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2019 2021

Summary Report



Participation and citizenship education and learning in European Youth Programmes

Transnational Analysis 'Erasmus+ Youth in Action' and the European Solidarity Corps are the two European youth programmes of the European Union supporting international projects in the youth field. The Research-based Analysis of European youth programmes (RAY) is a research programme conducted by the RAY Network, which includes the National Agencies of the European youth programmes and their research partners in currently 33 countries*.

This report of the RAY study on Participation and Citizenship Education and Learning in European youth programmes (RAY PART) presents a final transnational analysis of the results from case studies of projects funded by the European youth programmes conducted between 2019 and 2021. The study was designed and implemented by the Generation and Educational Science Institute in Austria in cooperation with the RAY Network partners in Austria**, Croatia, Finland**, Germany**, Italy**, Malta, Portugal and Sweden. It was co-funded within the Transnational Cooperation Activities (TCA) of Erasmus+ Youth in Action and of the European Solidarity Corps. IZ – Vielfalt, Dialog, Bildung in Austria acted as RAY Network Coordination during the implementation of this project in 2019 and 2020. The Finnish National Agency for Education – EDUFI acted as RAY Network Coordination during the implementation of this project in 2021.

This report reflects the views only of its authors, and the European Commission cannot be held responsible for any use, which may be made of the information contained therein.

Where available, national research reports can be requested from the respective National Agencies and their research partners (see http://www.researchyouth.net/network/). Further RAY publications can be retrieved from http://www.research-

** Members of the RAY-PART research project working group



youth.net/reports/. 33 countries in 2019/2020: Austria, Belgium, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, the Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Sweden, Switzerland, Turkey, the United Kingdom.

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Participation and Citizenship Education and Learning in European youth programmes

Transnational Analysis 2019-2021

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ABBREVIATIONS AND DEFINITIONS

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RAY	Researched-based Analysis of European youth programmes. The RAY Network con- sists of the National Agencies of Erasmus+ Youth in Action and the European Solidarity Corps and their research partners involved in the RAY project.
E+	European Union Programme Erasmus+ (2014-2020)
E+/YiA	Erasmus+ Youth in Action (2014-2020)
SOC	European Solidarity Corps (2018-2020)
European youth programmes	European Union programmes funding youth projects, in particular Erasmus+ Youth in Action and the European Solidarity Corps
European youth projects	In the context of this study: projects funded by European youth programmes
Current projects	Projects which were explored through case studies during their implementation
Past projects	Researched projects which already had taken place before this research project started

RAY RESEARCH PROJECTS

RAY-COMP	A research project on educational approaches to competence development & capaci- ty building of youth workers & youth leaders in the European youth programmes.
RAY-COR	A research project on the impact of the coronavirus pandemic on youth work in Europe, including the European youth programmes, and the response of youth work.
RAY-DIGI	A research project on dimensions of digitalisation in the European youth programmes and on approaches to strengthen and support digital dimensions in youth work.
RAY-INNO	A research project on the impact, role and potential of strategic partnerships in Erasmus+ Youth in Action as instruments to foster innovation in the youth field.
RAY-LEARN	A research project on strategies and practices for organisational development and learning of networks, organisations and teams in the European youth sector.
RAY-MON	Research-based analysis and monitoring of Erasmus+ Youth in Action contributes to the development of Erasmus+ Youth in Action and the quality of its projects.
RAY-PART	A research project on participation and citizenship education and learning in the European youth programmes, and the competences necessary to implement it well.
RAY-SOC	Research-based analysis and monitoring of the European Solidarity Corps contributes to the development of the European Solidarity Corps and the quality of its projects.
RAY-STRAT	A research project on the contribution of the European youth programmes to either programme- or sector-specific strategies on youth policy and youth work.

ABBREVIATIONS AND DEFINITIONS

1 — INTRODUCTION

For more than 20 years, a main objective of European youth programmes¹ has been the promotion of active citizenship and participation in civil society and democratic life in line with the provisions of the Lisbon Treaty.² This objective is also reflected in the European Union Youth Strategy (2019-2027)³, and in the programme decisions of European youth programmes. In this spirit, projects funded through European youth programmes should contribute to the development of competences relevant for participation and active citizenship as well as to the engagement of young people as active citizens in society. In line with this, a new activity type 'Youth participation activities' was introduced in Erasmus+ Youth (2021-2027), supporting activities outside formal education and training that encourage, foster and facilitate young people's participation in Europe's democratic life at local, regional, national and European level.

