

Youth Guarantee Learning Forum report

European Commission DG Employment, Social Affairs and Inclusion

Written by ICF and RadarAdvies December 2017

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Youth Guarantee Learning Forum report

European Commission DG Employment, Social Affairs and Inclusion

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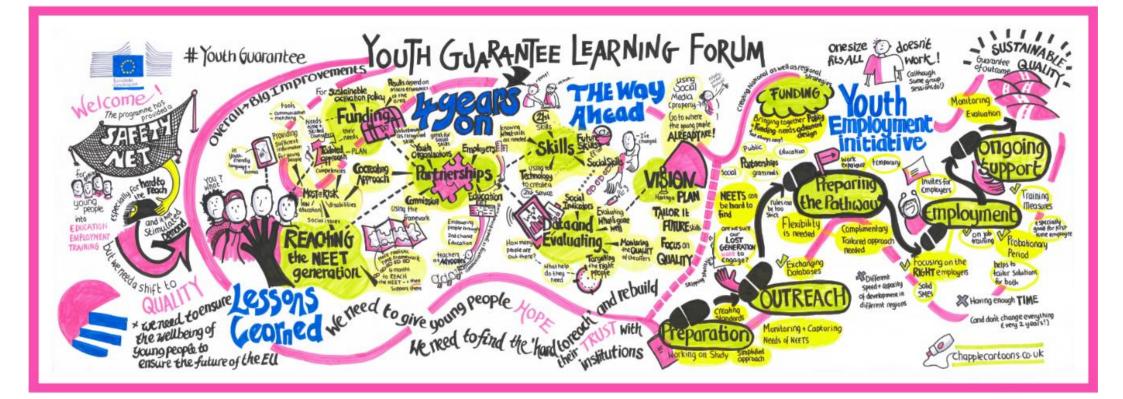
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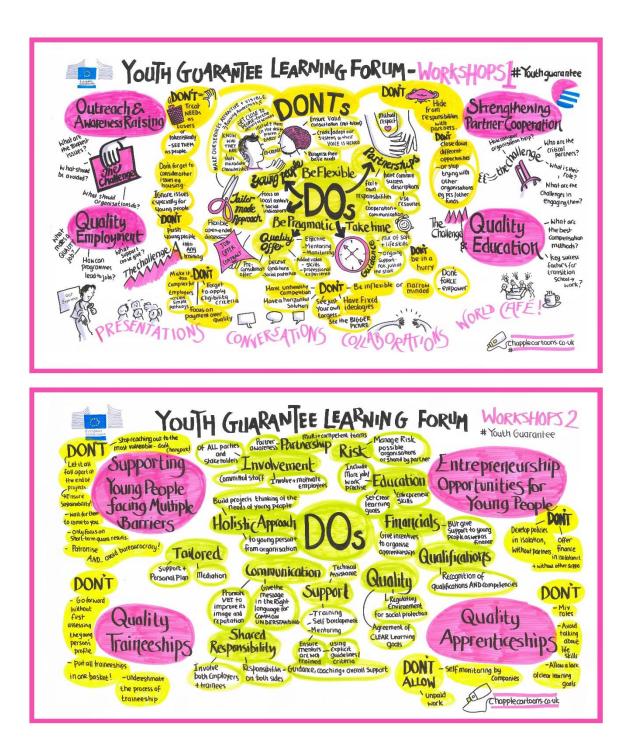
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1 Executive Summary





2 Introduction

The Council Recommendation on the Youth Guarantee (YG) was adopted on 22 April 2013, calling on Member States to ensure that all young people under 25 receive a good quality offer of employment, continued education, an apprenticeship or a traineeship within four months of leaving formal education or becoming unemployed. Now, four years on, the YG has helped to improve the lives of millions of young Europeans. This commitment of Member States has also been reinforced by the European Pillar of Social Rights (solemnly proclaimed by the European Parliament, the Council and the Commission in November 2017) which recalls the main lines of the Recommendation in

principle 4b¹. However, youth unemployment and rates of young people not in employment, in education or training (NEETs) remain high in many Member States. Reinforced efforts are needed, with a particular emphasis on targeting 'hard-to-reach' young people and providing quality offers and services.

