volunteers and French youth.

---

the lesser amount of importance attached to elements of competition. Which means that even this comparatively active and ambitious group, as far as sport is concerned at least, holds views on sport that are no different to the rest of the participants - that it is not so much the activity itself but the social organisation of that recreational activity as a whole that is of key importance - although since sport is also one of the preferred activities of this group outside the framework of the exchange programmes it is accorded a certain "natural" degree of priority. Many young people like to be physically active and are part of a "body culture" outside their pursuit of physical activities as well, in which the body and physical activity represents a medium of youth culture and social interaction. Sports provision that does not relate to this social context, be it , e.g. because of authoritarian hierarchies in clubs and associations, will simply not be of interest to young people. As an example, a group of young Germans who had been involved in several YFE projects reported about a skate track that was erected by a local authority without the participation of the local youth, with the result that it is only used by beginners because it is not difficult enough for more advanced skaters. On this basis and in conclusion, the results of the interviews with the participants show that the social structure of recreational activity, if not an absolute priority, is certainly an area worthy of further development in the context of the YFE and EVS programmes. Innovations should not be based, however, on the following of trend sports, but on an understanding of the wider context of the value structures of youth culture, self-determined forms of integration and preferred fields of activity ("body culture").

---

#### 4 A national comparison of EVS projects (Elke Oppen)

This evaluation of EVS projects will take the same methodological approach as the analysis of YFE projects. For more information on the contents of the comparison and methodological approach taken, reference is made to the "National comparison of YFE projects" in the Interim Report. The methodological discussion will not be repeated here.

An Internet search for EVS projects from 1996 onwards in the category "Leisure Time/Sport" produced 430 projects in which recreational and sports activities had a role to play. This means that the category "Leisure Time/Sport" was the second most frequent category to be ticked after "Youth and Children" (ticked 817 times). This gives the impression that sport is a common component of EVS projects. This impression, however, has to be corrected once the contents and objectives of the various projects are analysed in more detail.

The following table shows how the 430 projects cited were spread among the EU countries:

1996-1999	AT	BE	DE	FI	FR	DE	GR	IR	IT	LU	NL	PT	ES	SE	GB	Total
Leisure time/sport	19	21	19	19	79	73	1	8	35	1	2	12	55	20	66	430 <sup>6</sup>

When the descriptions of certain individual projects are examined, it soon becomes apparent that in most cases, sport is just one of a number of other recreational activities, including theatre, drumming and music. Sport is not, therefore, considered to be at the heart of such projects and hence is not used for any specific purpose, e.g. to facilitate the social integration of young people. The following description is typical of those projects which include sport as a peripheral activity:

"It targets people of different age groups and nationalities together in this area who do not usually use the state run welfare system, cultural offers or make use of sports activities. (...) The volunteer will help run playgrounds, plan and organise game activities for children and young people, help young people with their homework, take part in discussions with the local population, distribute information, help in the preparation and running of cultural activities (film evenings, music festivals, street parties)."

---

<sup>6</sup> Including 2 projects in Iceland and 6 in Norway.

---

This description is representative of a number of those listed in the category "Leisure Time/Sport". It is therefore clear that sport is only marginally relevant to such projects. It cannot be assumed that sport is used specifically to achieve certain objectives.

In 30 projects, however, sport is among the core activities of the exchange programme. This is especially true of projects in France and Spain. One French project in which sport has a central role to play is described as follows:

"Development of a sporting project adapted to the needs of handicapped people, adults and children. The project will be directed at the activity "handicheval", horse riding for the handicapped. This is expected to take place at one of the welcome structures and will play an important role in the development of sporting activities for handicapped people."

In this and similar projects, sport is of fundamental importance and is used specifically as a means of achieving certain objectives.

When it comes to the choice of sport, football comes first in a total of 23 projects, far ahead of basketball (16) and cycling/hiking/skating (12). Outdoor activities in general (11), swimming and diving (11) and tennis/table tennis/badminton (10) are also among those types of sport which are frequently listed in the project contents.

It appears that in a number of projects, the sports activities actually pursued are chosen more or less at random. In many cases, the list of sports provided in the project description appears incomplete, e.g. "mountain-biking, ski...", "e.g. football, diving, baseball etc.", "activities as all kinds of sports", "sport and leisure activities as golf, skiing, dance etc.", "like nature walks, tours, skiing trips, paddling etc."

This makes it clear that the project descriptions include only a small selection of the types of sport actually pursued. It would appear that those responsible do not differentiate between outdoor activities and sports such as football and basketball.

What follows is a typography of those EVS projects which include some form of sport.

**Table 13: Project typography EVS**

Category	Type of sport	D E	D K	E S	F R	G B	A T	B E	F I	I T	N L	P T	S E	Total
<b>General</b>	Sport as peripheral activity	1 2	2	8	9	1 1	4	3	3	4	1	4	2	63
	Sport as core activity	2		1 1	9	2		1		3		2		30
	Adventure	1			1	1			1					4
	Experiential learning	1			1	1			1					4
<b>Team</b>	Football	4		5	5	3	2	1		1		2		23
	Volleyball	2		2	3					1		1		9
	Handball				1							2		3
	Basketball	2		4	6	1	1			1		1		16
	Rugby				2									2
	Games in general	2					1	1				2		6
	Other	1						1						2
<b>Indivi- dual</b>	Te/TT/Badm.	3	1	1	2	3						1		10
	Swimming/Diving	2	1	1	4	1		1				1		11
	Archery				1									1
	Health Sports/Fitness/Bodybuilding					3								3
	Pool, Darts	1	1		1									3
<b>Dance</b>	Gymnastics/Dance	2		1	1		1			1		1	1	8
<b>Outdoor</b>	General			1	5	3			1			1		11
	Water sports	2			1	2								5
	Canoeing/Kayak/Rafting	1			1	1			1			1		5
	Climbing	1				1			1					3
	Cyling/Hiking/Skating	2		1	5		3					1		12
	Winter sports	1			1	1			1				1	5
	Riding	2			2									4
	Golf												1	1
	Motocross, Gokarting					1								1
	Petanque				1									1
	Bowling	2												2
	Athletics			1	1									2
	Trampoline	1	2											3
<b>Sports events</b>		2		1	1					1				5



---

Consequences and recommendations for the content and structure of future EU youth programmes with a greater emphasis on sport (Heinz-Jürgen Stolz, Rainer Kilb)

---

#### **IV. Consequences and recommendations for the content and structure of future EU youth programmes with a greater emphasis on sport (Heinz-Jürgen Stolz, Rainer Kilb)**

To be able to formulate realistic recommendations for the development of EVS and YFE programmes involving more sport and physical activity on the basis of the empirical material collected, it is first necessary to take account of the broader, political context of these programmes. Only in this way can those obstacles and potentials be identified, which, although not directly inferable from the projects analysed here, nevertheless have structural implications for this field. To avoid methodologically filtering out such effects by a myopic fixation on sport and physical activity contexts, the analysis must be subdivided into three dimensions:

- on the *metalevel of political structure (1)* we will ask which political models have influenced the patterns of meaning, readiness to act and strategies of the actors involved and which paradigms and strategies of political action appear to be an especially suitable means of overcoming obstacles and utilising potentials and resources effectively;
- on the *mesolevel of programme structure (2)* we will analyse which infrastructural measures can promote the development of the projects in question and how the relevant activities should be adapted to the various institutional and socio-structural conditions prevailing in the individual member states;
- on the *microlevel of project-related activities (3)* we will examine concrete youth work and youth social work involving sport and physical activity to establish to what extent these measures can be used in European youth exchange programmes and, as "best practice", serve as a means of introducing other activities in such projects.

