A Manual for successful transnational work with disadvantaged target groups

as part of the transnational ESF programme
IdA – Integration through Exchange

Last updated: December 2013
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With its ESF programme IdA – Integration through Exchange beginning in 2008, the Federal Ministry of Labour and Social Affairs broke new ground. For the first time, young people with no school-leaving qualification, training or job and long-term unemployed youth can undergo a traineeship in other EU countries. IdA particularly addresses young people with occupational start-up problems and often also social difficulties. The aim of the IdA Programme is to improve the chances of disadvantaged people on the labour and training market by arranging working visits to other EU countries - a great challenge for the 114 project networks that operate nationwide and have so far mastered this difficult task with remarkable success: The outcomes have been encouraging and show that we are on the right track with IdA. Many young people have managed to take up training and employment.

A vital contributory factor to the success of the programme is the high quality of project work, because planning the traineeship abroad and successful follow-on crucially depends on setting the right framework. It is important to settle some key questions before project start: How will the project be managed? How will the prospective participants be reached and selected? How will they be prepared for and assisted during the stay abroad? How will the experience gained and the personal changes in participants be harnessed as development opportunities?

As part of thematic networking, twenty central actors of the IdA Programme have looked for answers to these questions. They represent the so-called stakeholder groups in IdA projects: participants, project operators of the project networks, job centres/employment agencies, transnational partners, educational experts, enterprises and the Federal Labour Ministry. The networking process was supervised on behalf of the ministry by a male and female expert from the Leadership and Competency Academy in the Centre for Applied Policy Research at Munich’s Ludwig-Maximilians-University. The present manual for transnational work with disadvantaged youth is the outcome of this joint effort. It seeks to provide a guiding quality framework with recommendations and pointers based on practical experience gained in IdA projects. The manual compiles the findings and know-how gleaned to date by all stakeholders and makes sense of them for use in project work.

“Quality is not a thing – it is an event.”
(Robert M. Pirsig (1974), Zen and the Art of Motorcycle Maintenance)

I wish the IdA project networks continued success and hope that our manual will also be of help to all those looking for new ways to promote the mobility of disadvantaged target groups in future as well.

Susanne Strehle
Head of Division „EF2 - European Social Fund: Implementation and Management of Programmes“ at the Federal Ministry of Labour and Social Affairs
INTRODUCTION

INCEPTION

The substantive support framework of the Programme IdA – Integration through Exchange is based on three pillars: the thematic networking of all projects, surveys with questionnaires (see Annex) on project implementation and the stakeholder process. The latter was responsible for preparing the present manual to document the quality of the educational work in IdA in particular and make it available for similar projects in future. The manual was drawn up jointly by about 20 stakeholders in three two-day workshops with external moderation and process backstopping. The procedure involved interactive and participatory elements and alternating methods to account for as many aspects, approaches and discussions as possible, so that different perspectives and interests were catered for and included in the manual.

The following interest groups were invited as stakeholders to the workshops: representatives of job centres and employment agencies as well as business and industry (chambers and enterprises), transnational partners, participants, educationalists and project managers/coordinators as well as a representative of the Federal Ministry of Labour and Social Affairs.

The first stakeholder workshop (May 2011) examined the basic concepts of quality and quality criteria. Quality criteria were collected, bundled into clusters and weighted for the different phases of IdA projects. This clarified the relevant quality aspects from the standpoint of the various stakeholders.

The second stakeholder workshop (September 2011) focused on how these quality criteria can be translated into practice. The stakeholders set about looking for suitable indicators for quality. As there are often very different possible avenues in this process, conflicting trends, contradictions, specifications and variants, such as minimum and maximum options, were compiled. Specific examples of good practices for individual quality criteria were gathered for illustration. After this workshop, an initial text was drafted by the process assistants as a basis for discussion to edit the manual. Parallel to this, findings were included from the surveys of all IdA projects in 2010.

The third stakeholder workshop (January 2012) was concerned with general questions on the manual, such as target group, style and logical structure and terminology. The individual text passages were also reworked and worded more precisely. The resultant provisional final version was presented to a larger circle of stakeholders in the IdA Programme for comment and feedback and after revision it was published in its present form.

As a transnational ESF programme, IdA enables transnational partners of German project operators supported to send out disadvantaged youth or unemployed young adults to Germany on exchange.

The transnational project partners in the respective European countries carry out and cover the preparation of young people, including preparatory language courses, travelling expenses, accommodation and insurance, local assignments of foreign supervisory staff and a follow-up phase. The specific role of the German IdA project operators is to organise traineeships/internships in German enterprises for a period of one to six months.

For the first time in 2012, young people facing difficulties in gaining access to the training or labour market were sent from the Spanish region of Galicia to Germany. Therefore, a framework agreement
on transnational cooperation was signed with Galicia, including Paideia Foundation, the transnational partner of an IdA project, and several IdA project networks. Seventy-four young Spaniards were sent out to Germany in 2012 as part of these cooperation projects, with additional groups following in 2013.

The IdA project network, 'la ida', was commissioned by the Federal Labour Ministry to take over the coordination of the exchange of disadvantaged young people from Spanish regions to Germany. So far, the Spanish regions of Andalusia and Asturias, the Canary Island of Tenerife, and the cities of Alicante, Léon and Valencia have either carried out exchanges or have expressed specific interest in respective mobility projects.

Exchange has also taken place with Austria, Sweden and France (Provence-Alpes-Côte d'Azur region). As part of an ESF pilot project of the Austrian Labour Ministry, eight young people from Vienna took part in a month-long exchange to Germany in cooperation with an IdA project. Two groups from Marseille have already been to Germany. Other exchange activities are being conducted with an ESF project for two groups from Sweden.

Many different exchange activities have been carried out so far. The lack of a coordinated framework at European level initially impeded planning and implementation of transnational cooperation projects during the 2007 – 2013 funding period. Different funding conditions in the individual member states, the lack of coordination between calls for projects, and a missing central database for partner search are some of the challenges in this regard.

This is why in the beginning of 2013, representatives of ESF administrative and executive agencies from nine EU member states have joined forces and established the ESF Learning Network on Transnational Mobility Measures for Disadvantaged Youth and Young Adults. Under the leadership of Germany, represented by the Federal Labour Ministry, a common framework for future mobility programmes for disadvantaged youth and young adults in Europe will be drafted by the beginning of 2015.

To harness the experience gained in exchange activities for future mobility measures, a stakeholder workshop on ‘The process of exchange’ was held in June 2013. Quality criteria of importance from the point of view of host projects in Germany were compiled and included in an additional Chapter E on ‘How to create European added value? - the ‘process of exchange’ in the new edition of the manual.

**AIMING FOR QUALITY**

Based on the experience of the IdA projects, important areas were identified of relevance to their quality. Criteria were defined to pinpoint where special attention must be paid to what quality entails. The manual offers guidance and support here. It raises awareness of the phases and points in an IdA project that call for reconsideration and decision-making. These reflections and decisions can be put into practice in quite different ways in a specific project. On the one hand, the manual therefore makes recommendations and on the other it points out options and explains conflicting aims that a project should explicitly deal with by stopping for a moment to reflect. Altogether then, this manual seeks to provide a framework and guidance for quality but does not see itself as a set of directions or recipe. Instead it wants to do justice to the individual scope of action and processes of each IdA project network in all its complexity.
GENDER EQUALITY AS A CROSS-SECTORAL THEME AND GENDER MAINSTREAMING AS A QUALITY STRATEGY

Gender equality must be catered for in all phases of an IdA project and taken into account throughout as part of quality assurance. Ensuring equal opportunities for women and men is a funding conditionality for IdA projects. As the programme guideline specifies:

“In planning, implementing and monitoring measures, active account must be taken of the impacts on gender equality in all working steps of project execution (for example, in problem analysis, target group description, work planning)…” 

The IdA manual on gender mainstreaming describes the phases of a project in relation to the main gender equality aspects and the programme target groups.

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Enquiries about material compiled on the basis of the August 2010 survey on the implementation of IdA projects can be sent to the following contact persons:

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Main project phases

The manual is divided in line with the main project phases of IdA project networks for transnational work with disadvantaged target groups. In the following, we start with a list of key questions and pointers for these phases:

A. Where do we start? Composition and design of project network
B. Who is involved? Selection and preparation of participants
C. How is it done? Stay abroad
D. What is the outcome? Follow-up and securing of project outcomes
E. How to create European added value? – The ‘process of exchange’

A. Where do we start? Composition and design of project network

- What has to happen before work can begin with contents and participants?
- Who has to be included?
- How will cooperation be organised?

First, a thorough analysis must assess labour market needs, partly to ascertain the potential target group in the region. Does the project fit in with the current labour market schemes of the regional job centres, employment agencies and municipalities?

Also decisive for the project network in this phase are networking and communication, how to deal with agreements and mistakes, the kind of clarification procedures and the stakeholders’ basic attitude and vision of man. At the same time, a strategic decision must be taken on which partners are indispensable for the sustainable impact of the project. Here, it is very important to take time at the very outset for joint efforts to reach agreement on the basic mode of cooperation. It is also important to clarify the respective interests of the stakeholders. This is the only way to lay a firm foundation for the subsequent project phases. The stability of this foundation will decide whether the project remains viable as it proceeds and keeps going in the face of changes or larger setbacks. The point is to organise for continuous cooperation. This also means being familiar with the project managers/executives of all partners, but the partners must be well acquainted with each other as well.