In view of these policies and programme objectives, the RAY Network⁴ has explored since 2009 the effects of projects funded through European youth programmes on young people, youth workers, youth leaders and organisations involved in these projects. This was done every second year in the RAY Monitoring (RAY-MON) surveys. The analysis of these surveys indicates that participants as well as project team members develop participation and citizenship competence and practice as a result of their involvement in such a project.

In order to verify these findings and to explore long-term effects of E+/YiA projects, the RAY research project 'Long-term-effects of Erasmus+ Youth in Action on participation and citizenship' (RAY-LTE) was developed and implemented between 2015 and 2018. Due to the research design as longitudinal/panel study, participation and citizenship competence and practice development could actually be measured more objectively than through the RAY Monitoring surveys.

1.1 Main findings of the RAY-LTE research project

In short, there is strong evidence that knowledge and skills relevant for participation and citizenship are developed through E+/YiA projects. There is also evidence that for certain sub-groups of participants values inherent to democracy, such as solidarity and tolerance, are strengthened. Furthermore, certain sub-groups of participants became more active in civil society and in democratic life. This learning took place primarily in E+/YiA projects focussing specifically on participation and citizenship.

It was also found, that different groups of participants profited in different ways. E.g., for participants with prior experience with similar activities or projects a so-called cumulative advantage was observed - they further develop competences and practices, building on their prior learning. These participants also often chose projects on topics they were already engaged in and deepened their existing knowledge through participating in an E+/YiA project. On rather young and less educated participants, the projects had the effect of becoming more active in social life and society in general. The latter often came to participate in E+/YiA projects not because of primarily being interested in the topic of the project, but rather aiming to get away from home, to go to another country and to meet new people from abroad. Nevertheless, some of these participants acquire knowledge related to participation and citizenship, develop related skills and become more active in civil society. Last but not least, for some young people with fewer opportunities the projects had been 'stepping stones' to a more active participation in civil life. For others, the projects were a first step to participation and citizenship, which could be followed up by support to take further steps towards participation in society.

The findings of the RAY-LTE research project included a number of recommendations referring

¹ Presently, Erasmus+ Youth in Action (E+/YiA) and the European Solidarity Corps.

² Furthermore, a number of other specific objectives of E+/YiA can also be linked to active citizenship and participation in civil society and democratic life, e.g., fostering solidarity, respect for cultural diversity, inclusion of young people with fewer opportunities or special needs as well as working against discrimination, intolerance, racism and xenophobia. Indirectly, such links can also be found for objectives related to capacity building, quality development and European cooperation in the youth field as well as for objectives related to education and work.

³ European Commission, 2018

⁴ Research-based Analysis of European Youth Programmes (RAY). The RAY Network consists of the National Agencies of Erasmus+ Youth in Action and the European Solidarity Corps and their research partners in 33 countries in 2019/2020.".

to the development of promoting participation and active citizenship in E+/YiA. $^{\scriptscriptstyle 5}$

1.2 Participation and citizenship education and learning in European Youth Programmes

The follow-up research project 'Participation and citizenship education and learning in European Youth Programmes' (RAY-PART, 2019-2021) explored how European youth projects contribute to the development of participation and citizenship competence and practice. In particular, it was explored which educational and learning approaches, methodologies, methods and settings applied in projects funded by European youth programmes are effective in developing participation and citizenship competences and practices of participants and, in particular, fostering their engagement in civil society and democratic life and empowering them to do so. Furthermore, it was explored which competences are needed by project leaders/team members in order to implement these projects and how these competences can be developed.

The RAY-PART study applied a qualitative research approach with case studies of projects funded through European youth programmes using a mix of research methods: observation of core project activities, group discussions with participants, interviews with project leaders/team members as well as an analysis of documents used for the project development, promotion, preparation, implementation, evaluation and follow-up.

1.3 Participation and citizenship practice

In both the RAY-LTE and the RAY-PART studies, participation and citizenship practice refers to participation of young people in a broad scope of contexts, actions and behaviours, from general participation in (civil) society at large (such as discussing political issues with friends, volunteering or engaging in a NGO) to non-conventional participation (e.g., signing petitions or participating in a rally), conventional participation (e.g. voting) and to participating in political life (e.g., in decision making processes at all levels). Participation and citizenship competence is understood as a combination of knowledge, skills, attitudes and values necessary for active citizenship and participation in society and democratic life.

1.4 Implementation of the case studies – changes due to the Corona pandemic

Unfortunately, the data collection for the case studies was strongly affected by the Corona pandemic. Almost all projects which had been selected to be researched were interrupted, postponed, cancelled or implemented in an adapted way, e.g., using online formats for some or all project activities. As a result, the research activities had to be adapted accordingly. Due to the cancellation of many projects, it was decided that also past projects with a focus on participation and citizenship could be researched applying an ex post facto research design, giving priority to projects implemented in 2019.

