



# Guarantee for Youth

A combination of income support, intensive counselling and work experience to strengthen activation of vulnerable NEETs

## FRANCE

**Title of the practice (in original language)**

Garantie Jeunes

**Who is implementing the practice?**

Ministry of Labour together with Local Missions <sup>1</sup> per county (local unit Public Employment Service)

**Which other organisations are involved in the practice?**

- French public employment service (PES) (Pôle Emploi)
- Payment and Services Agency (government agency)

**What are the main objectives of the practice?**

The Guarantee for Youth aims to support young NEETs<sup>2</sup> in vulnerable situations by enabling them to gain professional experience over a 12-month period through training/support measures and a financial allowance. The support is also meant to improve their ability to navigate the labour market and find stable employment. The French PES works closely with local stakeholders to identify and select NEETs who would benefit most from taking part in the Guarantee for Youth. Young people who accept to take part in the measure are mentored by a dedicated counsellor over a 12-month period in order to find appropriate workplace experience and improve their employability and workplace skills. They are also granted an allowance of up to EUR 480 per month (since April 2017 EUR 480) for the duration of the programme.

**When was the practice implemented?**

In 2013 the measure started as an experiment and has been gradually expanded. It was extended to the whole French territory as of 1st January 2017.

**Who is targeted by the practice?**

- The Guarantee for Youth targets NEETs aged 16 to 25 who are deemed to be in a situation of 'vulnerability'. A young person is deemed 'vulnerable' using the following criteria:
- Financial (e.g. in a family with financial resources below the minimum income threshold)
  - Family (e.g. not living in the family home)
  - Social (e.g. having a criminal record)

**What activities are carried out?**

- Young people who could benefit from the Guarantee for Youth are identified by a multi-stakeholder committee, made up of representatives from the French PES, Local Missions, local government and relevant local stakeholders (i.e. education and social institutions).

<sup>1</sup> Local Missions are separate, autonomous entities which offer certain services similar to the Pôle Emploi, but only target young people aged 16 to 25

<sup>2</sup> not in employment, education or training

## What activities are carried out?

Once selected, the young person and Local Mission work together to draw up a contract in which the young person agrees to complete a set of workshops and training courses in return for support that will be provided by the Local Mission. If the young person does not fulfil their side of the contract, the multi-stakeholder committee has the right to suspend payments and even revoke the contract. Conversely, the contract can be extended for an additional 6 months if the committee deems it appropriate.

The support provided to the young person comes in two principal forms:

- 1) Counselling and professional experience
  - Each participant is mentored by a personal counsellor who is specially trained to work on the Guarantee for Youth. Their role is to respond to any queries and regularly advise on potential vacancies. Each counsellor is responsible for no more than 50 young people per year. This is half the caseload of a typical counsellor in a Local Mission, giving them greater time to tailor their work to the individual's needs.
  - During the first six weeks, participants undertake a number of individual and group workshops (as per the conditions of the contract). Counsellors are free to create workshops of their own to cater for the needs of the participants. Additionally, the Ministry of Labour provides a toolkit to counsellors with a range of potential workshops they can conduct, which include developing participants' soft skills, improving their self-confidence and identifying their key competencies.
  - Following the group work, participants are provided with individual guidance for the remainder of the one-year contract. Counsellors then expose participants to local employers (this can be in the form of multiple work placements appropriate to the individual). The goal is to empower participants and help them gain autonomy in the labour market through work experience.
- 2) Financial support
  - Participants can receive a maximum of EUR 480 per month to which they can associate without loss any additional earnings that total EUR 300. These earnings can come from any form of paid work participants undertake or paid work placements.
  - The size of the allowance goes down if additional earnings rise above EUR 300. This happens up to a point when the participant's total earnings are equivalent to 80 % of the monthly minimum wage i.e. EUR 1 184, at which point they will receive no allowance.
  - It is anticipated that the longer participants are in the measure, the more likely they are to engage in paid work and decrease their allowance.
  - The Payment and Services Agency is the body responsible for administering the allowance.