This multidimensional view permits a modular combination when it comes to the implementation of the various suggestions in the activities of future programmes and hence the flexible and innovative implementation of the same in keeping with the given situation. This procedure is best described by the following example: The suggestion that the volunteers deployed should be offered a certified training course in climbing (to improve their chances on the job market too) makes structural sense (on the microlevel) only to the extent that the EU has reached a consensus on the relevant training standards, i.e. only if the certificate obtained is valid throughout Europe and so provides the young people who hold it with opportunities on the European job market (mesolevel). To ensure the existence of such uniform standards, it would first be necessary to upgrade the participatory political approach already being taken. This

---

permits the - programme-financed - organisation of dialogue between those active in the training of young climbers and those from the non-profit field interested in working as volunteers on an EVS project, the aim of which would reside in the formulation of a certification model to be submitted to the EU Commission. This "climbing certificate module" could then be freely combined with other modules. There would nevertheless be little sense in promoting project activities of this kind at microlevel without at the same time stimulating the networking and certification required at meso- and metalevel as well. This example should make it clear how the recommendations which follow are to be understood and the way in which they differ from rigid conceptualism on the one hand and a random catalogue of recommendations on the other. Intramodular coherence and intermodular flexibility are thus salient points when it comes to the European Commission's and national agencies' implementation of the recommendations specified here. Suggestions and tips on the constitution of such modules are included in the following comments only to the extent permitted by the empirical basis. If the recommendations were to have a modular structure throughout, this would take us beyond the terms of this study as well as giving it an excessively voluntary and speculative character.

**(1) "Participation" and "co-operation" as potentially guiding aspects of the structural development of Europe's youth programmes (metalevel)**

The extraordinary breadth of institutional, youth policy settings in the EU member states makes any kind of uniform structuring of EU exchange programmes a difficult undertaking. It also necessitates a highly differentiated evaluation of their implementation in each country, including a close examination of the role and function of the relevant national agency. The double character of these agencies resides in the fact that not only are they an integral part of the European administration of YFE and EVS, but they are also part of the political landscape of the member state in question. Every innovative idea to come from the Commission is discussed by the agencies in this double context and interpreted in one or another direction. Whereas the French National Agency, for example, perceives itself more as the "executive" arm of the Commission when it comes to the inclusion of more sport and physical activity in EVS and YFE programmes and so is content to await the relevant "terms of implementation", the German Agency tends to interpret the ideas provided by the Commission against the backdrop of the structures peculiar to Germany. It is also anxious to prevent any instrumentalisation of the programme budget by non-governmental associations which are as tightly organised as they are influential. Although both these agencies – notwith-

---

standing their very different interpretative approach – completed the decision-making process very quickly, it is perhaps precisely this opinion-making process and the possibility of implementation in decentralised Spain, with its highly regionalised agency structures, which is likely to become a topic for joint, intranational agreement; and whereas in England, for example, one of the main problems standing in the way of implementation is the lack of information on the sports organisations which might become involved, the Danish Agency may well start by using the informal networks and communication structures already in place to expose both the potential of and obstacles in the way of future projects. Taking into account the double context – both institutional/organisational and interpretative – described above, our recommendations to the European Commission can be worded as follows:

**Recommendation 1:** *Convening of topic-related hearings with the national agencies as a preliminary to the specification of programme innovations.*

These hearings would make use of the expertise of the national agencies when it comes to the potential of and obstacles to the implementation of new programme elements or emphases, thus ensuring the flexible and realistic development of new programmes. Such a participatory pattern would also stimulate a sharing of problems and solutions among the national agencies and would be an especially suitable means of ensuring the agencies' acceptance and innovative implementation of Commission resolutions. The national agencies, as actors in their own right whose highly specialised expertise is required, should also be addressed with a view to the evaluation of programme innovations required at a later date. The concepts of "participatory management style" and symbolic "flat hierarchies" are taken from the world of management and appear especially applicable to the vertical structure of European programme administration.

**Recommendation 2:** *Participation of the national agencies in the specification of national priorities.*

In a country like Denmark, for example, which has an extraordinarily low rate of youth unemployment, the effect of EVS projects on employment prospects is less of a priority than in countries with a high rate of joblessness among young people. A recent evaluation by EVS Germany shows that most German volunteers in the EVS programme become involved for reasons of personal development. A strict prioritisation of employment and training factors would therefore destroy rather than enhance existing motivation structures. In Spain, the presentation of EVS as an opportunity for young people to gain early

---

independence would be conceivable. These examples show how necessary it is to grant the national agencies sufficient room for interpretation when it comes to specifying priorities.

"Participation" and "co-operation" are indeed recurrent topoi throughout the catalogue of recommendations, especially at metalevel. Complex social materials – and indeed this is what we are dealing with in the case of the European youth exchange programmes – cannot be administered effectively or efficiently using an excessively rigid, bureaucratic procedure complete with its subsumed structures (standardisation, formalisation, conformity, and performance quantification). The "mass production" of volunteers à la Henry Ford and rating of national agencies on the basis of statistics alone would be completely inappropriate for a material whose complexity has already been adequately illustrated. The terms used in the catalogue of EVS and YFE objectives, including "intercultural learning", "personality development", "social integration" and the "acquisition of basic and key qualifications" speak for themselves. To exaggerate somewhat, as plausible as it may be to have Europe-wide norms and standards for industry, there can be no such norms and standards for "European youth" and "youth exchange programmes". Nor can "participation" be described here as a matter of voluntarily adopting basic political values. It is rather a condition for effective and efficient administration. Its impact, however, is by no means restricted to the interaction of the Commission and the national agencies but rather embraces the executing organisations of EVS and YFE projects as well. Nor can these be reduced to the status of "grant recipients". In sport and experiential learning in particular, there is a strong need for a Europe-wide exchange of information and hence the development of new concepts on the part of those organisations which are involved or even just interested in such youth exchange programmes. The image of hosting and sending organisations interested solely in the implementation of concrete exchange projects and hence in the receipt of the relevant EU funds does not, therefore, do justice to the scope of the work being done by the actors we encountered in our case studies. It goes without saying that the intensified participation of the national agencies must harmonise with the overall objectives of YFE and EVS. The same applies particularly for the involvement of youth in the field of organised sport and experiential learning.

---

**Recommendation 3:** *Those lines of action of future youth programmes which are concerned specifically with youth exchange should be supplemented by the programme-specific networking and training of the executing organisations, giving priority to the creation of new programme elements such as sport and physical activity.*

The European Commission should encourage existing networks in this field to hold Europe-wide conferences and training courses as a means of stimulating the innovative "development of concepts from below". It goes without saying that the executing organisations and networks must ensure that these measures centre on specific topics: The European networking of "youth sport" or "experiential learning" can receive backing from the youth exchange programme budget only to the extent that the training courses, exchanges and networking envisaged are related specifically to European youth exchange. The structural promotion of such networks going beyond this would likewise be desirable, but should not be financed out of the exchange programme budget. It will be necessary to involve the European Commission itself in this networking process, thus initiating a participatory dialogue on the development of future programmes in this field. As far as the emphasis of this study is concerned, the following organisations should be persuaded to join in this dialogue: The "European Institute for Experiential Learning", ENGSO-AG "Youth in European Sport", ISKA and the European Youth Forum. The active integration of these networks in programme development would complement the country-specific work of the national agencies as well as enhancing the degree to which the European programmes are known in each country and the organisation of actors in this field. The advantages of having the executing organisations participate are thus far obvious and can also be used for other programme innovations going beyond the inclusion of more sport and physical activity.

"Participation" should also be the guiding principle behind the development of programme concepts and contents too. The EUROBAROMETER survey dating from 1997, the results of which match those of recent national studies as well, reported a significant decline in the interest young people take in becoming involved in formal organisational structures of all kinds, including youth associations and even sports organisations. The developments in the field of sport and physical activity analysed in this study can be cited as further evidence of this decline. The trend is away from systematic training and organised competition and towards self-organised, spontaneous activity in the context of "fun sports" and "body culture". This transition away from formally organised and performance-oriented "production paradigms" and towards self-organised and aestheticising or stylising "expression paradigms" is by no means

---

least apparent in the declining readiness of young people to do voluntary work. Such secular trends cannot be stopped voluntarily but instead must be viewed as a change in youth culture in general which must be taken into account in the development of the YFE and EVS programmes.