At project network level, prospects of labour-market integration are also already important at this early phase. The needs and procedures of job centres/employment agencies must be continuously aligned in collaboration with the executing agency.

B. Who is involved? Selection and preparation of participants

- How are future participants in the project reached and selected?
- How are their individual needs and requirements taken into account?
- How are they prepared for the stay abroad?

This phase of the project centres on the participants. Major points here are their specific, careful selection, their preparation and mentoring, the relevance of the project to the objective and its effectiveness (How will project participation affect employability?). Special attention must be paid in
this connection to intercultural preparation, which must always go beyond simple knowledge of the geography and history of the country. A key focus is on individual identity and reflection about oneself in relation to others.

“Our IdA participants undergo traineeships in restaurants in France. Because the French cuisine sets standards for this sector, the young people are then in keen demand by employers. If they are also mobile, they are guaranteed to find a job. Some participants make astonishing progress. For example, a person with learning disabilities we sent to Bordeaux spoke fluent French after a short time, to everyone’s surprise. He had no trouble serving clients in the restaurant, including a town councillor. This built up his self-confidence so much that he found work as an assistant cook soon after his return.”

(Michael Kock, Job Centre Mayen-Koblenz)

C. How is it done? – Stay abroad

- How are the participants supervised during the stay abroad?
- As little as possible, as much as necessary?
- What role does the transnational partner play here?

In this phase of the project, the design of the project network must be closely aligned with the target group work. Cooperation with the transnational partner should be based on equal partnership to give the participants a secure setting for their new experience. This includes paying special attention to decisions about the general arrangements, such as lodging, board and accessibility in an emergency.

The establishment and continuous maintenance of a personal relationship with the participants and a sensitive and results-based approach to problems and conflicts are crucial for a successful stay abroad. This calls for systematic individual discussions, group reflection and feedback of results in dialogue with the transnational partner.

D. What is the outcome? – Follow-up and securing of project outcomes

- How are the participants received after the stay abroad?
- How are changes used as development opportunities?
- Has an integration chain been established early on?

The follow-up phase bundles all activities to improve the chances of labour-market integration. This includes intensive individual work with the participants to reflect on the achievement of set objectives on the one hand and prepare them well for the labour market on the other.

Good interface management, particularly between the executing agency and the job centre, is essential to respond early on to the prospects and development of participants and harness these for the labour market. One of the challenges in this phase is to set up an unbroken integration chain.
E. How to create European added value? – the ‘process of exchange’

- What have been the discernible effects and how does cooperation work without a framework for transnational cooperation from the point of view of the host organisation?
- How are the foreign youth prepared and supervised in Germany?
- How are differences between the respective labour-market conditions in the partner countries fully accounted for in a common approach?

Sending out young people to Germany in an exchange arrangement mirrors the procedures of sending German youth abroad, for which the quality criteria for project phases as described in this manual can be generally applied. In this chapter, we focus on what specific – perhaps different and supplementary – criteria the host organisation in Germany must cater for to assure good quality. Particular account must be taken of aspects that depend on local conditions and need to be clarified by the foreign partner organisation when sending young people to Germany; but are also essential for the exchange process.

The knowledge gained is also of interest for transnational partners whose countries/regions are planning for mobility programmes in the 2014 - 2020 ESF funding period.
A. Where do we start? – Composition and design of project network

Transnational work with disadvantaged target groups poses challenges that need to be taken into particular account at the beginning. Before practical work with young people and their stay abroad can begin, experience shows that a decisive quality criterion is to know exactly how to generally set up a project network at all. This is the starting point for all subsequent matters. Cooperation, networking and communication among very different partners are a decisive factor for the quality of this kind of project. Four points are key here:

- Participatory project management
- Status quo and needs analysis
- Involvement of partners
- Cooperation based on partnership

1. PARTICIPATORY PROJECT MANAGEMENT

Besides the classic elements\(^3\), the mode of project management in a project network with a transnational component calls above all for special sensitivity and an attitude that is conducive to transparency and continuity in joint work. Due to the convergence of different types of organisation with in part disparate cultures, histories and their own set of values, there is a particular need for an explicit discussion of how to deal with changes, crises and mistakes. It is essential for everyone to take part in project procedures. We cannot make basic proposals here; instead we recommend initiating a joint process in which these aspects are addressed and jointly decided on. A good way of dealing with this issue is illustrated below with the help of a so-called ‘square of values’\(^4\) on coping with mistakes:

Avoiding mistakes

Admitting mistakes

Inaction

Project at risk

The square shown is made up of the positive basic values (above) and the problems of exaggerating them (below). For balanced project management in a network with very diverse partners it is essential to be able to take action on the one hand and succeed on the other: Avoiding mistakes should form part of any good project management, but if this is exaggerated it may result in inaction and the whole project falls into inertia because too much time is spent on correcting mistakes so that the actual process comes to a standstill. This is where – symbolised by the diagonal development path – a culture needs to be developed for dealing with mistakes that allows specific scope for error in this

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\(^3\) A technical definition of project management is contained in the DIN standard (DIN 69901-5: 2009-01): Project management – Project management systems – Part 5: Concepts

kind of non-standardised project. If this is too broad and it gets out of hand, it could jeopardise the project overall, because it can no longer distinguish which specific contents, processes and results are valid and belong to its core. Then it is time to take the development path that attaches more importance to avoiding mistakes.

Familiarity with this square of values is a good starting point for the stakeholders to establish a balanced project management, which can then successfully cater for all other points.

- **Culture of handling mistakes**
  The explicit and detailed discussion of mistakes and how to deal with them is an important starting point for participatory project management. In a broader sense, it also includes paying attention to the unforeseen changes, crises and basic risks of your project and how you intend to cope with these. Make sure your project management is designed from the outset to be adaptable enough for you to remain capable of taking action when changes occur in the project network and all partners can respond effectively. It can be helpful to run through relevant scenarios and possible reactions at the beginning.

- **Quality of communication processes**
  To maintain dense joint interfaces in the project network and to review where the overall project stands, you should set milestones in a time and work schedule and discuss these together. These milestones have proved to be an effective way of slowing down in everyday project operations and communicating together at a meta level about what has happened so far. Communication acquires a high quality, if you use these times for reflection and renewed motivation and for defining aims and visions for the future course of the project.

- **Responsibilities**
  To prevent frictional losses and misunderstandings in project implementation, it is useful to draw up a joint list of competencies and responsibilities. Decide who is to coordinate the overall project as a person and as an organisation. This coordinating function should be seen as independent and quite comprehensive and will bind some resources. Set up the smallest possible steering group of key partners to meet regularly and support overall coordination. Specify who is responsible for personnel selection, who is in charge of financial controlling and who operates the network and maintains contacts with all partners and also employers.

- **Reporting**
  Plan with your partners a reporting system that enables everyone to keep abreast and obtain continuous and transparent information. Consider what available instruments you can use and what practicable additional effort you want to make.

Specify what kind and scope of reporting you expect of your partners and how and where reports are filed.

Think of ways of internal and external concurrent evaluation that can support you, relieve your workload and function as a monitor of your project.
2. STATUS QUO AND NEEDS ANALYSIS

Not only on application but also in the implementation phase, you need to thoroughly check whether the assumed framework still applies. The review of the labour-market status quo and the demand for the IdA target group must ascertain whether enough potential participants are available and whether the project still fits in with the regional capacities. The integration of the project in the regional/local labour market scheme and the definition of the target group are particularly important for the status quo and needs analysis. As experience shows, the following issues are of special relevance:

- Look at the regional labour market scheme. Do other measures and services already have priority and/or are there priorities for other measures?

- The perspective and assessment of job centres and employment agencies are decisive here. Where pupils and school-leavers belong to the project target group, partners from the school sector also need to be included here.

- Specify these points in more practical detail. Use the labour market report in your region. What is specific to your region? Why would it make particular sense here to start this kind of project for the target group? Find out what the participants think of the host country - this is an important indicator for the acceptance of the overall project by the target group and can do much to motivate or demotivate the participants. What useful links are there between your region and its youth with the partner country (e.g. school or town twinnings).

- Also look at the labour market in the partner country and the selected region. Are there connections with the situation in the region in Germany that could be of use and facilitate mutual learning? A comparison of the educational systems and labour market policy can be helpful: Does the partner country afford opportunities that are not available here? What problems could you expect there with the target group?

- What participants with what needs are eligible for your project? After analysing the preceding points in consultation with the local job centre/employment agency as well as partners from the school sector, make a more discriminate assessment of whether in their opinion a sufficient assortment and/or number of potential participants are available. To ascertain the potential target group you can refer to the following criteria for constraints on labour market integration:

  - Long-term unemployment
  - Lack of language skills
  - No career plans
  - Training, study dropout, etc.
  - Unemployed youth from employment promotion measures
  - Special family circumstances
  - (Learning) Disability
  - No or unrecognised qualifications
  - No occupational experience
  - Personal inhibitions, such as anxiety, uncertainty, lack of self-reliance
“The Bavarian Forest borders on the Czech Republic. Since the fall of the Wall, economic relations have intensified. There are many commuters. Bavarian companies produce in the neighbouring country. People come to us from there to shop, so that German companies have a growing demand for workers with knowledge of Czech. The firms would like to talk to their customers in their mother tongue but also respond to calls to tender in the neighbouring country. Many Germans are, however, reluctant to learn this difficult language. This is why we send our IdA participants only to the Czech Republic. On their return they usually find work fast.”
(Marianne Loibl, Employment Agency Deggendorf)

3. INVOLVEMENT OF PARTNERS

For project success – particularly in the follow-up phase as part of labour-market integration – it is important to involve strategic partners with interests from the region. These include, for example, chambers, economic development agencies, associations, trade unions and municipalities. Ongoing contacts with partners at EU level are advantageous.