In total, 17 case studies were implemented, including eleven case studies on current projects and six case studies on past projects including 'Youth Exchanges' and 'Youth Dialogue projects' funded through Erasmus+ Youth in Action and 'Solidarity projects' funded under the European Solidarity Corps.

⁵ See Bárta et al., 2021.

2 — MAIN CONCLUSIONS

The research findings show that the following project designs, methodologies, methods and settings are effective for fostering the development of participation and citizenship competence and practice:

2.1 The project as participation and citizenship practice

Obviously, this can be achieved through a project design and project setting which provide for actually practicing participation in civil society or democratic life, e.g., by directly supporting people with fewer opportunities, by implementing actions against climate change, by a political campaign for human rights etc., thus by practical participation and citizenship being inherent to the project and its activities.

This also can be achieved through a simulation of a participation and citizenship activity during a project – e.g., through simulating a political process such as a session of a local council, a regional or national parliament, a committee of an international organisation or of any political representative body. Such a participation practice can also take place in role-plays organised as part of a project, e.g., a role-play on a registration procedure of an asylum seeker or on a controversy between a protester and a policy maker.

In any case, it is essential to link the project theme and activities to current social and political events and developments at local, regional, national, European and global levels: this is likely to catch the interest of the participants for the project activities and to foster their genuine motivation to work on the respective topics related to participation and citizenship.

2.2 Ensuring sustainability of projects

Participation and citizenship practice of the project participants can well be fostered, if they – as part of the project – develop a follow-up activity or another project for active participation in civil society and democratic life to be implemented after the initial project, thus creating a multiplier effect for the initial project.

This multiplying effect and sustainability of projects could be increased by providing adequate funding for follow-up activities/projects resulting from participation and citizenship projects. Ideally, this funding for follow-up activities would already be allocated as part of the grant for the initial project, to be confirmed if the follow-up project is meeting the funding criteria of the respective European youth programme.

2.3 The project as a means for understanding participation and citizenship

The concepts of participation and citizenship are often described in an abstract way and can be difficult to grasp for young people. Therefore, it can be helpful to use the project experiences for developing an understanding of participation and citizenship – at least an implicit understanding of the participants, but possibly also an (at least rough) conceptual understanding. In case of the latter, it is essential to communicate explicitly the concepts of 'active citizenship' and 'participation in civil society and democratic life' in a language, phrasing and terminology that is comprehensible and close to the reality of participants and team members.

2.4 The project as non-formal and informal learning space

Since European youth projects are, in principle, applying non-formal education approaches and methodologies, it is obvious that they should comply with certain principles, key elements and approaches of (non-formal) education and learning. Beyond that, the research findings show that certain methodologies and methods are successful specifically for fostering participation and citizenship competence and practice:

- participatory learning, i.e., actively involving the participants in developing the project and establishing the project objectives, content, themes, design, methodologies and methods, and in implementing the project itself, including evaluation and planning follow-up activities;
- experiential learning, i.e., practicing participation and citizenship in the project (see section 2.1) or through field exercises, excursions etc.;
- inputs and discussions, but as well creative and artistic methods such as photographs, films, paintings, theatre etc.;
- adequate time, space and guidance for reflection, individually and in groups, of expe-

riences and learning related to participation and active citizenship;

- adequate time and space for informal learning; this became evident, in particular, due to the lack of informal time in projects which were implemented completely online, where the participants hardly had opportunities for informal talks and joint or individual activities in a physical project environment;
- online project activities complementing face-to-face activities; in fact, the necessity for some projects to partly move activities planned to take place face-to-face into the online space showed advantages of blended learning which are likely to be continued also after the Corona pandemic.

Furthermore, using a variety and combination of adequate non-formal education and learning methods showed to be successful for fostering learning for participation and citizenship.

2.5 Learning effects

While this study is not primarily aimed at exploring learning outcomes but on educational approaches, methodologies and methods fostering learning for participation and citizenship, it obviously also revealed learning effects since the 'what' and the 'how' are interlinked. These findings are confirming and/or complementing the findings of the RAY-LTE study (see Bárta et al., 2021).

2.6 Effectiveness and quality of projects

It is necessary to provide adequate training for youth workers and youth leaders on developing and implementing participation and citizenship projects for young people in line with the findings of this research project: the specific competences required to develop and implement these projects are going beyond those of regular (European) youth projects.

Furthermore, it would be useful to establish policies and structures fostering citizenship education and learning for young people and respective training for youth workers/youth leaders in a sustainable way.