**Recommendation 4:** *The European youth programmes should be structured so as to permit the participation of self-organised youth groups and initiatives. The manner in which each project is implemented should be adapted to facilitate such participation. Application forms, for example, should use a language which is accessible and familiar to young people. The necessity of pre-financing from private funds should be avoided by the prompt payment of approved grants. The national agencies should also provide more advice and support for those grass roots initiatives which apply. In the field of experiential learning and non-competitive sports in particular, large numbers of self-organised youth groups are to be found.*

The implementation of this recommendation presupposes continuous efforts on the part of the national agencies. Their administrative tasks have so far prevented them acquiring privileged access to self-organised youth groups, thus obliging them to rely on the co-operation of other actors in the field of youth work and youth social work in the country in question. To the extent that the national agencies choose not to venture into this field, most grants are bound to be allocated to formal organisations – including youth associations – which, although desirous of formulating policies *for* youth, are neither able nor indeed willing to resort to the *involvement* of youth.<sup>1</sup> To prevent the programmes from becoming organisationally bogged down, the guidelines for the allocation of grants should be kept as open as possible. Parallel to this, the national agencies should set priorities in line with the situation in each country, which specify such things as the relative importance of training and project elements aimed at improving employment prospects.

According to expert debate, not least in the field of youth social work aimed at socially disadvantaged youth, one of the main reasons for the decline in young

---

<sup>1</sup> Germany's youth work, which is structured very much according to the subsidiarity principle, is especially at risk in this regard. Even in those cases in which the co- or even self-determination of the young people organised in the relevant youth organisation is required by law, the secular trend on the part of youth throughout Europe towards less and less participation in formally organised structures continues unabated. It would therefore be very shortsighted to identify the "participation paradigm" which introduced this catalogue of recommendations with Germany's formal, democratically organised youth policy and youth aid structures. The structures of Germany's state-sponsored "youth aid organisations" are probably even less permeable for self-organised youth groups than those of youth aid in other countries, such as the Scandinavian countries. This question, however, was not systematically evaluated in this study.

---

people's participation in those formal organisations which were created specifically for them is to be found in the *"come structure"* of the programmes offered by such youth organisations and official youth facilities. In this structure, an executing organisation creates an activity centre - e.g. a sports centre or youth club - and then waits for young people to come to this place - which they rarely do. Attempts to induce youth to participate are far more likely to succeed in the *"go structure"*. These are programmes which attempt to approach young people in their sociospatial and real-life contexts. Many established youth organisations are no longer in a position to change from the "come" to a "go" structure, whereas self-organised youth groups almost always, by definition, belong to the latter category.

**Recommendation 5:** *The European youth programme should support the sociospatially and real-life oriented approaches to youth work and youth social work involving sport and physical activity currently being advocated in the literature and adopt the relevant priorities in their guidelines for the allocation of funds.*

This means that those projects which take account of criteria such as accessibility to non-members, possibilities for integration in sociospatial networks and sports and physical activities oriented to the real-life situations in which young people actually live should receive special backing. Organised sports should be able to avail themselves of EVS funding only to the extent that the work of the volunteers deployed ventures beyond the traditional "come structure" and those organisations and associations which are open exclusively to their own membership. Furthermore, attempts should be made to ensure that volunteers are not deployed primarily on projects from which only the members of the relevant sports organisations benefit, but instead are involved in activities which make waves beyond both this clientele and the sociospatial context of the club premises into the local community. If the programme is designed in such a way, it will not only avoid duplicating the work of formally organised sports providers but will also help support innovative developments in this segment.

Although the five recommendations so far listed all have a general bearing on the guiding principle of participation in youth policy proposed here, a series of proposals focussed specifically on the structure of the exchange programmes could be submitted as examples of participatory youth policy. What follows is a more detailed analysis of this mesolevel of the EVS and YFE programme structures and a recapitulation of some of the proposals already developed from a different point of view.



---

**(2) Target-oriented "infrastructure promotion" as a basic element of the creation and development of YFE and EVS projects involving more sport and physical activity (mesolevel)**

It has already been emphasised that the formulation of the "guiding principle of participation" at metalevel of youth policy structure should be understood not as a more or less arbitrary definition of a fundamental political value but rather as a paradigm of political action which is adequate to the complexity of "youth" as a field of political activity. To the extent that European youth policy should be *innovative* – and there can be no doubt that the idea of including more sport and physical activity in the YFE and EVS programmes constitutes just such an innovation – the national agencies in particular should no longer be able to confine themselves to administrative work and the development of administrative principles. In view of the highly specific implementation practice for each country proposed here, they should instead function as integrated supervisory bodies, equipped with the necessary expertise and resources. As such, they should provide 3 job profiles:

- Professional guidance: stocktaking, target setting, ascertainment of requirements, specification of priorities, testing of models, evaluation and further development.
- Service: information and consultancy
- Administration: processing of applications for funding etc.

Only with the aid of a combination of these 3 job profiles can projects involving more sport and physical activity be effectively controlled and promoted as part of Europe's youth programmes according to the specific conditions prevailing in each country. When it comes to the development of such projects, which is to receive more attention here, it will be necessary to set up a specific infrastructure for the organisation of professional guidance and service. As long as the national agencies lack the motivation to adopt participatory policies (Recommendation 2) by developing differentiated, experimental and innovative projects in pursuit of the Commission's new priorities, they will be more likely to confine themselves to their purely administrative work. This, at any rate, is the status of the topos "sport" currently prevailing at the German and French national agencies. The following recommendations make it clear how inappropriate and dysfunctional this attitude is when it comes to implementing innovative ideas. On the contrary, the setting up and development of a new project requires a highly active approach to the promotion of infrastructure from both the Commission and the national agencies. This can also be described, to use an economic metaphor, as the opening up of a "new market segment".

---

**Recommendation 6:** *Design and implementation of a two-year further training course on "Physical activity- and adventure-oriented approaches to trans-national youth exchange" by the national agencies (decentral) and/or the European Commission (central) in co-operation with a consortium on the subject complex "body culture" and experiential learning with competence for and representative of Europe as a whole.*

Adventure and experiential learning correspond to an especially high degree to the change in recreational activities currently taking place throughout Europe. This change has also brought about a change in the motivation structure of many young people. Even those actors which, like the German National Agency, take a sceptical attitude to any programmatic relaxation vis à vis organised sports, nevertheless emphasise the highly integrative value of experiential learning, even while warning against increasingly arbitrary declarations of projects as opportunities for experiential learning and demanding standards for quality assurance. The concept of a truly sound and certified training course in experiential learning and adventure could provide such quality assurance as well as functioning as a measure for the dissemination and "active opening up of new markets" in this area. The first step could be a European conference on this topic. This could be followed by short training courses and brief courses of practical training for youth workers run or at least supported by the national agencies.

**Recommendation 7:** *Setting up of information exchanges for sport and physical activity by the national agencies.*

These information exchanges to be set up on the Internet should contain the addresses of executing organisations and experts as well as listing those EVS and YFE projects which involve sport and physical activity in the country in question. They should also serve the publication and dissemination of the various opportunities for further training (Recommendation 6). The website should also provide a forum for young people, youth leaders, youth groups and organisations interested in the relevant projects and be regularly updated by specially trained staff of the national agency. This multidimensional medium would be an especially good way of facilitating contacts among self-organised youth groups and initiatives. This source of information should be advertised with the aid of advertising strategies aimed specifically at young people. Projects in progress and their participants should be encouraged or even bound by the grant guidelines to contribute to this transfer of information.