- **Labour market actors**
  Actively involve the labour market actors in your region and the relevant partners in your existing networks. Are there enough partners that are keenly motivated to actively co-support and co-plan this kind of project and/or network? Which are the key organisations and persons?

- **Transnational competency of project network**
  The partners – not only the project network executing agency – should also be experienced in carrying out transnational projects. This includes on the one hand an awareness of the specifics of a project with a cross-border component (legal framework, organisational specifics, language, communication) and an intercultural component on the other, that is, awareness of possible differences in relevant norms and values (e.g. punctuality or the validity of oral agreements).

- **Transnational partners(hip)**
  Look at possible transnational cooperation: Are cooperation projects already underway between the region or a possible partner and a foreign country? What would be a good intersection point? What would bring value added to the region as a whole? Your transnational partners should also possess transnational and intercultural experience. This is particularly important to achieve or prepare for equal partnership and value added through mutual learning. Experience with exchange at European level and the envisaged target groups and knowledge of the institutions in the labour market and the educational system are important here.
**Involvement of multipliers**

Apart from the partnership in the project network, it is important to address multipliers at a very early stage. These include, for example, team leaders in the job centre, specialists in charge of supporting labour-market projects in the competent regional directorate of the Federal Employment Agency, in the employment agency/job centre, the officers for equal opportunities on the labour market, social actors, such as youth and sports clubs, parents’ and employers’ associations. Make sure there is personal and direct mutual exchange between major multipliers and the transnational partner.

**4. COOPERATION BASED ON PARTNERSHIP**

Good project management is not the sole guarantor of effective work in the project network. As in many cases the partners are new, different attitudes, visions of man and ideas about cooperation come into contact with each other. For cooperative partnership, it is essential to find a way to strike a balance between obligations and flexibility so that the project network can function effectively on the one hand and the regulatory arrangements of the respective partners involved are not overstretched on the other.

If too many obligations are required or agreed on, there is a danger that the mode of cooperation in the project network becomes rigid and can no longer respond to the various changing requirements. There is a need here to take the development path towards more flexibility to allow the participant partners to take independent decisions and action. If this scope for flexibility becomes too large, however, it puts the whole fabric of the project network at risk of disintegrating, because cooperation can become negligent. This is where it is important to demand and agree on greater compliance with obligations again.

A good way of dealing with this issue is illustrated in another square of values below on work in the project network.
A. Where do we start?

The project network should pay explicit attention to this force field and prepare examples for the four sides to specify more clearly the points of cooperation where they could be relevant.

This is a way of developing a basic joint approach beyond practical project management, which builds confidence.

- **Partnership**
  Partnership in the project network is maintained through a jointly prepared collaborative culture that ensures permanent cooperation while preserving the autonomy of the executing agency (see the square of values on compliance – flexibility above). Depending on the requisite degree of legal obligation, it is important to formalise this with contracts, agreements and declarations. The cooperation agreement for the project network is also a condition for assistance in the IdA Programme.

- **Communication**
  Open and transparent communication in all project phases is crucial in order to be responsive and above all to support the established partnership in those aspects that cannot be formalised (attitude, vision of man, organisational culture). As much capacity as necessary must be set up for communication and different channels used for the frequently disparate needs of project stakeholders.

- **Infrastructure**
  It must be clear who is responsible for which tasks in the project network. Helpful here can be a so-called mind map\(^5\) – as detailed as necessary but as simple as possible – that shows which organisations and also persons are entrusted with which tasks. It should also depict where and how different persons and organisations in the project network interrelate to facilitate networked activities and avoid duplications. In this respect, the infrastructure of a project network clearly differs from a formally delineated organisation chart with a traditional hierarchy and operating channels. The project network is thus just that, a network, managed from a central point. Different approaches (mentalties) serve the same purpose and are managed for results in cooperative partnership. Typical networking structures are in particular:

\(^5\) Information on the technique of mind mapping is available at http://en.wikipedia.org/wiki/Mind_map.
Where do we start?

- Regular working meetings
- Short, transparent lines of communication
- Documentation by protocol
- Clear role definition and allocation

**Project framework**

Precisely because persons, relationships and networking are decisive quality criteria in the project network, the overall project framework must be clearly set out. The term, the respective available budget, the number of participants, the cooperation and also the strategic partners, the contents and mode of exchange (e.g. traineeships, work camps), the type of accommodation (e.g. host family, lodgings) and the scope and intensity of mentoring (e.g. ratio of mentors to participants) are set out in a framework document.

**Cooperation between executing agency and job centre/employment agency**

Cooperation between the executing agency and the job centre/employment agency is of special relevance for the individual success of the participants in the IdA project. The IdA Programme specifically aims at integrating disadvantaged people into the labour and training market. Support of the target group is therefore also very important particularly later on during the handover to the placement agencies. A project can have a constructive effect, if it maintains the overarching link between the needs of participants and the requirements and aims of the placement agencies.

“Our IdA participants with learning disabilities between 16 and 20 have attended special schools. Most have no self-confidence. Our institution has been taking care of this group for many years. We provide them with prevocational training followed by assisted vocational training. They then find work on the primary labour market. The placement rate is higher, the more mobile the young people are. Many, however, are apprehensive about travelling to work a couple of towns away. Traineeships abroad help to allay these fears. We also send our IdA participants to Austria. Some in gastronomy learn to prepare real Viennese cutlets. These are in great demand in restaurants in Schleswig-Holstein.”

(Christian Lange, Jugendaufbauwerk Koppelsberg, Plön)

**Information exchange and consultation in the overall process**

The executing agency and the job centre/employment agency should exchange information regularly throughout the project cycle and already align their activities with the interests of the participants in the early project phases. Occupational guidance and placement officers in the competent job centres/employment agencies must be well informed about the project and its participants, so they are personally involved in project implementation. Important is the continuity of cooperation, which already begins with the coordinated recruitment of participants. Selection criteria for this are jointly specified. The contents and scope of follow-up and the handover of participants from the project’s educational support to job placement are
jointly agreed on. Subsequent successful individual integration of participants can be helped by passing on information on their increased competency in the various project phases, conducting informational discussions on the requirements, situation and developments on the accessible labour and training market and by conferring on specific integration measures.

“In the course of implementing the IdA project in our network, regular consultations take place in the job centre, where the representatives of the participant partners in attendance can raise and settle substantive, organisational and scheduling issues. Consultations and completed tasks are documented in writing.”
(Uwe Hoppe, Bildungswerk der Sächsischen Wirtschaft gGmbH, Dresden)
1. ACQUISITION

After finding out which group of participants are basically eligible for the project in Part A, we now need to select prospective participants and possibly identify and approach multipliers to effectively address the target group.

Depending on target group – youth at the transition from school to training, young adults at the transition from training to employment, there are different groups of participants:

- (Unemployed) Jobseeking participants
- Participants from schools: Cooperation takes place here with the relevant teachers and occupational counsellors of employment agencies. Parents must also be partly included in the informational phase.

The following approach provides a frame of reference for conducting selection discussions. After the dates have been set for information events in the preliminary talk with the IdA person in charge in the project network, usually an advisory day, the prospective participants are selected by the job placement officers to the set criteria and invited for interviews, which take place on the premises of the executing agency or else in the job centres.

Participation in the project is supposed to be voluntary, but some job centres have decided to issue binding invitations to informational events.

Generally, the work of all actors is based on the following precepts:

- Acquiring participants is more efficient if it is well prepared and agreed on with placement and advisory personnel.
- The chances of successfully soliciting participants in the target group are higher if they are given objective, frank advice on organisation, implementation and active participation.
- It is even more effective if former participants are directly involved to highlight the opportunities on the training and labour market.

The relevant information must be selected and prepared for the defined target group (media, experience reports, etc.). Whom do I inform and how (informational event, individual talks, choice of media), with whom (inclusion of relevant interface partners, e.g. former participants) on which topic? Parallel to the information and target-group acquisition of prospective participants, the relevant selection criteria are set.

Matching objectives
The project objectives and individual aims of potential participants are considered separately and matched with each other to arrive at the largest possible cross-section, so the prospective target group of the project must be included early on.
Selection criteria
On the basis of the matched aims, a list of selection criteria is drawn up (see specimen list under A.2 on p.13) and agreed on together with the job centre/employment agency. This ensures a transparent selection procedure. Transparency should be a general feature. The key points of the selection list consist of the following questions in order of priority and phase of criterion:

- Does the disadvantage criterion apply for this participant and does she/he thus generally belong to the IdA target group?
- Is a positive development forecast possible for the selected person and can agreement be reached on the basic objective of integration into training/work?
- Is the individual motivation clear and what does it basically consist of?
- Will the person be able to cope with difficulties in the unfamiliar and complex situation abroad? What examples can you cite from the biography?
- Does the selected person fit into the overall group structure?

Selection talks
The purpose of selection talks is to choose participants. At the same time – and more importantly – following selection, affirmative feedback talks geared to resources are conducted with the selected and also the rejected persons, focusing on their strengths. This feedback can help the rejected persons to better plan their future goals and strategies.