3 — CONCLUSIONS FROM THE RAY-PART CONFERENCE

The RAY research project on participation and citizenship education and learning in European Youth Programmes included a conference for the presentation and discussion of preliminary research findings of this research project, involving participants and project leaders of surveyed projects, the RAY-PART researchers, RAY Network Partners and policy makers. The conference was also intended to contribute to the findings of this research project with a participatory approach involving participants and project leaders/team members in the research process during the conference.¹

Originally, the conference was planned to take place at the European Youth Centre in Strasbourg in October 2021, but was moved to an online space due to the ongoing Corona pandemic and related restrictions.

In general, the preliminary research findings were confirmed by the views and experiences reported by the participants and project leaders/team members taking part in the conference, and complemented by suggestions for successful approaches, methodologies, methods and settings for developing participation and citizenship competences and practice.

The conference also included a dialogue between young people, youth work practitioners, researchers and policy makers. The policy makers included two members of the European Parliament, the EU Youth Coordinator of the European Commission and representatives of the Ministries in charge of youth affairs in Austria and Malta, the latter also being the chairperson of the Council of Europe's Steering Committee for Youth.

The discussion of the preliminary research findings as well as the dialogue with policy makers resulted in recommendations related to participation and citizenship education and learning which are included in chapter 4. Some recommendations of the dialogue with policy makers went beyond the specific topic of this research project, such as:

- establishing youth work as a distinct profession in the European Union and to develop professional educational pathways for youth workers contributing to the professionalisation of youth work; this should include the validation of youth work competences developed through informal and non-formal education and learning;
- promoting the recognition of Youthpass, including outside the youth and non-formal education field, in order to demonstrate the learning processes and outcomes of young people and youth workers participating in European youth projects;
- translating the RAY-PART findings into specific recommendations for youth work at large.

In principle, the policy makers involved in the dialogue agreed to promote the recommendations developed during this conference and specifically during their dialogue with young people, youth work actors and researchers.

¹ Such a conference was also organised as part of the RAY-LTE research project in 2018 and turned out to be very successful in meeting the objectives described above.

4 — **RECOMMENDATIONS**

The research findings largely confirm the recommendations of the RAY research project 'Longterm effects of Erasmus+ Youth in Action on participation and citizenship' (see Bárta et al., 2021). Furthermore, the research findings of this study result in the following additional recommendations:

RECOMMENDATIONS FOR THE PROJECT LEVEL

The main conclusions in sections 2.1 to 2.4 implicitly comprise numerous recommendations for the development and implementation of participation and citizenship projects and are not rephrased here. Additional recommendations for the project level are the following:

Recommendation 1:

Explicitly adressing topics related to participation and citizenship and clarifying the links between these topics and participation and citizenship.

Recommendation 2:

Using a combination of a variety of (non-formal) learning methods, providing for affective, interactive, experiential as well as cognitive learning, including periods of reflection as integral element of the methodology of European youth projects. Recommendations for the programme implementation level

Recommendation 3:

Giving special emphasis to promoting projects fostering participation and active citizenship of young people with fewer opportunities. This could be achieved by specifically addressing youth work actors working with young people with fewer opportunities and providing additional funding for respective activities.

Recommendation 4:

Providing adequate training opportunities for youth workers and youth leaders, including exchange of good practice, on developing and implementing projects fostering participation and citizenship competence and practice of young people in line with the findings of this research project; in this respect, it is necessary to further elaborate youth work competences, which are important for fostering participation and citizenship education and learning. This is necessary since the specific competences required to develop and implement these projects are going beyond those necessary for regular (European) youth projects, thus require specific training.

Recommendation 5:

Exploring how digital youth work formats can complement face-to-face interaction and actually create synergies between them, to develop respective methods and project designs, and to provide respective training opportunities for youth workers. While there is general agreement that online activities cannot replace face-to-face interactions in (European) youth projects, they can be very useful and effective as complementary settings for blended learning. In order to make best use of potential synergies further developments in this respect are necessary.

RECOMMENDATIONS FOR THE PROGRAMME LEVEL

Recommendation 6:

Reviewing the evaluation criteria for project applications in the light of the RAY-LTE and RAY-PART research findings; in particular, establishing criteria for participation and citizenship projects funded through European youth programmes which provide for follow-up participation and citizenship projects developed and implemented by participants of funded projects, thus contributing to the sustainability and a multiplying effect of the original projects and of the learning outcomes of participants.