---

**Recommendation 8:** *Implementation of a series of European conferences (at 2-year intervals) on the development of new projects.*

These conferences would be organised by the DG XXII of the European Commission. The national agencies, experts and European networks in the field of sport and physical activity already mentioned in this study would be invited to attend. The purpose of these conferences would be to continuously define which target groups can and should be addressed with which particular pedagogical measure, taking into account the most recent developments in the extremely fast-paced field of youth recreation. Experience in the context of child and youth-oriented infrastructure planning in various European countries has shown that planning in this segment must be more of a bargaining process than a specification of statistical targets. Nor should it cover too long a period. These biennial conferences would therefore provide an opportunity to consider the prevailing quality standards and criteria governing the allocation of funds.

Among the topics requiring special and continuous attention would be the extent to which what is still the highly superficial prioritisation of "sport and physical activity" should be reformulated in more sophisticated, sociological terms. The term "body culture" used in the parallel Danish/Scottish/French study already mentioned would appear to be especially suitable as a sociospatial, real-life oriented approach to this problem, especially as it also permits a clearer delimitation of the grant guidelines than do traditional offerings belonging to the category of organised sport.<sup>2</sup> The unease felt by many of those interviewed at the emphasis the vade mecum gives to the topos of "sport" is symptomatic of the fact that this priority has not yet been incorporated in a sociologically founded and pedagogically guided context.

**Recommendation 9:** *European certification for the training and further training of volunteers as part of EVS.*

A more detailed description and justification of this recommendation have already been provided using the example of the "climbing certificate" explained at the beginning of this section. This example will not be repeated here. As "employment" and "training" are to be given priority in the new European youth programme, the acquisition of a certificate in "sport and physical activity" recognised throughout the EU could give some young people access to the European job market. As experience has shown agreement on standards to

---

<sup>2</sup> This is a more precise definition of what the European Commission, when awarding the contract for this study, tried to delimit using the term "non-competitive sports".

---

be a difficult political undertaking, this recommendation must, however, be viewed in a medium- to long-term context. The various forms of certificate already in existence in the various member states and the quality levels they represent should serve as a basis for a new, European-level certification procedure. This could well include several types of certificate for various quality levels which could then open up diverse points of access for voluntary, semi-professional and professional work in the EU member states.

**Recommendation 10:** *To be able to define such points of reference for both content and structure against the backdrop of the priorities peculiar to each country, the national agencies should install advisory boards made up of independent experts in the research and interface fields under review. These boards should also be responsible for evaluating the programmes.*

The advisory boards should, in particular, help qualify the organisation profile required for professional programme guidance by the national agencies and, working on the basis of the points of reference drawn up by the biennial conferences, produce nationally adequate possibilities for transfer and operationalisation.

**Recommendation 11:** *Priority promotion of sociospatial and/or topic-related hybrid projects.*

The risk of YFE, in particular, being instrumentalised by those organised sports providers whose sole aim is to use European funds to hold international tournaments could be avoided by topic-related "hybrid projects" in which a youth sports group, for example, meets a youth environmental group from another country.<sup>3</sup> Similarly, sociospatially mixed projects could help to broaden horizons and promote intercultural learning on the part of their participants. Such a project might include a meeting of disadvantaged youth from deprived urban areas with young people from rural communities. Hybrid projects of this kind, however, are not an end in themselves. The point would rather be the pedagogical justification and supervision of the various measures.

All the recommendations listed in this section make it clear that, in the view of the RT, the new range of projects offering "sport and physical activity" can be developed only by an active policy of Europe-wide networking, training and conceptual design to the extent envisaged by the European Commission. The metaphors "infrastructure promotion" and "active opening up of markets"

---

<sup>3</sup> This example comes from the parallel study by PAJU (1999)

---

should make it clear just how inadequate any confinement of the work of the Commission and national agencies to classical programme management would be. On the contrary, the mere inclusion of the term "sport" in the vade mecum would open the door to the abuse of funds by what are generally very well organised and financially powerful sports providers. It must also be remembered that the additional work required of the national agencies in connection with the implementation of these recommendations will scarcely be possible without increasing costs. This means that a reallocation of the funds available would also have to be considered.

### **(3) Project-related activities – "best practice" at a glance (microlevel)**

What follows is a tabular summary of the projects described in the case studies above combined with a catalogue of recommendations. The entries in the column "Best practice in..." are intended as a reminder of those aspects of the project in question which are of general relevance to the inclusion of more sport and physical activity in future YFE and EVS projects.

Even a cursory glance at the table is enough to show that there is no universal "best practice" which holds true for every country. The institutional and cultural diversity prevailing in Europe is likely to prevent the development of such an ideal model in future as well. In this study, too, therefore, the point is not to produce a series of "ideal projects" to serve as blueprints for future practice in this field. What will be produced, however, are proposals regarding which "best practice" projects and which project structures might be most suitable as a means of helping to achieve the goal of social integration against the backdrop of the highly differentiated starting conditions and target-group situations prevailing in each country, to say nothing of other relevant factors as well. The "best practice" projects described in each of the five case studies will first be presented to this end. These will then be followed by specific recommendations derived from the same. Moreover, the general idea of a Europe-wide exchange based on examples of successful project concepts should be at the heart of the recommendations made.

**Recommendation 12:** *Definition of points of reference for the content and methods of European youth programmes.*

From the point of view of developmental psychology, sport and physical activities belonging to the "body culture" category should be judged important aspects of the adolescent and post-adolescent phase (cf. Part II, Nos. 1 and 2) which are particularly worthy of support. They also prove to be a suitable

---

vehicle for intercultural learning processes (1). Used purposefully and with the right content, they can also function as a catalyst for learning processes (2) aimed ultimately at stimulating social integration (which is the overall goal of the European programmes). In future, therefore, the grant guidelines will have to attach more importance to such offerings than has been the case in the past.

Sport and physical activities belonging to the "body culture" category should be viewed and evaluated separately in the light of 3 aspects of their application:

- (1) They can be promoted specifically in all thematic areas as units or methods which not only help "break the ice" but also provide variety, relaxation and thrills. As such, they are conducive to atmospheric, programme-oriented integration and so have an indirect effect on intercultural learning processes.
- (2) As a primary topic or content in a bilateral or multilateral context, they can directly stimulate and accelerate intercultural learning processes. In this case, they would function as a direct catalyst in conjunction with youth-related integration work at European level (cf. Part 2/ No. 2).
- (3) As opportunities for training within existing programme structures, they could have consequences for the professional and hence also the social integration of socially disadvantaged youth in particular as well as promoting intercultural learning via the training procedures themselves and their application within the programmes.

In its operationalised form, such cluster of consequences could be imagined as follows:

- A young German, hitherto unemployed, does a training course in rock-climbing offered by a French provider and thereafter has two job options:
  - a) He can use the certificate and skills he has obtained, together with an additional qualification as an electrician, for example, to work on the maintenance of overhead power lines - a field in which climbing and freedom from vertigo are key components.
  - b) Having obtained an additional qualification as a trainer, he could himself offer such a course in EU youth programmes in Germany.
- The training course itself provides an opportunity for exemplary social integration within the group attending it. This aspect is nevertheless subordinate to the educational objectives of the course and hence is easier to convey than if it were an end in itself.

- 
- Training in an intercultural context presupposes a willingness to understand as well as an open mind. The capacity for co-operation, like social competence in groups, is necessary not as an end in itself but as a means of achieving the educational objective - and hence is likewise easier to convey.

Harmonised and Europe-wide stages of certification for such training courses should be developed (on the basis of various instances of “national” certification practice already in existence). These new certificates could then be offered and acquired as an integral part of the two programmes YFE (Stage 1: General, compact, training course in the basics) and EVS (Stage 2: In-depth course, specialisation, basic pedagogical principles/ Stage 3: Application practice, analysis and application test).