2. PREPARATION

After agreeing on the classic contents of preparation, such as language, technical or practical occupational requirements, major components to focus on in particular are self-assessment and the development of intercultural competencies:

Self-assessment
Of prime importance is reflection on occupational aims (attitude, competencies, directions), one’s own identity and ‘culture’ in the broader sense. Self-awareness can also be improved through situations that convey a sense of ‘foreignness’ in preparation for dealing with difficulties. Approaches from educational theatre and experiential education can be applied here. The aim is to enable the participants to see possible problems abroad as positive challenges that they can master.

The following self-assessment prompts and questions have proved helpful here:

- Occupational guidance and clarification:
  - Where am I going?
  - How will IdA help me?
  - What would help me get on? (wishes and compromises)
  - Before/After assessment (actual and expectation profile)
B. Who is involved?

- Expectations and possibilities (bursting bubbles, bringing participants down to earth, bringing visions into line with reality)
- Individual clarification of special aspects of the psychological situation and assistance needs
- Specification of suitable assessment and documentation tools together with the participants

“We have seen that the IdA Programme contributes to countering prejudices. In Rotterdam, our participants experience what it means to be ‘foreigners’. They cannot speak the national language properly, must ask about the simplest things and are confronted with a foreign mentality. When foreigners of all people hold them and their work in high regard, this sets off astonishing learning processes. The young people are not used to being treated this way by their German compatriots. The memory of the Third Reich and the German occupation during the Second World War is still very much alive in the Netherlands. Many participants first become aware of what happened when they go abroad.”

(Anne-Marie van der Beek, PUUL GmbH, Leipzig)

- Intercultural competencies

Intercultural preparation for the stay abroad is not essentially about learning the history and geography of the country; it involves reflecting on one’s own culture in the broad sense and the images and preconceptions about other cultures. Simulations are conducted on the respective individual response to being a foreigner in a protected environment to anticipate and think about similar situations abroad. Intercultural competency and conflict training are of major help in coping with the challenges and learning opportunities entailed in the stay abroad but always also in acquiring key competencies of occupational value. As intercultural training is part of the individual plan of assistance, it also helps enhance employability.

“One participant was very aggressive and also made racist remarks. Through intercultural training that allowed for these ‘problems’, he was able for the first time to think about them. In the foreign country itself he then made good progress in dealing with different nationalities and come to new terms with his own identity. There were still daily incidents, but he was able to cope with them and has shifted from reacting to thinking. Here the learning effect was greater than the need to impose restrictions. Limits would certainly have been necessary if the constraints on the group as a whole had been greater than the progress made by accepting the behaviour.”

(Claudia Böning, Gesellschaft für Berufsförderung und Ausbildung mbH, Münster)
C. How is it done? – Stay abroad

1. SETTING THE FRAMEWORK

For a successful stay abroad, the framework is key: What basic risks need to be taken into account? What precautions can be taken? What is the adequate response to changes? In the following, we look at some of the main framework elements.

- Implementation for participants
  The type of accommodation, the programme for supervising the traineeship/work camp, the local activities and the selection of enterprises are closely tailored to and/or aligned with the participants. Different types of accommodation and/or board are needed for different target groups and the intensity of mentoring depends on the individual. The same applies for the kind of traineeship and the search for a place, which should be tailored to the individual participant. A decision needs to be taken on how much of a challenge is right for various participants and what guiding parameters they need as a basis for independent change.

“During the stay abroad, we lived in a shared flat where we felt very comfortable. This strengthened our sense of community and due to individual conflicts among different actually ‘foreign’ persons we were able to practice tolerance and conflict management. Other alternatives were available, however, such as staying in lodgings or with host parents. We had the impression that those responsible had taken trouble in selecting the right accommodation – individual or group – and catered for our individual needs.”
(Leander Paul, IdA participant, VHS Regen)

- Analysis
  The analysis is a precautionary measure to be able to respond appropriately in the event of crisis. All actors involved in the stay abroad should be included beforehand: What wishes, expectations and fears do the enterprises, the transnational partners, the host parents, the educational mentors have? What is the most important goal you want to achieve? What specific conditions should be taken into account from the respective perspective? The findings should be compiled in a document to be provided to all stakeholders as a sound basis for identifying common denominators and potential differences and lines of conflict.

- Crisis prevention
  Setting up effective methods and arrangements for the protection and security of all stakeholders is a contractual duty but it also forms part of the project executing agency’s quality management. Crisis prevention is therefore important to identify possible risks beforehand and find remedies/aids to ensure that the traineeships can be carried out successfully. The project network should make sure that work already begins with planning and practising suitable emergency measures before departure.
Below, we list proposals for planning and possible activities before departure:

- Selection of insurance package geared to group of participants (foreign medical and accident insurance, third-party insurance). It is important to determine whether the participants also need to be covered locally during the traineeship with corporate liability or similar insurance.
- Clarification and documentation of possible health impairments and food intolerances
- Main documents kept by mentors and the project team at home
- Emergency case with medical first-aid equipment (the chemist will help put this together)
- List of possible risks and dangers abroad as well as the planned measures
- Preparation and practice of emergency measures-exercises, role play and first-aid course
- Provision of phone numbers of major facilities and persons, such as contact information on mentors, transnational partners, the German Embassy, emergency number with useful sentences in the national language (W questions)

“After a serious assault, it helped me a lot to have a German-speaking contact person I could reach locally.”
(IdA participant, VHS Regen)

- **Emergency facilities abroad:**
  - Setting up a support system for participants and accompanying staff
  - Reliable accessibility of accompanying staff, contact persons of the transnational partner and the project network in Germany
  - Feedback to project network and/or to the parents of participants in important decisions
2. MAJOR ELEMENTS IN DESIGNING THE STAY ABROAD

- **Transnational partnership**
  The quality of the transnational partnership proves its worth during the stay abroad. It has already been institutionalised at the beginning of this phase and personal confidence has been built up. In this phase, the partners focus on providing security and guidance for the participants as a kind of protective roof during the stay abroad. Communication arrangements support the joint work and help to effectively cope with the various challenges, in plannable operations but also in the event of acute difficulties.

  "Our target group comprises single parents. In our region at least, their problem is not that jobs are lacking or there are no care facilities for children. The real challenge lies in the lack of occupational goals among young parents. After leaving school, some women quickly became pregnant. Added to this is low mobility. We send the participants – in the first batch it was eight mothers and a father - to Salzburg. Our Austrian partner takes care of traineeship places and provides child carers. The young parents work in geriatric care, in offices, in bakeries and in beauty parlours, etc. They returned to Germany with specific career preferences. Eight participants found a training vacancy or work soon afterwards."

  (Karin Soeder, Fortbildungswerk Sachsen GmbH, Bischofswerda)

- **Agreements/Contract**
  It is important to set out the different responsibilities and competencies of the transnational partner. The main basic rules and agreed project objectives form part of an agreement or contract. It also specifies ways of dealing with and bearing responsibility for possible risks. This is where divergent sets of values can clash. The transnational partner could construe these contracts as overregulation and an imposition because an oral assurance is considered perfectly adequate in many places. As a general rule: Cooperation agreements with transnational partners are binding in the IdA Programme so as to provide a clear framework for cooperation and ensure that obligations are met when carrying out the stay abroad.

- **Practical experience abroad**
  Involvement in the everyday working life of a foreign company and the opportunities this affords to gain experience are very important for the participants. Here too, the precept holds: The more the selection is tailored to the individual, the greater the learning effect. Practical occupational experience abroad is often gained in the form of individual traineeships, but it can also be organised in the form of a work camp.

  Besides practising language and communication skills, the traineeship affords scope for gaining experience, adjusting to initially unfamiliar situations, acquiring greater assurance in practical activities of everyday routine and mastering these. Prime importance is attached to the following goals, which enhance employability:

  - Developing personal competencies (self-confidence, creativity, communicativeness, greater knowledge)
C. How is it done?

- Developing (foreign) language and social skills
- Training self-organisational ability
- Learning flexibility and mobility in a protected environment (by forming groups and through guidance)
- Cooperation among people of different cultures
- Overcoming socio-cultural barriers
- Allaying existing fears of contact
- Learning how to organise work operations

The more intensive the individual preparation of participants is organised, the easier it is to pinpoint the objective and the experiential gain envisaged and the greater the benefit the participants can derive from everyday occupational practice for their individual development.

**Acquisition of in-company traineeships in collaboration with the transnational partner**

The transnational partner usually organises traineeships locally. It should have good contacts to regional business and industry and have gained experience in the organisation, mentoring and evaluation of in-company traineeships. Where the executing agency has relevant experience and contacts, it can also organise the traineeships.

In interviews with the individual participants in the preparatory phase, the executing agency clarifies the desired traineeship occupation/area and fully informs the transnational partner in good time. Informational documents (certificates, curriculum vitae, interests and/or qualification profiles – possibly also in the national language) must be compiled to ensure the timely organisation of the traineeship places in the local enterprises.