Recommendation 7:

Providing adequate funding for follow-up activities/projects resulting from participation and citizenship projects in order to achieve sustainability and multiplication of project outcomes. Ideally, this funding for follow-up activities would already be allocated as part of the grant for the initial project, to be confirmed if the follow-up project is well planned and meeting the funding criteria of the respective European youth programme. This would encourage the participants and project organisers that the project.¹

¹ Partly, recommendations 6 and 7 have been implemented in Erasmus+ Youth (2021-2027), but should be taken into consideration fully in both European youth programmes.

RECOMMENDATIONS FOR PARTICIPATION AND CITIZENSHIP EDUCATION AND LEARNING IN GENERAL

Recommendation 8:

Establishing a European Agency for Citizenship education² and drawing on the findings of the RAY-LTE and RAY-PART research projects in order to inform the development of this Agency, in particular with respect to educational approaches, designs and methodologies to be promoted by this Agency.

Recommendation 9:

Promoting participation and citizenship education and learning as an integral element of youth work.

RECOMMENDATIONS FOR RESEARCH

Recommendation 10:

Extending research on participation and citizenship education and learning to contexts outside European youth programmes and to feed the respective findings into the European youth programmes; in particular, such research should address the participation of young people with fewer opportunities in society and political life.

RECOMMENDATIONS FOR THE POLICY LEVEL

Recommendation 11:

Promoting participation of young people in the development of European youth policies and programmes so that they reflect the needs and interests of young people. In this respect, there should be an effective dialogue between the youth field and policy makers in the European Union, in particular involving the European Parliament more intensively.

Recommendation 12:

Developing an ongoing and 'real' dialogue between policy makers and young people and youth workers at all levels (additionally to big events taking place once a year); in this respect, it is suggested to further develop the European Youth Week and link it with local participation initiatives and grass-root participation all over Europe; as for the latter, it is recommended to offer specific training to youth workers and local policy makers in order to promote this dialogue at local level.

Recommendation 13:

Reviewing European youth policies and programmes in the light of the RAY-LTE and RAY-PART research findings; furthermore, these research findings could also contribute to the development of participation and citizenship education and learning in other chapters of Erasmus+.

Recommendation 14:

Establishing policies and structures providing citizenship education and learning for young people and respective training for youth workers/youth leaders in a sustainable way. Citizenship education and learning for young people and youth workers needs stable structures in order to be available continuously and accessible across Europe and beyond (see also recommendation 8). This requires respective policies and structures.

² For the existing respective initiative see https://valuesunite.eu/supporters/

5 — BIBLIOGRAPHY

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- EUROPEAN COMMISSION. (2018). Engaging, Connecting and Empowering young people: A new EU Youth Strategy. https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018DC0269&from=en

6 — APPENDIX

Table 1

Activity types and projects status (current or past) of the case studies

Activity type	Programme	Current projects	Past projects	Total
Youth dialogue projects (YD)	E+/YiA*	5	1	6
Solidarity projects (SP)	SOC**	5	1	6
Youth Exchanges (YE)	E+/YiA	1	4	5
Total		11	6	17

* Erasmus+ Youth in Action

** European Solidarity Corps

Table 2Topics of the case studies

Topics	
Different topics within different groups of participants in the projects, e.g., equal rights, Corona, information and commu- nication or public transport	5
Empowering young people for daily life in society/the labour market	2
Local youth work	1
Student council	1
Human rights/Rights of children and young people	2
Sports	1
Racism	1
Being an islander	1
Intergenerational exchange; local food and cooking traditions	1
LGBTIQ+	1
Environmental protection	1

10 — RESEARCH PROJECT PARTNERS

The National Agencies (hosting organisations) listed below are those that were responsible for the implementation of the Erasmus+ Programme from 2014 to 2020. On our website you will find the current contact information for all National Agencies that are active in our network: www.researchyouth.net/network



AUSTRIA

- IZ Verein zur Förderung von Vielfalt, Dialog und Bildung Österreichische Nationalagentur Erasmus+ Jugend in Aktion & Europäisches Solidaritätskorps Dresdner Straße 82/12 1200 Vienna www.iz.or.at
- Generation and Educational Science Institute – GENESIS Institut f
 ür Generationen und Bildungsforschung Lilienbrunngasse 18/2/9 1020 Wien www.genesis-institute.org

CROATIA

- Agency for Mobility and EU Programmes
 Agencija za mobilnost i programe Europske
 unije (AMPEU)
 Frankopanska 26
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FINLAND

The Finnish National Agency for Education

 EDUFI
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 Culture, Sport
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G GERMANY

• JUGEND für Europa (JfE) Nationale Agentur Erasmus+ JUGEND IN AKTION Godesberger Allee 142-148 53175 Bonn www.jugendfuereuropa.de www.jugend-in-aktion.de

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SWEDEN

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Research-based analysis of European youth programmes