These 3 levels should always be supported, though in differentiated forms.

**Recommendation 13:** *In future, attention should be paid to the relationship between the various objectives, target groups and levels of learning in order to develop specific quality standards for the purposeful application of the methods of non-competitive sports.*

The examples of best practice give rise to several different levels for a consideration of transnational / cultural European integration. All of these are relevant to the points of reference for the European youth programmes of the future:

- (1) The level of direct forms of intercultural learning in the sport and physical activity sector of three different reference systems:
  - in the multilateral area ( "best practice": dsj/D, DGI/DK, JESP/D)
  - in the bilateral area ("best practice": Cycling Project/GB-B, dsj/D)
  - in the national area with multiethnic group constellations ("best practice": Ministry for Youth and Sport/F, "Caravans"/F, DGI/DK)
- (2) The level of the various target areas of intercultural learning processes:
  - professional, occupational and qualification-related targets ("best practice": "Second Soufflé"/F, AESS/ESP)
  - targets of relevance to training and training policy ("best practice": Cycling Project/GB)
  - recreation-oriented targets with uncontrolled experiential aspects
- (3) The level of target group-related orientation, where the procedure adopted is geared to national, socio-spatial (special forms of urban and spatial

---

development), milieu- and class-specific characteristics in a complex matrix structure. Example: Under what conditions can disadvantaged youth from French suburbs, for example, be brought together with young people from a rural region of Italy? ("best practice": UCPA/F)

- (4) The level of general, social integration within the programme, operationalised as didactic or curricular elements: Sport and physical activity as a means of breaking the ice, providing relaxation, as a non-verbal and body-oriented communication and presentation segment for an across-the-board function in a European youth programme or as a topic of training policy.

Such a procedure would make it possible to define, with a relatively high degree of precision, quality standards which would then be binding for a particular project and which, weighted differently from region to region, could be oriented to the most important objectives in any given case. This could lead to a points allocation system which would make it possible to target certain points of emphasis or a combination of the same, according to the following principle, for example:

In view of the large number of racist gangs made up of countless jobless youths in region X, emphasis should be given to a modular learning structure with stage 1 (in the multilateral area) and stage 2 (within a professional or occupational project) in combination with stage 4. By allocating points to weight the various modules according to requirements, it would be possible to set clear priorities when inviting tenders.

It is against this backdrop of 4 different levels of consideration that the DG XXII and national agencies should co-operate on the drafting of specific grant guidelines with the desired emphases or a matrix combination of the same, the point being to describe, promote and ultimately evaluate the methods or methodological aspects of sport and physical activity in the context of intercultural learning and in the context of social integration as the declared objective in the necessary degree of intensity. We believe this level of operationalisation to have a point only at national level as the socio-cultural starting conditions in the various EU countries are still too disparate.



---

**Recommendation 14:** *The stages of integration model presented in Part II/No. 2 should be didactically and methodologically adapted to the inner circle of disadvantaged youth being targeted by the programmes.*

This means that appropriate programme modules would have to be developed for the various stages of integration specified and the types of sport and physical activity on offer differentiated and applied accordingly. The specific role of sport and physical activity at each stage of integration should be apparent. The suitability of the two existing programmes for handling the stages of integration model, each in its own way, should be ensured.

The programmes have so far handled only stage 1 (relaxation/atmosphere) and, at best, stage 5 (basic rules of co-existence) as a rule, and usually without any linking of the two. If, however, the programmes are to be put to more purposeful use as a means of accelerating intercultural learning processes, the financing criteria should include the extent to which they incorporate the various stages. More generous financing would be called for if a programme comprised as many as possible of the 6 stages in the order presented in the theoretical model.

**Recommendation 15:** *When applying sport and physical activity sequences, sex-specific differences should be taken into account and, if necessary, promoted.*

The question of when, how and in which settings the sport and physical activity offered should be coeducational or single-sex should be considered, taking into account age factors and religious background.

**Recommendation 16:** *As part of the motivating and transfer-oriented practice of quality development within the programmes, the national advisory boards to be set up and national agencies should publish a regular selection of those model projects which have the relevant priorities and commend these as an incentive for other executing organisations (mesolevel).*

In closing, it remains to be said that the research team takes the view that there is no point in defining the relevant model practice for all EU countries as this would impede rather than promote development processes among these countries. The orientation framework developed in this study, on the other hand, takes account of experience in the various countries and compiles only those points of reference which really do appear to have general validity throughout the EU.

Table 14 : Project related activities – "best practice"

Executing organisation	Project / activity	Country	"Best practice" in:	See recommendation No.
Sportjugend NRW	"t.i.p." – model projects	FRG	Experiential learning project with socially disadvantaged youth; mediation of key professional qualifications	5, 13, 14, 15
Kornwestheim Football Club	"Slow journey"	FRG	Sport-related learning project in the local community; violence prevention	5, 13, 14
VSJ Berlin	Diverse activities	FRG	Experiential learning and sports-related learning projects; violence prevention; existential and social space orientated approaches ("Mobile Teams")	5, 13, 14, 15
bsj Marburg	"Girls and physical activity"	FRG	Experiential learning project with girls in social problem areas.	5, 13, 14, 16
bsj Marburg	"Design of play and activity space for and with girls"	FRG	Experiential learning with girls	5, 13, 14, 16
bsj Marburg	"Body and physical activity related activities for girls within the framework of youth aid/school co-operation."	FRG	Experiential learning with girls	5, 13, 14, 16
bsj Marburg	"Adventure based types of physical activity in youth aid and schools"	FRG	Violence prevention	5, 13, 14, 15
bsj Marburg	"Peer involvement and adventure based counselling. New approaches to youth work in rural areas of east Germany."	FRG	Violence prevention	5, 13, 14, 15
bsj Marburg	"Feeling good. Exercise. Relaxation. Eating. – But how?"	FRG	Health prevention	5
bsj Marburg	Organisation of European conferences on the topic of experiential learning	FRG	European networks; exchange of information; concept development	3, 6, 7, 8
bsj Marburg	Runs centres for training in experiential learning	FRG	Further training/education in the fields of environmental education and sport/physical activity/experiential learning	3, 6, 9
JESP e.V.	International youth exchange; financial support from YFE,	FRG	Experiential learning YFE projects	5, 13

Executing organisation	Project / activity	Country	"Best practice" in:	See recommendation No.
	amongst others			
JESP e.V.	Self-organisation of young people	FRG	Personal responsibility of young people in respect of involvement in decision-making and administrative matters in the association	4, 13
JESP e.V.	Certified training in experiential learning for youth group leaders	FRG	Free training for suitable young people aged 16 and over	6, 9,13
ENGSO Working Group on "Youth in European Sport"	European networks of sport-related youth activities	Europe	European networks of schemes for the continued development of sport-related youth work	3, 8
Dsj	Model projects for the creation of sport-related voluntary places (national)	FRG	Expertise in creating voluntary places in sports clubs and associations	3
German National Agency; IKAB	Continued training in experiential learning	FRG	Training courses for multipliers	1, 2, 3, 6, 7, 8, 13
European Institute for Experiential Learning	Rejected YFE application for the Europe-wide networking of providers of experiential learning	Europe	Europe-wide networking in the field of experiential learning	3, 6, 7, 8, 17
DGI / local folk high schools	International Youth Leader Education	DK	Multilateral multiplication schooling, inter cultural transfer	9, 13, 14, 15
Ministry for Youth and Sport/ NOK /local carrier	"1,2,3 à vous de jouer"	F	Country internal cultural experience project, promotion inter cultural national solidarity	5, 13, 14
FSGT / local organisations	"3,2,1 tout le monde joue"	F	Sporting and cultural offer in the form of a so-called "Caravane", in which local offers are integrated at each station	5, 13, 14
Ministry for Youth and Sport/NOK/ local carrier	Boxing for socially disadvantaged youths	F	National communal integration programme for disadvantaged youths	5, 15
UCPA	Sport for socially disadvantaged youths	F	Real world related forms of sporting offers directly near social hotspots and in holiday centres	5, 15
Ministry for Youth and Sport CNOSF/	"Second Soufflé"	F	Transfer of experiential educational experiences in so-called practices for disadvantaged youths up to the	5, 15