“With us, the IdA programme started with a disaster. Shortly before project start, the company where the German participants were supposed to work stood two metres under water due to flooding. We asked the young men whether they wanted to help with the extensive clear-up work or whether we should find another traineeship enterprise for them. They decided to help. After two weeks of hard, dirty work, the company’s premises looked tidy again. When the owner thanked the Germans, he had tears in his eyes. As you can imagine, the traineeship then proceeded in a very friendly atmosphere. Afterwards, we invited the German case managers to Poland, who were surprised at the dedication the participants had shown.”
(Anna Rebiger-Skibińska, Euro-Szkola Zgorzelec, Poland)

**Work camps**

An alternative to in-company traineeships are work camps. They can be organised, for example, if suitable traineeships in the partner regions are not possible and/or are not useful for various reasons or a group measure seems more expedient due to the composition and development needs of the group of young people.
This kind of arrangement also affords the participants the opportunity to identify and mobilise their individual competencies. The practical group structure provides an extended framework to guide and steer processes of group dynamics. In work camps, learning contents can be tailored to the interests, abilities and skills of the participants.

Tried and tested examples are:

- Media and social projects camp
- Gardening and landscape management camp, including green area maintenance
- Sports and leisure camp in another cultural setting
- Woodworking and model construction camp

**Handover of participants to cooperation partner**

As far as possible, the transnational partner should get to know the participants before the beginning of the project. The best time to visit is during the preparatory phase in Germany, when all the questions on practical requirements, wishes and goals can be settled individually, personal talks conducted with the individual participants and possible risks also discussed. Minimum standards are knowledge of group composition and all individual profiles.

A handover discussion is held with the transnational partner before and after the stay abroad – with a summary evaluation conducted for the project.

“The transnational partner came to prepare the participants when they had established themselves as a group. He conducted individual interviews for which the participants had prepared themselves with a written curriculum vitae, their own motivation, language proficiency, career goals and the preferred form of accommodation. At the same time, a group information meeting was held at the executing agency lasting two days with formal and informal parts. The whole thing was carried out in mixed languages with an English introduction and mixed language parts in the individual discussions. The participants found this great and could already associate their pending stay abroad with faces and experiences.”

(Claudia Böing, Gesellschaft für Berufsförderung und Ausbildung mbH, Münster)

**Accommodation in host country**

The type of accommodation has an influence on how self-reliant the participants become in the host country and how closely they come into contact with local culture and customs. Shared lodging fosters team building and group cohesion, etc., whereas a host family can better liaise direct access to local people and promote language and intercultural skills. The specific target-group requirements and individual needs of participants must be taken into account here.
C. How is it done?

- **Ad-hoc and regular communication during stays abroad**
  Besides contracts and other documents, it is helpful to define a joint communication setup. Regular/Planned exchange (who – when) provides support and can detect problems early on. In the case of unexpected difficulties, so-called ad-hoc discussions are helpful. The partners should also specify exactly which form is most suitable for this.

  The better prepared and regulated the communication arrangements are, the more effectively problems can be identified and remedied. The more the participants feel supported, the better cooperation functions and the more successful is the conduct of the project phase abroad.

  Based on experience, here is a list of issues where an ad-hoc exchange frequently takes place:
  - Problems in traineeships or with employers
  - Leisure arrangements and organisation
  - Arrangements for participants
  - Disagreements in the group
  - Disagreements in the group

  To keep to the agreed aims, ad-hoc but also regular communication takes place with the transnational partner, which enables project monitoring at partner level. Ideal are weekly group meetings of the executing agency and the transnational partner with minutes taken. A minimum standard is scheduling conferences in the individual project phases.

3. MENTORING OF PARTICIPANTS ABROAD

- **Individual and situational support**
  Thanks to the all-round approach, there are various ways of mentoring and developing relationships with the participants. Based on a context analysis and individual case studies, mentors can cater specifically for the biography of the participants. Everyday issues are also relevant when preparing for the stay abroad. Adopt an affirmative approach geared to resources that builds confidence and opens up prospects on both sides.

  “The average low age and the serious problems of the young people were the reasons for the decision to raise the personnel to participant ratio.”
  (Hendrik Abel, Göttingen Municipality)
Competency of mentoring personnel

Particular importance should be attached to the selection of educational staff, who should have gained experience with the target group, in conducting stays abroad and in collaborating with foreign cooperation partners. Intercultural skills also play a large role here (see comments in B.2, p. 20) and should be a major criterion when selecting personnel. Adequate sensitivity is essential for work with foreign partners and for performing a role-model function for the participants.

Continuous pursuit of objectives

With an individualised and activity-based methodology, the participants are prepared to practice skills and make and recognise progressive development steps. General account is taken of the goals and contents of IdA: employability, development needs and integration objectives. An individual plan of assistance is drawn up and related feedback talks agreed on, where both sides can reassess and possibly adapt the objectives. The requirements of the stay abroad, such as language, adjusting to and dealing with everything foreign, coping with homesickness, etc., sometimes overshadow the actual objective. That is why it is also important during the stay abroad to recall the objectives and reflect on the related development progress.

“British companies hold our youth in high regard for their German work ethic. This sounds surprising considering their problems. Many of them, however, actually see the stay abroad as a chance. They want to learn and really do something. A hotel manageress, who found no work as a single parent in Germany, overhauled the bookkeeping in her small traineeship enterprise. She soon deputised for her boss and now plans to move to Britain.”
(Katja Feldmer, Akademie Überlingen)

Besides communication in the project network, the communications setup (written and personal and/or via media) between educational mentors and participants must be discussed and agreed on beforehand. The chosen form, frequency, media, etc. may differ. Current experience clearly indicates that regular communication does much to enhance quality.

Continuous mentoring is particularly important during the stay abroad. An adequate ratio of mentors to participants must be agreed on and the continuity of responsible persons assured. The quality and continuity of mentoring help development.

Documented reflective discussions on the agreed objectives keep track of current progress in the target group. These discussions should take place once a week. As a minimum standard, these discussions must be pre-scheduled for the stay abroad. Ideally, the participants should write a weekly report in the national language, at the least in their own mother tongue.
Other examples include:

- A learning diary
- Group discussions
- Fixed day
- Email, Internet conference, telephone
- Blog or video contributions on the Internet

Experience is transferred among the group of participants via a moderator after completion of the stay abroad.

“We met once a week with our transnational partner to talk about conflicts in the group and in the traineeship or plan group activities. These meetings took place after work and usually lasted for two hours. If we had urgent problems, we could also get in touch of course outside the weekly meetings.”
(Maria Abiad, IdA participant, Göttingen Municipality)

### Team building and leisure programme

A suitable support programme can help to improve the sense of community and keep people motivated. There are all kinds of ways of doing this in consultation with the cooperation partner. These activities can be regularly included. Examples include:

- Joint events
- Cultural activities
- Interchange with locals of the same age (tandem activities)
- Language workshops

“We straight after our language lesson, we were asked to join a group of Polish youth who were learning German as a foreign language. As native speakers, we could make a useful contribution to the lesson and help the pupils with the right pronunciation. We had a lot of fun and were no longer apprehensive about the tandem sessions.”
(Frank Pomp, IdA participant, IdA Camp Poland)

### Dealing with conflicts

Due to the very diverse biographies and problems in the target group of IdA projects, personal and individual mentoring is essential for overall quality. Just as in the project network, where besides formal criteria basic attitudes and a vision of man are decisive, there is also a need to build confidence when dealing with the participants so as to focus on chances and resources, particularly in problematic and conflictive situations, and to prevent termination or exclusion from the project. Problems and conflicts of participants are generally seen as an opportunity for learning to bring about basic changes and develop competencies. This must be done in positive opposition to setting limits by the project to make sure it functions.
A good way of dealing with conflicts is also illustrated below using another square of values:

- **Problems/Conflicts as learning opportunities**
- **Setting limits**
- **No limits/Randomness**
- **Halting development**

If conflicts and problems are exaggerated and always seen as a learning opportunity, this can lead to a kind of boundlessness and random behaviour on the part of participants. For development, there is therefore a need to set limits that also mark out guiding parameters within a basic framework of possible behaviour. On the other hand, if limits are exaggerated and set too often or too narrowly, this hampers development and learning based on conflicts and problems and we need to take another resource-based look at the opportunities they afford.

As shown by the square of values, a standard recipe is of little help. Although conflicts or crises afford a chance to learn and transfer experience, this need not hold for all situations and persons. Taking a dogmatic approach to dealing with conflicts can cause uncertainty among participants in greater need of guidance. Rules and limits can help by providing support and guidance. The square of values clearly shows how important it is to always develop solutions and scenarios and make interventions at an individual level in line with the subject’s profile.

On the one hand, it clarifies concisely the need for an individual approach as one and the same conflict can present a learning opportunity in one case and requires limits to be set in another. On the other hand, it shows how essential confidence building is to keep sounding out the positive tension between learning opportunities and limits when dealing with participants. An appropriate decision can then be taken and also reviewed with those involved.
The following alternative courses of action have generally proved effective in conflict situations:

- Immediate action by the local mentors (individual/group discussions)
- Possibly assigning additional local mentoring personnel
- Support for the local mentors by the project management
- Possible early termination of the stay abroad
- On serious infringements of the rules (e.g. theft, drug abuse, refusal to work), immediate termination of stay abroad/discussion of termination in Germany
- Consultation with those in charge of the programme (here the Federal Labour Ministry)

“Participants in the IdA Programme have no deficits, just potential that has not been fully harnessed.”
(Harald Pieper, Job Centre Hamm)
D. What is the outcome? – Follow-up and securing of project outcomes

1. REFLECTION AND OUTLOOK

The aims of this phase are reflection on development steps made in different competencies as seen by the participants and others, the next steps to integrate participants into the labour market and obtaining information for future project work in the network.

A decisive factor for the quality of IdA projects is the intensive work with participants after the stay abroad.