## What are the sources of funding?

The Guarantee for Youth is jointly funded through the national budget and European funds (Youth Employment Initiative (YEI) and European Social Fund (ESF)). In 2016, the total budget for the Guarantee for Youth was EUR 223.9 million, of which EUR 97 million (43 %) came from European funds. This was a substantial increase from the 2015 budget of EUR 132.75 million and was largely due to additional European support.

## What are the outputs: people reached and products?

### People reached

- By August 2017, there were 143 300 young people signed up to the Guarantee for Youth (the estimated NEET population is 180 000 for the French metropolitan territory). Those entered until January 2017 represent 45 % women, 20 % had no or low level of education (first part secondary school), 78 % had a level of upper secondary technical qualification, large part had family issues. All of them had nobody to assist in case of lack of financial means.

**What are the outputs:  
people reached and  
products?**

- A total of 27 029 young people had completed the 12-month guidance by December 2016.
- Of these young people 89 % had at least one day of immersion in a company<sup>3</sup>.

**Products**

- A training programme and toolkit for counsellors designed by the Ministry of Labour.
- An initial evaluation of the Guarantee for Youth by the Ministry of Labour in 2014 and a full-scale, year-long evaluation published in 2016<sup>4</sup>.

**What were the  
outcomes: medium-term  
results or effects?**

The initial findings of the year-long evaluation published in January 2016 identified the following outcomes:

- The activities pursued by the 27 029 young people who had completed 12 months of guidance were as follows:
  - 30 % were in employment
  - 11.5 % were in a training programme
- Qualitative results show increased self-confidence, sense of self-worth and autonomy among participants.
- On average, young people received EUR 350 in the first six months of participation in the programme, and EUR 283 after 6 to 12 months of participation. As mentioned above the size of allocation decreases with additional income. This demonstrates the success of the programme showing increases in remuneration of participants as they go through the programme and reaching levels of remuneration closer to the labour market.

Interim findings of the evaluation in November 2016 highlighted also the following:

- The financial support showed to be of primary importance for many of the beneficiaries, improving their living conditions
- The group activities and group counselling has been highly appreciated by the young people participating
- 14 months after having started the Guarantee for Youth the impact has shown highly positive on total employment rate: + 6,3 percentage points

**What were the lessons  
learnt and success  
factors?**

**Lessons Learnt**

- The organisation of Local Mission needs to be further streamlined to improve work efficiency and improve delivery of the programme.
- The 'work first' principle needs to be underlined in the programme, to prioritise placement of participants in work schemes over training opportunities.
- The identification of NEETs was mainly done by the Local Missions (82 %) instead of the multi-stakeholder committees. It suggests further reflections on recruitment of participants for the programme.
- Administrative procedures may need to be revised to increase cost-effectiveness of the programme.

**Success Factors**

- Strong governmental support for the Guarantee for Youth helped to secure significant resources and ensure proper implementation.
- Preparation and coordination of Local Missions to adapt to the changes in advance.
- A central administration that can respond rapidly to queries raised by individual Local Missions to the high number of special cases where the original guidelines do not provide a clear plan of action.

<sup>3</sup> Source I-Milo – internal database

<sup>4</sup> <http://dares.travail-emploi.gouv.fr/dares-etudes-et-statistiques/statistiques-de-a-a-z/article/la-garantie-jeunes-evaluation-du-dispositif>

- Strong local partnerships (i.e. the multi-stakeholder committee) are critical in order to identify the entirety of the NEET population. Those on the committee should go beyond the usual partners to ensure this (e.g. Ministry of Justice, the army).
- For the future, Local Missions must be able to build lasting partnerships with local employers in order to provide participants with on-the-job experiences.

**What are key source(s) of information?**

<http://www.gouvernement.fr/action/la-garantie-jeunes>  
<https://www.service-public.fr/particuliers/vosdroits/F32700>  
<http://dares.travail-emploi.gouv.fr/dares-etudes-et-statistiques/statistiques-de-a-a-z/article/la-garantie-jeunes-evaluation-du-dispositif>