---

Executing organisation	Project / activity	Country	"Best practice" in:	See recommendation No.
EDF			vocational assessment dimension	
AESS	Rehabilitation's programme	E	Reintegration of ex drug abusers with help from sporting activities and qualifications	5, 15
Club Juvenile/Clevi	Integration of mentally handicapped children and youths	E	Integration of mentally handicapped and young people together with non handicapped i.e. together in sporting activities	5, 15
Asociación Deportistas contra la Droga	Sport contra la Droga	E	Prevention in areas of abuse, school and sport facility construction in social hot sport with sponsorship from famous athletes	3, 15
UBAE	Diverse offers in Catalanian sport sector	E	Education and schooling to sport education trainer, up keep of sport facilities, presenter of local sporting events	3, 13, 14
Suffolk/Flanders (YFE)	Cycling Project Newmarket	GB/B	Intercultural, partly self-organised bilateral exchange project	5, 13, 14
British Sport Trust	Sports Leader Awards courses	GB	Training programme for socially disadvantaged youth, preparing them for work in youth clubs at a later date	15
Youth Clubs UK/Sport England	SportsTrain	GB	Training courses for multipliers	13, 14, 15







## Bibliography

- AfOL (Association for Outdoor Learning) Newsletter, No.30, Winter 1998/9
- Amesberger, G./Schörghuber, K.&Kreha, E.-M.: Youth and social work on the move. Second conference on youth and social work through adventure and the outdoors, Wien 1998.
- Amesberger, G.: „Zur Veränderung der Emotionalität durch Outdoor-Aktivitäten bei sozial Benachteiligten.“ In: Nitsch, J.R.& Allmer (Hg.): Emotionen im Sport: Zwischen Körperkult und Gewalt, Köln 1994.
- Amesberger, G.: Evaluation of experiential learning programmes. Qualitative and quantitative approaches. In: Journal of Adventure Education and Outdoor Leadership. 13 (2), 1996.
- Anstett, M./Sachs, B.: Sports, jeunesses et logiques d’insertion. Ministère de la Jeunesse et des Sports, Paris 1995.
- Arnaud, L.: Le sport peut-il être un facteur d’intégration sociale? In: Loisirs Santé, n°70, Paris 1996.
- Assailly, J.P.: Les jeunes et le risque, Paris 1992.
- Augustini, J.P.: Les jeunes dans la ville, Bordeaux 1991.
- Augustini, M./Duret, P.: „Exclusion et lien social.“ In: Dire en APS, 43, 1992.
- Augustini, M./Duret, P.: Sports de Rue et Insertion Sociale, Paris 1993.
- Bacher, P./Kristensen, A.: Improving student motivation for lifelong learning, 1999.
- Becker, P.: Latente politische Sozialisation durch Sport, unv. Manusk., o.J. Marburg.
- Becker, P.: Normalitätsfabrik Sportverein, in: Pilz, G.A. (Hg.): Sport und Verein, Reinbek 1986, 145 – 158.
- Becker, P.: Robinson und kein Ende. Arbeitstugenden, Schlüsselqualifikationen und das Abenteuer, in: Becker, P./Schirp, J. (Hg.): Jahrbuch des bsj, Butzbach 1998, 9 – 35.
- Bendit, R.: Modelle der Migrantenintegration in Deutschland und anderen europäischen Ländern. In: DJI-Bulletin, Heft 47/6/1999, München 1999.
- Bohlin, J. (Hg.): Review of National Youth Policy – Sweden National Report. The National Board for Youth Affairs, Stockholm 1999.
- Böhnisch, L./Münchmeier, R.: Wozu Jugendarbeit?, Weinheim/München 1987.
- Bourdieu, P.: La misère du monde, Paris 1993.
- Bourdieu, P.: Réponses, Paris 1992.
- Bowles, S.: „Erlebnispädagogik und Erfahrungslernen im heutigen Europa.“ In: Zeitschrift für Erlebnispädagogik, 4, 1997.



- 
- Bowles, S.: What is Adventure Education. In: Suoranta, J., Eskola, J. (eds): Liikkuva ihminen ja kasvatus. Lapin Yliopisto, Rovaniemi 1995.
- Brandi, H.: „Der Verein für Sport und Jugendsozialarbeit (VSJ) – Konzeptionelle Ansätze, Praxisbeispiele und Handlungsfelder einer sportorientierten Sozialen Arbeit in Berlin“. In: Fessler, N./ B. Seibel/ K. Strittmatter (Hg.): Sport und Soziale Arbeit. Ergebnisse des Werkstattgespräches am 22. und 23. September 1997 in der Evangelischen Akademie Bad Boll, Schorndorf 1998, 99–108.
- Bridging the Gap: New Opportunities for 16-18 year olds not in Education, Employment or Training, Report by the Social Exclusion Unit, London 1999.
- Brinkhoff, K.-P.: Jugend und Sport: eine offene Zweierbeziehung, Osnabrück 1990.
- Bristol City Council: Regeneration through sport: Sport's contribution to community development, 1999.
- British Sports Trust / CCPR: Sports Leader Awards – Developing Leadership through Community Sport; Video: “I Found the Real Me”.
- British Sports Trust Report & Accounts 1998/9.
- Broyer, G.: Sport et Insertion. Sixièmes entretiens du Centre Jacques Cartier, Colloque n°9, Lyon 1993.
- Castel, R.: De l'indigence à l'exclusion, la désaffiliation, précarité du travail et vulnérabilité relationnelle. In: Donzelot, J. (Hg.): Face à l'exclusion, Paris 1991.
- CCPR (Central Council of Physical Recreation) Report & Accounts 1998/9.
- CDDS: Social cohesion and sport, 1998.
- Central Council of Physical Recreation / Sports Council: Monitoring and Evaluation Exercise of the Community Sports Leaders Awards Scheme, London 1993.
- Chantelat, P./Fodimbi, M.&Camy, J.: Sociabilités sportives et formes de citoyenneté des jeunes dans les zones DSU. Plan de recherche, Lyon 1994.
- Charrier, D.: Activités physiques et sportives et insertion des jeunes: enjeux éducatifs et pratiques institutionnelles. Ministère de la Jeunesse et des Sports, Paris 1997.
- Chisholm, L.: Growing up in Europe. Contemporary Horizons in Childhood and Youth Studies, Berlin/New-York 1995.
- Chobeaux, F.: Été 91, les équipements sportifs de proximité, analyse d'une intervention politique sur les espaces urbains. Mémoire de DEA en Ethnologie des territoires urbains, EHESS, 1992.
- Clearing House – CDDS – Council of Europe: Sport Structures – United Kingdom, 1997.