The duration of the follow-up phase is scheduled differently by region in the project networks. Empirical data so far indicate that participants can generally be successfully integrated in training or employment with social security coverage within a period of two to three months. Inducing participants to obtain a school-leaving certificate is a possibility, as is further vocational training to ensure labour-market integration.

“The follow-up on the stay abroad is very important for the success of an IdA project. Young people come back with a lot of enthusiasm, which must be harnessed before they relapse into old patterns. During follow-up, the participants analyse the abilities and strengths they have become aware of during the traineeship. In which occupations can they gain an advantage? What are the requirements for these? Who has vacancies? Based on these questions, they work out specific strategies for finding a training place or employment.”

(Claudia Böing, Gesellschaft für Berufsförderung und Ausbildung mbH, Münster)

- Profiling participants

Participants are profiled to document their competency gains during the IdA project. The following headings provide a frame of reference for profiling:

- Degree of mobility
- Social skills
- Intercultural competencies
- Language and practical occupational knowledge

Increased competency is verified differently in the networks, but a document should be prepared for work in interface management among the project network, participants and placement and/or advisory personnel in the job centre/employment agency.

Central instruments (questionnaires) to evaluate participants are used as an aid to support project activities.
Assessment by self and others

Encourage participants to assess their own social competency and occupational abilities and skills, because this has repeatedly proven to be a major step in continuing their occupational development. The resultant insight has a pronounced motivational effect on the subsequent course of personal development.

As experience shows, joint assessments should be made at the end of the mobility phase together with the participants in individual or group discussions on:

- Increased social competency
- Gain and/or increase in experience with other cultures
- Achievement and improvement of language proficiency
- Enhanced practical occupational abilities and skills

„Before my IdA stay in Tenerife, I did not know what occupation to take up. I completed a two-year training as hospitality service specialist but could not work afterwards in this occupation for health reasons. In Tenerife, I looked after children in a women’s refuge. I enjoyed this so much that I now want to study social education. First of all, I am going to work for my technical college entrance qualification at a vocational school in this subject area. I will start there in the summer of 2011.“

(Maria Abiad, IdA participant, Göttingen Municipality)

This is supplemented by the assessment of the transnational partner at the end of the mobility phase in exchange with the executing agency. To support assessment, the following practical tests were made:

- Work samples
- Practical exercises
- Work trials

Application management

Applications are managed with priority attached and full support given to the ability for individual initiative. The participants should get to know and use digital and conventional application methods throughout the course of the project.

References (e.g. in the form of the Europass) and employer testimonials from abroad provide a major basis for applications.
2. INTERFACE MANAGEMENT IN INTEGRATION

Thanks to concerted cooperation among the executing agency, the job centre/employment agency and enterprises, the relevant specialists are well informed about the project. The job centres/employment agencies are continuously informed via ongoing contact with the networks and project operators. This ensures close exchange and maintains the information chain among all stakeholders, including the participants.

“After intermediate secondary school, I wrote nearly 100 applications, but no-one wanted me. In 2010, my employment agency then offered me an IdA traineeship in Malta. [...] I worked in a language school in data processing. During the six weeks, I was able to improve my knowledge of English, which was mediocre before. Back in Germany, I received a letter from a transport agency where I had unsuccessfully applied: They still had a training vacancy as warehouse logistics specialist [...]. During the interview, my practical training abroad made a favourable impression. The company, which transports goods all over the world, was looking for somebody who could speak English, so I got the job.”

(Dennis Henniges, IdA participant, Göttingen Municipality)

Decisive for a successful integration is prompt correspondence and/or direct thematic or substantive consultation between project operators and job centres/employment agencies. The network partners should be able to serve as contact points for former project participants with a view to follow-up and/or sustainability.

“The IdA programme is unusual in its design but it is also unusually successful. A longer working visit abroad often prompts profound personal development. The challenge of having to cope in a foreign country helps young people to rise above their own limitations. They become more self-reliant and mature, as attested by the above-average placement figures after their return. The stay abroad is not therefore some kind of reward; it is an effective employment policy instrument, particularly for difficult situations.”

(Cornelia Großmann, Employment Agency Central Berlin)
During the implementation of an IdA project, a project network in Germany cooperates with one or several transnational partners. In the context of the exchange, this transnational partner becomes a focal point and gains in strategic importance by performing the role as sending organisation. Exchange activities allow for networking between partners on an equal level, which adds value for both partner organisations. In addition to the information in project phases A - D, we shall now explain the specifics of the process of exchange as guidance:

The focus here is placed on the following quality criteria:

- Cooperation and communication
- Acquisition and preparation of participants
- Matching
- Implementation
- Supervision
- Follow-on and regional mainstreaming

“Mobility campaigns are important in our organisation and have been continually enhanced since the foundation of the Sociedad de Desarrollo. They frequently pave the way to labour-market integration for our clients, both in Spain and in other countries as well.”

(Elena Romero Ruiz, Sociedad de Desarrollo de Santa Cruz de Tenerife S.A.U.)

1. COOPERATION AND COMMUNICATION

Participatory project management and cooperation based on partnership already form part of establishing a project network. This should be further built on, and the exchange process should be seen as an opportunity to renew the shared understanding of cooperation. In this regard, we explicitly emphasize again that mutual openness towards the respective other work culture in the partner country is a decisive factor for successful transnational cooperation. On this, please read the information on project phase A in this manual.

- Joint working material/aids
  Based on a common understanding on the objective, working materials/guides (e.g. questionnaires on competency assessment, application forms) can be exchanged by both sides and jointly adapted to the respective needs. Depending on the outline of tasks, new documents can be prepared and agreed upon. It is important to ensure a certain level of standardisation (on this, see Europass CV and mobility), without aiming at a uniform quality management however, as every exchange is project- and process-specific in many areas.
Communication

Various communication channels, modes and expectations coincide in the intercultural setting. For effective cooperation, it therefore makes sense to agree in advance on how exchange will take place at different project levels (e.g. management, implementation, participation), and by which forms of media and with what type of expectations towards communication. Concrete examples can help to specify what kind of commitments and agreements are needed for clarity and transparency. You are advised to give precedence here to personal over institutional communication, in order to be able to do justice to process-oriented elements during the exchange.

Communication also entails establishing a common technical language and jointly defining major terms, such as disability, discrimination, traineeship, employability, etc. It is helpful here when both partners are competent in each others’ language and do not have to communicate through a common third language. This makes it easier to understand specific cultural-linguistic aspects and differences.

Building upon binding and reliable arrangements between partners can enhance the benefit and sustainability of the project, if they

- specify clearly the responsibilities of decision-making in conflict situations,
- take into account the intended individual benefit for participants,
- cater for the labour-market requirements of the sending and hosting country, and
- firmly involve enterprises and their networks.

Responsibilities

Similar to the process of establishing a project network, a binding framework must be drawn up on who is responsible for which tasks and what the different roles are (see page 18). Consider beforehand how you would describe the difference between your roles as sending or hosting organisation and what respective changes in tasks and competencies this entails for you. Clarify this personally with your transnational partner. Based on this, a written staff allocation plan and flowchart for the process of exchange should be drawn up to provide both sides with reliable guidance and certainty of planning.

Conflict management

Jointly agree on the basic values for the process of exchange in order to be able to refer to them in cases of disruptions or conflicts in the subsequent course of the project and to allow for a personal approach taking measures of conflict management. Also convey this joint view to the selected enterprises in Germany to prevent misunderstandings.

The process- and project-specific approach to be taken can give rise to disruptions beyond institutional and standardised regulations. Specify with examples how to deal with participants who might have to be sent back home, a termination of the measure, etc. Particularly in the intercultural setting, we recommend reaching a binding agreement on who bears respective responsibility in situations of conflicts, and who takes the final decision. You must arrange for personal meeting when major conflicts require solutions and always ensure initial direct feedback with stakeholders and those affected.
E. How is value added to Europe?

- **Finance**
  Clarify the financial requirements and the respective funding framework possible. The funding conditions for the process of exchange are specified in the IdA funding guideline. According to this, the German project operator in particular must take over responsibility for the organisation of the traineeships/internships in German enterprises for a period of one to six months. The respective European exchange partner bears the costs for preparing the young people, including preparatory language courses, travelling expenses, accommodation, board and lodging, insurance and follow-up, as well as the costs for an ongoing local German-speaking supervision. This applies in particular to the age group of 16 to 25 year-olds.

2. **ACQUISITION, SELECTION AND PREPARATION OF PARTICIPANTS**

It is important to reach agreement on activities, duration and target groups. The following basic classification has proved effective:

- Target groups with older participants should stay longer (more than one month) in the foreign country to be able to also obtain occupational qualifications abroad.

- Target groups with younger participants can complete a shorter traineeship/internship (approx. one month) to gain occupational orientation.

For the IdA target group, the meaning of ‘disadvantage’ must be clarified in light of the respective national labour market setting. Differences should be pointed out, and a consistent understanding of the term ‘disadvantage’ should be reached. Respective documents and evidence of partner organisations (and with regard to the target group) will ensure legal certainty here.

As participants are selected and prepared abroad, depending on the framework conditions of the partner organisations, other criteria may apply than those for sending participants abroad. We recommend engaging in an open dialogue on the feasibility and the determination of minimum standards, accounting for important labour-market and socio-cultural factors in the different countries. On this, please read the information on project phase B in this manual.