- 
- Clearing House: From Amsterdam to Lisbon. Selection of model initiatives. Brussels, 1998.
- Clearing House: Social Cohesion and Sport. Examples of Good Practice from Member Countries of the Committee for the Development of Sport, Brussels 1999.
- Club connection (Hg. NABC Clubs for Young People), No.13, September 1997.
- Cohen, P.: Rethinking the Youth Question: Education, Labour and Cultural Studies, London 1997.
- Connolly/Roberts/Ben-Tovim/Torkington: Black youth in Liverpool, Utrecht 1992.
- Council of Europe: Comparative Study of Youth Policies and Legislation in States Party to the European Cultural Convention of Europe, Strasbourg, 1998.
- Crémonési, B.: „La défaite ne doit pas exclure.“ In: Sport et Plein Air (427, 1998).
- DCMS: Policy Action Team 10. A report to the Social Exclusion Unit: Arts & Sport, London 1999.
- De Knop, P. et al.: World wide trends in youth sport, Champaign 1996.
- Delarue, J.M.: Banlieues en difficultés: la relégation, Paris 1991.
- DfEE / National Youth Agency: Moving on up. How youth work raises achievement and promotes social inclusion, Leicester.
- DGI – Danish Gymnastics and Sports Associations (Eds.): Porträt des DGI. Vejle o.J.
- Dictionnaire Permanent Droit du Sport, Feuillet 5, Abschnitt 51 (3/1999).
- Die regionale und lokale Jugendpolitik in der Europäischen Gemeinschaft, Bericht von C. G. Lazos im Auftrag der Task Force Human Ressourcen, Juni 1993.
- Dubet, F. / Lapeyronnie, D.: Im Aus der Vorstädte, Stuttgart 1994.
- Dubet, F./Lapeyronnie, D.: Les quartiers d'exil, Paris 1992.
- Dubet, F.: La Galère, les jeunes en survie, Paris 1987.
- DUF – The Danish Youth Council, Copenhagen o.J.
- Duindam, T.: Experiential education and outdoor adventure in the Netherlands. In: The Journal of Experiential Education, Volume 17, No.3, December 1994.
- Duret, P.: Des sports de rue aux clubs sportifs. In: Le rôle du sport dans l'intégration sociale des jeunes, Actes du colloque de Fleurie-érogis, janvier 1992.
- Duret, P.: Justice et Socialisation. In: Pratiques sportives et insertion sociale des jeunes, Journées d'Etudes de Vaucresson, novembre 1992.

- 
- Duret, P.: Les usages sociaux des sports mécaniques. Mémoire de Thèse en Sciences de l'Education, Paris V, 1992.
- Durkheim, E.: Education et sociologie, Paris 1996.
- Eichberg, H./Boje, K.: Modernisierung – Modernisierungen – Transmoderne? Ein dritter Weg des Sports. Dänische Erfahrungen. In: Hinsching, J./Borkenhagen, F. (Hg.): Modernisierung und Sport. St. Augustin 1995, 119-139.
- Emerson, G.: Young People in Britain, London 1997.
- England's Youth Service – the 1998 Audit, Leicester 1998.
- Eurobarometer 47.2: Junge Europäer, Bericht für die Europäische Kommission DG XXII, erstellt von INRA (Europe), Juli 1997.
- Europäische Kommission (Hg.): Die regionale und lokale Jugendpolitik in der Europäischen Gemeinschaft, 1993.
- Fessler, N./ B. Seibel/ K. Strittmatter (Hg.) 1998: Sport und Soziale Arbeit. Ergebnisse des Werkstattgespräches am 22. und 23. September 1997 in der Evangelischen Akademie Bad Boll, Schorndorf 1997.
- Flügge, P./Kreuzer, M.: Ist das Gras beim Nachbarn grüner? Jugendhilfe in Dänemark. In: Evangelische Jugendhilfe 76 (1999) 4, 223-227.
- Fodimbi, M.: L'intégration/insertion par les sports. Normalisation ou construction identitaire? In: Ville-Ecole-Integration, n°116, mars 1999.
- Gaitanides, S.: Interkulturelles Lernen in einer multikulturellen Gesellschaft. In: Sozialmagazin 2/94, Weinheim/München 1994.
- Galland, O.: Changing Family Transitions: Young people and new ways of life in France. In: Chisholm, L.: Growing up in Europe. Contemporary Horizons in Childhood and Youth Studies. Berlin/New-York 1995.
- Galland, O.: Sociologie de la jeunesse, Paris 1991.
- Galland, O.: „Changing Family Transitions: Young People and New Ways of Life in France.“
- Habermas, J.: Legitimationsprobleme im modernen Staat, in: Ders.: Rekonstruktion des historischen Materialismus, Frankfurt 1976, 271 – 303.
- Hamburger, F.: Erziehung in der Multikulturellen Gesellschaft. In: IZA 4/91 Frankfurt/M. 1991.
- Hansbauer, P.: Kinder und Jugendliche auf der Straße, Münster 1998.
- Heitmeyer, W.: Gewalt, Weinheim/München 1997.
- Hendry, L. B. et al.: Young People's Leisure and Lifestyles, Aberdeen 1993.
- Higgins, P./ Humberstone, B.: Celebrating Diversity. Learning by Sharing Cultural Differences. Third European Congress for Outdoor Adventure Education and Experiential Learning, Hampshire 1998.
- Higgins, P. + Humberstone, B. (eds.): Outdoor Education and Experiential Learning in the UK, draft prepublication, Lüneburg 1999.

---

Hock, B. u.a.: Armut – Eine Herausforderung für die verbandliche Kinder- und Jugendhilfe, Frankfurt 1999.

Horne, J. et al: Sport, Leisure and Social Relations, London 1997.

Hornstein, W.: Jugend, Strukturwandel im gesellschaftlichen Wandlungsprozess. In: Hradil, S. (Hg.): Sozialstruktur im Umbruch, Opladen 1985.

<http://europa.eu.int/en/comm/gd22/youth/research/survey.htm>

<http://www.asn.or.at> Sports organisations in Austria

<http://www.auswaertiges-amt.de> Country information

<http://www.bsj-marburg.de> Homepage of BSJ

<http://www.cidj.asso.fr> Information centre for youth

<http://www.coe.fr/youth/english/mainmenu.htm> Country information

<http://www.dgi.dk>

<http://www.eurodesk.org> Youth information centre

[http://www.icu.dk/engelsk/uk\\_more.htm](http://www.icu.dk/engelsk/uk_more.htm)

<http://www.ijab.de> Homepage of IJAB

<http://www.injep.fr> Nationalinstitut für Jugend- und Volkserziehung

<http://www.insee.fr> Staatliches Institut für Statistik und Wirtschaftsstudien

<http://www.iol.ie/~nyf/indexa.html> National Youth Federation Ireland

<http://www.irlgov.ie/educ/brief-description-irish-edu/>

<http://www.isca-web.org>

<http://www.jeunesse-sports.gouv.fr> Ministry of Youth and Sports

<http://www.leargas.ie/youth> Irish Youth Service

<http://www.local.ie/content/9466.shtml> Irish Youth Organisation Foróige

<http://www.liu.se/esi/fmup/engforum/engor.html> Center for environmental and outdoor education at LinköpingsUniversiteit

<http://www.odci.goc/cia/publications/factbook/fr.html> Country information France

<http://www.slu.fi> Finnish Sports Federation

<http://www.sosforevs.org> European Voluntary Service (SOS)

<http://www.svenskidrott.se> Swedish Sports Connfederation

<http://www.ufolep.org> Union Française des Oevres Laiques de l'Education Physique

<http://www.uisp.it> Sports organisation. „Sport for all“, Italy

<http://www.uvm.dk/Gammel/kap2.htm>

<http://www.wanadoo.fr/leolagrange-unsll/reseau.htm> Union Nationale Sportive Léo Lagrange

Ibsen, B./Ottesen, L.: Denmark. In: De Knop, P./Engström, L.-M./Skirstad, B./Wiess, M.R. (Eds.): Worldwide Trends in Youth Sport. USA 1996, 101-114.

INSEP: Institut National du Sport et de l'Education Physique.

- 
- International Sport and Culture Association (Eds.): International Youth Leader Education, Kopenhagen o.J.
- Irlinger, P.: De la pratique sportive à l'insertion sociale. In: Pratiques sportives et insertion sociale des jeunes. Journées d'Etudes de Vaucresson, novembre 1992.
- Irlinger, P.: Le sport, facteur d'intégration: du mythe à la réalité. In: Sport, facteur d'intégration dans la cité. Colloque de Montluçon, mai 1992.
- Kilb, R.: „hätt‘ ich net geklaut, wär ich arm rumgelaufe....“, Frankfurt 1998
- Kilb, R.: Multikulturelles Muster der Jugendarbeit. In: Deinet/Sturzenhecker: Handbuch Offene Jugendarbeit, Münster 1998.
- Kilb, R.: Straßenleben von jungen Erwachsenen, Jugendlichen und Kindern am Beispiel Frankfurt/M.; in: Lutz, R./Stickelmann, B.: Weglaufen und ohne Obdach, Weinheim 1999.
- Kirk, D. + Almond, L.: Sport Education as Situated Learning n Physical Education: Making Links to Citizenship, Leadership and Critical Consumerism (Paper presented to the AIESEP International Congress Besancon, France. 7-9 April 1999).
- Kirk, D.: Ways of Thinking about the Relationship between School Physical Education and Sport Performance (Paper presented to the CRSS/EPER Conference of Physical Education and Sporting excellence, University of Leicester, September 1999).
- Labadie, F.: Les projets J. Bilan statistique. Rapport de recherche, Ministère de la Jeunesse et des Sports, 1992.
- Le Breton, D.: La sociologie du risque, Paris 1992.
- Le Breton, D.: Passion du risque, Paris 1991.
- Leeds Metropolitan University: 'Leading the Way: Working Papers in Leisure and Sport Studies'
- London Federation of Clubs for Young People, Annual Review 1998
- Londonyouth news, July 1999.
- LUYC (London Union of Youth Clubs) Review April 1997 – December 1998. 120 years of service to young people in London, London 1997.
- MacDonald, R. (Hg.): „Youth, the ‚Underclass‘ and Social exclusion“, London / New York 1997.
- Mansel, J.: Quantitative Entwicklung von Gewalthandlungen Jugendlicher und ihrer offiziellen Registrierung. In: ZfSB Heft "Individualisierung und Gewalt", Jg. 16, 1996.
- Mason, V.: Young people and sport in England: the views of teachers and children, London 1995.
- Midol N./ Araskiewiez, J.: L'aventurier spécifique. Une figure de l'échec? In: L'aventure n'est-elle qu'une mode; AGORA, n°11. Paris 1998.

- 
- Ministry of Education (Ed.): Objectives of the Danish Government's Youth Policy. Youth Policy For Today's Young People in Tomorrow's Society. Denmark 1998.
- Ministry of Health, Welfare and Sport / Council of Europe (Hg.): Review of National Youth Policy: The Netherlands, Amsterdam 1998.
- Münchmeier, R.: Die Lebenslage junger Menschen. In: Jugendwerte der Deutschen Shell (Hg.): Jugend 97, Opladen 1997 (S.277-301).
- Münchmeier, R.: Jugend im demographischen Wandel. In: Zukunftsforum Jugend 2000, 1989.
- Münder, J. u.a.: Frankfurter Lehr- und Praxiskommentar zum KJHG/SGB VIII, (3. Aufl.) Münster 1999.
- National Youth Agency / Internationaler Jugendaustausch- und Besucherdienst der Bundesrepublik Deutschland (IJAB): Youth Policy and Youth Services in the United Kingdom, Leicester/Bonn 1999.
- National Youth Agency – Youth Policy Update: Arts and Sports in Poor Neighbourhoods, 1999.
- National Youth Agency/DfEE: England's Youth Service – the 1998 Audit, Leicester 1998.
- National Youth Agency: Strategic Framework 1999-2003.
- National Youth Agency: What is the Youth Service?, Leicester 1996.
- Nike Youth Sport Trust: 'Girls in Sport Partnership' (Forschungsprojekt von Nike und Youth Sport Trust).
- Oevermann, U.: Die Krise der Arbeitsgesellschaft und das Bewährungsproblem des modernen Subjekts, unv. Manusk. 1999.
- Oevermann, U.: Ein Modell der Struktur von Religiosität, in: Wohlrab-Sahr, M. (Hg.): Biographie und Religion, Frankfurt 1995, 27 – 102.
- Ogle, S.: International Perspectives on Public Policy and the Development of Sport for Young People. In: Kremer/Trew/Ogle (ed.): Young People's Involvement in Sport, London/New York 1997, 23–56.
- Organisation for Economic Cooperation and Development/Directorate for Education, Employment Labour and Social Affairs (eds.): Thematic review of the transition from initial education working life. Country note: Denmark, Paris 1999.
- Osgerby, B.: Youth in Britain since 1945, 1998.
- Österreichisches Bundesministerium für Umwelt, Jugend und Familie (Hg.): Jugendpolitik in Österreich, Wien 1998.
- Paji, P. 1999: Young people, Sport and Youth. CIMO, Helsinki 1999.
- Pfeiffer, C.: Anstieg der Jugendkriminalität?, Lüneburg 1997.
- Pfennig, G.: Lebenswelt Bahnhof, Berlin 1996.
- Rangeot, J.P.: Evaluation de l'opération aménagements sportifs de proximité; été 1991, Paris 1991.

- 
- Remans, A./Delforge, M.: Sports structures in Europe. Situations in the countries of the Committee for the Development of Sport of the Council of Europe, Brussels 1997.
- Roberts, Ken et al: 'Youth Culture in Britain: the middle class take-over'. In: Leisure Studies 13, 1994, 33-48.
- Roberts, K. et al: Evaluation of a Home Office initiative to help offenders into employment, University of Liverpool o. J.
- Roberts, K. et al: Inner-City Sport: Who plays, and what are the benefits?, Utrecht 1992.
- Rosenczveig, J.P.: Les opérations été jeunes: annalyse longitudinale d'une politique publique, Paris 1987.
- Schmidt, R.: „Mit verlangsamter Fahrt“ in: Olympische Jugend, H.8, 1997.
- Seckinger, M. u.a.: Situation und Perspektiven der Jugendhilfe, Weinheim / München 1998.
- Skelton, T. et al: Cool Places: Geographies of youth cultures, London 1998.
- Sport England / Local Government Association: The value of sport, London, 1999.
- Sport England / Local Government Association: The value of sport to the health of the nation, London 1999.
- Sportjugend Hessen: Sportbezogene Sozialarbeit in Europa. Anstösse 6, Frankfurt 1995.
- Sports Council: Young People and Sport in England: A National Survey, 1994.
- Statistics Denmark (ed.). Data on Denmark 1999, Kopenhagen 1999.
- Taylor, C.: The Ethics of Authenticity, Cambridge/USA, 1991.
- The Leader: The Magazine of the Sports Leader Awards (Hg: British Sports Trust/CCPR), August 1997, Winter 1998, Spring 1999, Summer 1999.
- The Player East Midlands (Hg.: Sport England), Summer 1999.
- Thomas, R.: Le rôle du sport dans l'atténuation des conflits inter-ethniques. In: Du stade au quartier, Paris 1992.
- TOPS: The Newsletter of the Youth Sport Trust, 1999
- UCPA: Les actions de solidarité. Bilan 1998, Paris 1998.
- UNSL: Les enjeux de la pratique sportive dans la cité. Colloque du 19 novembre, Lille 1997.
- Youth Exchange Centre: Sport as a medium for youth exchanges 12-13 November 1993 (Seminar report), London 1994.
- Youth, Body Culture and Identity. A research design Report, 29.2.1999. No. 98-10-EET-0026-00.
- Youth Sport Trust: TOP Sports Cards (including young disabled people), Sports Ability Cards; Brochures of YST: The work of the Youth Sport Trust; Annual Report 1997/98.

---

YSU / DfEE: Directory of Funded Work. Scheme of Grants for National Voluntary Youth Organisation 1996-1999, London 1997.