- **Selection criteria**
  After you have clarified possible differences in views, e.g. on disadvantage in Germany and the sending country, and you have come to a joint understanding on the target group, establish a procedure for the selection of participants together with the transnational partner. Arrangements with local and regional actors in the sending country will ensure that suitable integration steps are taken on return. National specifics should be taken into account here.
The following basic selection criteria have proved helpful so far:

- The personal motivation of participants as a priority criterion paves the way for many other beneficial effects.
- Willingness to learn and open-mindedness help people cope with new, unfamiliar and difficult situations and afford them new prospects.
- Clarity about the objectives of the exchange helps participants to stay grounded and conveys a sense of realistic opportunities of development.
- Individual capacities of participants must be taken into account.

**Preparation**

The preparation of participants is the responsibility of the sending organisation and is supported and supplemented by the project operator in Germany. The division/allocation of tasks for the preparation must be clarified jointly with the transnational partner. Preparation should last at least four weeks.

The following elements make up useful components for preparation in the sending country:

- Labour market and national/local occupational history and culture,
- Intercultural competency and national/local history and culture,
- Basic knowledge of German, possible additional language courses depending on the requirements in the planned field of activity,
- Preparation on the specific traineeship/internship and regional conditions, such as local public transport, cycling, flat-sharing, etc.

Proceeding from this, the hosting organisation in Germany provides further information and seminars with the following contents, for example:

- Knowledge of German needed for traineeship/internship,
- Other important regional specifics,
- Authentic communication of the special requirements of the labour market in the respective region,
- Leisure activities in the region.

Contents should be imparted either by the German project operator staff or peer trainers from the same target group and/or mentors.
3. MATCHING

Regional networking with enterprises and knowledge of the (vocational) educational system in the sending country are important to be able to provide customised measures for participants. Each sending organisation should also be generally prepared to receive participants from abroad to promote mutual learning and afford a different perspective at project level as well.

- **Matching process**
  To match profiles of participants and requirements of the enterprises, the following questions should be clarified:

  - How do you assess the qualification profile - what are the resulting expectations of the young people and the hosting organisation?
  - How is the vocational training system organised in the sending country (what curricula do exist)?
  - What are the expectations of the respective enterprise in Germany – in what language and at what level can and should the traineeship/internship be carried out?
  - How is communication organised with the company during the stay; do regular supervision and visits by supervisors take place?

  Apart from the technical side, subjective and personal criteria play a key role for the success of matching. The following instruments have proved effective here:

  - A profiling sheet which includes a self-assessment by participants of their own skills, hopes and expectations,
  - Description of competencies of participants by the sending partner. The European Qualifications Framework (EQF)\(^6\) can be referred to as a guide here.

  When exchanging this type of information, always comply with current data protection policies and inform yourself about possible differences in relevant national legislation.

- **Regional establishment**
  To add labour-market value both for the sending and the hosting region, the exchange process should be supported by networking and the involvement of strategic partners of the respective region. Link the project with activities in your municipality and make use of business development associations, chambers and company networks, for example, to connect the regional with the European perspective. Pass on company experience to the local employment services.

\(^6\) Information and download at: http://ec.europa.eu/education/lifelong-learning-policy/eqf_de.htm
4. IMPLEMENTATION

Type, duration and contents are decisive criteria for the quality of the exchange. This must be organised individually, depending on the target group and the objective. Please also read the information on project phase B in this manual.

- **Accommodation**
  In addition to the usual options available, such as accommodation in a hotel, with host families or in hostels, consider flat-sharing, which is common in Germany. Find out in advance what possibilities there are in your proximity. Flat-sharing helps participants get to know very diverse lifestyles, offer new future prospects and fosters self-reliance. At the same time, it poses a particular challenge for learning social skills. The form of accommodation must, however, match up with the respective general pedagogic approach and/or target group.

- **Language**
  The language ability of supervisory personnel is the main link between the European partner country and Germany. Two bilingual persons should always be available throughout. If possible, both the sending and hosting organisation should be able to assure ongoing bilingual supervision.

- **Supervision**
  With additional support from the German partner, the sending organisation must also take care of local supervision. In coordination with the transnational partner, field, technical and personal competency must be assured. In personal interaction, the supervisory personnel should also be able to identify with the philosophy and the basic pedagogic approach of the project. A process-oriented and flexible approach towards the target group is decisive for success. Both sides must seek to ensure continuity in supervision as a quality criterion. The target group should consist of between eight and twelve participants.

  A flexible plan for the assignment of staff should be drawn up to be able to respond to disruptions and conflicts in the course of the project. To specify this in more detail, risk scenarios and their consequences for staff and supervision can be discussed together.
5. GENERATING ADDED VALUE

The exchange process adds value at three levels in particular: at participant level, at the level of networking among transnational partners, and at regional level in Germany.

- **Participants**
  Participants are assessed by themselves and by others with jointly developed instruments that have been tested in the respective labour markets. A joint integration plan is agreed here for all phases of assistance. The actual labour-market integration of the participants is monitored and assessed. The exchange process facilitates effective comparison of experience in labour-market integration and enables partners to identify general success factors.

- **European networking**
  The growing number of groups sent to Germany will enable partners to bundle experience with quality standards, and to also advance transnational exchange at programme level. A scheme for promoting networking between different partners who send participants to the same region has already been successfully tested. This created the opportunity to develop joint standards for different European regions.

- **Regional localisation**
  The exchange process can have very different effects in the region. Experiences gathered in Germany and the respective region are effective messages that will be taken back to the sending country. Make active use of these possibilities, also with a view to the attractiveness of your region for other European countries. Support your transnational partner if individual young persons raise an interest to continue to gain occupational experience in the traineeship/internship country.

> “I would recommend it to everyone, because it is an unforgettable experience, both the people you get to know and the personal development you go through.”
> (Alba, 22 years old, female participant from Spain. After the project, the participant began a traineeship in a graphic design company.)
IdA also assists transnational activities that either provide for (return) exchange of participants from the partner country to Germany and/or an exchange of experience, outcomes and proven methods and schemes with (local/regional) labour market experts and multipliers. Through expert exchange, know-how, experience or approaches are transferred to experts and actors of local and regional labour market policy together with the transnational partner(s).

Mutual visits and internships are also helpful anchors that can have a very beneficial impact on the future course of the project, particularly in network communication and interface management.

This also affords an excellent way to specifically involve project multipliers more in particular. The exchange of experts as part of the transnational partnership is especially suitable on the one hand to strengthen the partner relationship, as it enhances the project image in the respective region where this exchange takes place (see also the points in the section on public relations, p. 46). On the other, it can foster far more extensive cross-project network relations between decision-makers and actors in the regional and possibly national (economic) setup surrounding the respective experts.

Because expert exchange also always entails a pronounced practical component, it is a good way to raise mutual awareness of capacities and procedures in the transnational partners in specialist discussions.

This kind of exchange regularly concerns aspects of labour-market policy, so that on these occasions network partners with expertise from the local employment services are available – both in the expert exchanges organised by the project and those organised by the transnational partner.

The following pointers can provide you with guidance for planning:

- Organise your expert exchange with a practical focus by inviting and actively involving representatives from enterprises, associations, advisory institutions, etc. both as guests or also as actors.

- Plan the contents on the one hand to exchange information, know-how and expertise and on the other to jointly discuss and reflect on capacities, procedures, frameworks, schemes, operations and good practices.

- In the medium term, seek through exchange to advance a systematic knowledge transfer of schemes and recommendations and the development of joint schemes to generally ensure the sustainability of your project.

- Via expert exchange, a practical cross connection can also be made to interface management in the project phase of labour-market integration and/or already well before in the provision of suitable traineeship places by the transnational partners.
“So far, I have taken part in two expert exchanges, once shortly before project start at a transnational partner and a second time in another Berlin project. I experienced each of these exchanges as a very progressive element of IdA. On the one hand, I took part as an expert but at the same time in both cases I learnt some new ideas for certain activities in my remit. This is the best possible win-win situation.”
(Cornelia Großmann, Employment Agency Central Berlin)
In publications, all projects promoted under IdA are obliged to meet certain publicity requirements of the Federal Ministry of Labour and Social Affairs and the European Social Fund and publicise the funding. Recipients of assistance must also highlight this with a word-image logo and in the text. Early and detailed information on publicity guidelines as part of ESF projects is necessary in the project network with quite different needs.

Remember that everything you do – and what you do not do – is public relations (PR), which always leaves an impression of your organisation. Professionalism and seriousness are therefore imperative. A favourable perception of your project is necessary for general acceptance and will motivate the stakeholder partners for future cooperation.

Make a timely and realistic plan of how you want to convey the project to the public. Make use of the media in your region and in the partner country from the outset to be able to communicate a full picture of the project. Present it at events and conferences to sound out the response in the expert community. Presentations at job fairs, for example, have also proved effective here.

Various media and activities are available for public relations, e.g.:

- Websites
- Print products, such as flyers, booklets, posters
- Films
- Taking part in (regional) trade fairs with your own information stand
- Classical press relations (print, radio, television)
- Cycling tour to sponsored projects
- Promotional contests
- Touring exhibition (for details see below)

Experience shows that concentrating on a few PR measures aimed specifically at selected target groups is often more effective than a broad, indiscriminate campaign. Indispensable, however, is a well prepared and maintained website. In all PR measures, remember that the target group is not confined to prospective participants but also includes job centres, municipalities, schools and enterprises, for example.

The IdA Programme has developed the following ways of presenting itself and its projects to inform the individual partners and others in more detail about the approach and also make a visual impression.

- **Touring exhibition**
  The IdA touring exhibition was developed to publicise and explain the funding programme nationwide. It is designed so that project networks can borrow it to publicise IdA in their own region. A part of the touring exhibition can also be specially tailored to highlight specific projects.
- **Location map: IdA-euMap**

  The [www.ida-eumap.de](http://www.ida-eumap.de) website was developed by an IdA project network executing agency. Its centerpiece is a European map that provides an overview of the locations of project networks in the IdA Programme and their transnational partners. The project locations are also tagged with brief project description. The website also provides different animations for interactive use.

- **Websites: [www.ida.de](http://www.ida.de) and [http://www.esf-meine-geschichte.de](http://www.esf-meine-geschichte.de)**

  The Federal Ministry of Labour and Social Affairs developed the website, [www.ida.de](http://www.ida.de), for the IdA Programme. Via the website, IdA projects can announce events and report on interesting project news and experience to a broader public.

  The website, [www.esf-meine-geschichte.de](http://www.esf-meine-geschichte.de), was developed to supplement the information portal on the European Social Fund ([www.esf.de](http://www.esf.de)). It focuses on personal accounts of people assisted by ESF. The aim is to highlight how their lives and prospects have improved thanks to ESF. Participants from IdA projects can tell their own story here or write comments on films and reports.
1. **IdA** stands for Integration through Exchange. The IdA Programme, Integration through Exchange, assists disadvantaged youth and unemployed young adults as well as persons with disabilities in improving their training and labour-market opportunities through transnational exchange and mobility projects. It is sponsored by the German Federal Ministry of Labour and Social Affairs and the European Social Fund. More information at: [www.ida.de](http://www.ida.de).

2. **Integration** means including people who for all kinds of reasons have been excluded from groups and/or processes. In a labour-market policy programme, integration always means integration into employment. The IdA Programme focuses both on improving all relevant competencies for integrating youth and young adults with poor initial prospects due to their individual or social situation and on their direct integration into the training and/or labour market.

3. In this manual, **follow-up** refers to the objective of sustainability and denotes all procedures to secure and upgrade development progress and outcomes for the future with a view to training and gainful employment. This includes both reflection by the participants and applications and placements but also the acquisition of information to be able to subsequently assess development progress and actual integration measured against programme goals. Follow-up, however, also includes the regional and transnational cooperation relationship so as to maintain good working relations for the future as well.

4. In this manual, the term **emergency case** denotes a set of preventive tools. The aim is to anticipate possible risks in a stay abroad and plan related strategies to ensure that problems do not arise or can be dealt with quickly. It thus forms part of professional project or crisis management. Besides the emergency plan, it contains, for example, local emergency service contacts, an emergency fund and a medical emergency kit.

5. **Participatory project management** means managing, planning, steering and controlling projects in line with objectives and the involvement of stakeholders and those affected. It is important to clearly and transparently define and monitor aims (stages/milestones), procedures and responsibilities. Professional project management must ensure that:

   - reactions are prompt and solutions are found quickly to prevent or rapidly remedy mistakes;
   - besides good planning, quality assurance also pays attention to risk assessment and flexibility so as to cope in a sufficiently tolerant and competent way with disruptions/conflicts (see square of values) and exerts a positive influence on communication; process backstopping procedures and instruments (monitoring, controlling and evaluation) help to maintain continuous improvement;
   - a frank culture of dealing with mistakes in an affirmative way is as crucially important as the intercultural determinants of national and international partners and the competent intercultural behaviour of those in charge;
   - at the interfaces with the various actors and partners a continuous flow of information and participatory consultation takes place, particularly when it comes to the integration chain and follow-up.
6. **Stakeholder**: ‘Stake’ means input, share and claim. ‘Holder’ means owner, the individual that stands behind the claim. Stakeholders are thus the participants and targets of a project, question or decision. The stake at issue in IdA is ‘quality’. Various stakeholders have been involved in and/or affected by this issue: participants, project networks, job centres, employment agencies, educational mentors, transnational partners, enterprises and the Federal Labour Ministry.

7. **Transnationality** means working towards a jointly defined goal with transnational partners in a mutual process. Substantive joint reflection, the exchange of expertise, the transfer of schemes/recommendations and the development of joint schemes are examples of transnationality as applied in the IdA Programme, via expert exchange, for example.

8. **Squares of values**: The square of values stems originally from Aristotle, who speaks of the right measure between too much and too little. This idea was taken up by Paul Helwig (1951), who called it the square of values, and developed further and popularised by Friedemann Schulz von Thun in his book, Miteinander reden 2: Stile, Werte, Persönlichkeitsentwicklung (Talking to each other 2: style, values, personality development). As a development square, it helps to clarify and strike a balance between positive basic values and the problems of exaggerating them.

The squares of values in this manual illustrate that such a complex system as an individual IdA project and the disparate intersections and determinants cannot provide a recipe but only procedural directions as a guide and help for raising awareness of general conditions and risks.
9. **Target group** is the group of persons with defined homogenous features to be addressed by a programme/activities. For IdA, this means:

   a) Less employable youth in the transition from school to training in need of support, such as
      – youth without school-leaving qualifications
      – youth without training places
      – also including single parents

   b) Jobseeking/Unemployed young adults at the transition from training to employment, particularly after completion of intercompany vocational training

   c) Young adults with interrupted academic training and/or with corresponding qualifications that can, however, result in placement problems and without occupational experience
With the following questionnaire, we would like to ask for your help to prepare for the next network meeting on 21 and 22 December 2010. Your answers to the questions below will provide the basis for the discussions and work in the working groups at the network event.

The networking process will be continued along two lines of action (2 pillar model):
For one thing, we shall prepare quality criteria and success factors. This has to do with the operational level and is directed ‘inwards’ at the project networks and prospective project operators. The other concern is to highlight the benefit of IdA particularly for strategic actors, i.e. this process is directed ‘outwards’. This part will be relevant for the planned interim review event in 2011.

We would therefore like to organise the coming network meeting with you. We shall pick up on the aspects already developed as part of a discussion process with the sub-working group – Success – in the quality working group (from the network meeting in March 2010) and the preparatory group. Since the last meeting in March, a draft has been prepared on defining success factors, which has produced a so-called ‘performance compass’.

This compass must be seen as a proposal for how the various success factors of a project can be determined and be provided with indicators. It helps to show transparently how success is understood in the IdA Programme and also how it should be defined in future evaluations. We would like to show you this compass in September, also as a guide/pilot for the network meeting and the way forward. We want to look with you at the following themes – employability, quality and benefit for IdA stakeholders – with a view to the lines of action mentioned above (2-pillar model).
Please return to us the completed questionnaire with annexes by 20 August 2010 to IdA PO box ida@bmas.bund.de. Despite the extensive information required, please try to provide concise, informative answers. Please contact us if you have any difficulties or questions.

1. **Employability**

Has the stay abroad in your IdA project improved the medium-term chances of labour-market integration for participants and/or contributed to direct entry into the labour market?

1.1 What form of presentation (which instrument) is used to document integration progress and/or improved employability?

- □ Project operator’s own presentation
- □ Documentation with the system (criteria) of the basic income support/employment agencies
- □ Other

Please cite an example of your documentation tools and attach it to the questionnaire.

1.2 Do you plan to monitor participant success after project completion (for 6 months, for example)? If so, please describe your procedure and attach the possible questionnaire.
2. Quality

Selection and preparation

2.1 What are your main selection criteria?

2.2 Please describe whether and how competency is determined in the selection procedure.

2.3 Please cite and describe the main contents (curricula) of your preparatory phase.

2.4 How are the transnational partners involved during the preparatory phase?

2.5 Do you conduct initial profiling? If so please briefly describe the procedure.

Stay abroad

2.6 Please describe the key element of a successful stay abroad in your view.

2.7 How is the satisfaction of different partners documented in your project? Please attach an example for each.

- Participants
- Project network partner
- Transnational partner
- Traineeship enterprise
- Other – please cite
2.8 Please describe how contact is maintained with the participants during the stay abroad and how this is carried out.

Follow-up

2.9 Please describe the key element of follow-up work with the participants in your view.

3. Benefit/Value added of your IdA project for participants

Participants

Competency gain (key qualifications, intercultural competencies, language skills, etc.)

3.1 How is the competency of participants determined?

3.2 Does it take the form of documentation/evaluation and, if so, how? If so, please attach your form of documentation.

3.3 Is a survey conducted of the self-assessment of participants (e.g. motivation, self-confidence, mobility)? Please answer with no more than 5 key words.

Recognition and/or formal qualification after project end

3.4 What kind of certification do the participants receive (e.g. certificate, testimonial)? Please attach examples, if possible.
Executive agency of IdA project network

Increased competency of agency

3.5 Please describe the competency gain in the project operator, citing an example.

Cooperation with transnational partners

3.6 What is the key element of successful cooperation with the transnational partner organisations in your view?

Cooperation with the project network partners

3.7 What is the key element in successful cooperation with the project network partners in your view, particularly the basic income support and employment agencies?
As part of the Programme IdA – Integration through Exchange, the Federal Ministry of Labour and Social Affairs guides and supports the thematic networking of IdA project networks. A major goal is to promote the exchange of experience and transfer of outcomes. A priority field of activity in thematic networking is quality. In collaboration with the promoted project networks, the manual was developed with this in mind for use in transnational work with disadvantaged youth under the IdA Programme.

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