In this context, the European Commission organised a Youth Guarantee Learning Forum, which took place on 26-27 October 2017 in Brussels. The Forum enabled mutual exchange and learning between practitioners by sharing information about different measures delivered under the YG, facilitating networking, and highlighting and building on inspiring practices from across Europe. 101 participants attended the event which included two plenary session panel debates on the first day. The second day of the Forum involved two sessions of parallel workshops, enabling participants to discuss eight topics related to the Youth Guarantee in further detail.

This report reflects on the discussions during the plenary sessions and the workshops, focusing on identifying the challenges and lessons learned so far in implementing the Youth Guarantee and the Youth Employment Initiative (YEI).

3 The Youth Guarantee four years on

The first panel discussion took stock of the progress made so far in implementing the Youth Guarantee and looked at the lessons learned and the way forward. The discussants were: Ilze Zvidrina, Chair of the Employment Committee; Fons Leroy, Chair of the Network of European Public Employment Services; Jacques Brosius, Youth Guarantee Coordinator, Luxembourg; and Zuzana Vanecková – European Youth Forum.

The Youth Guarantee has been a driver for policy reforms in many Member States, but while progress has been made, there are a number of challenges that are inhibiting the implementation of the YG. Both the European Commission² and the European Court of Auditors³ have identified several action points that should be taken forward, notably the need to: improve monitoring systems; strengthen governance and partnership building; ensure sustainable implementation and financing; enhance the quality of offers; and better engage with non-registered young people not in employment, education or training (NEETs) and the low-skilled.

Reflecting on the experience so far, the panel discussion shared the following recommendations:

Better involving those who are closer to young peoples' lives and those who can provide offers: The Youth Guarantee implementing bodies in the Member States should aim to engage other partners, who are close to young people and can reach out to them to encourage their registration to the Youth Guarantee schemes, such as youth groups and sports organisations. It is also important to involve both formal and non-formal education providers in informing young people about the YG. Input from employers in designing YG programmes remains crucial, to ensure that measures really increase the employability of young people and equip them with skills that are needed in the labour market.

http://www.eca.europa.eu/Lists/ECADocuments/SR15_03/SR15_03_EN.pdf

¹ More information can be found in the factsheet: 'Social Priorities under the Juncker Commission: Three years on (https://ec.europa.eu/commission/sites/beta-political/files/socialsummit-social-priorities-juncker-commission_en.pdf)

² Commission Staff Working Document. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. 2016. The Youth and Youth Employment Initiative three years on. http://eur-lex.europa.eu/resource.html?uri=cellar:73591c12-8afc-11e6-b955-01aa75ed71a1.0001.02/DOC_2&format=PDF

³ European Court of Auditors. Special Report. 2015. EU Youth Guarantee first steps taken but implementation risk ahead.

Investing in future skills: The panel highlighted the need to invest in highly demanded skills (such as digital skills) to meet the needs of the changing labour market. This also ensures that the YG does not simply focus on quick matching, but is part of a young person's long-term career plan aiming to support a sustainable integration into the labour market. It is also important to officially recognise soft skills developed in non-formal education.

Quality matters: The panel highlighted that ensuring better quality of offers remains a common challenge. The quality of offers highly depends on the capacity of Public Employment Services (PES) to engage with employers, improve the provision of career guidance and work closely with schools, and the existing strength of the YG network, which varies across Member States. A suitable balance needs to be struck between short-term work assignments, if these form part of essential and sustainable activation programmes, and long-term work outcomes and aspirations. In some cases, young people find work through Temporary Work Agencies, which can be a good stepping stone towards full employment if they are part of an overall career plan. Likewise, dual learning approaches can be very beneficial, especially as part of well-constructed apprenticeship programmes. The panel suggested that standards need to be put in place for quality of offers and monitoring. Young people themselves should be involved to assess the quality of YG offers.

Improving and sharing data: Improved monitoring data sets are very important to track future progress. Delivery actors, such as PES, already possess rich data, but they need to introduce better systems for utilising and sharing the data between them. Combining data also provides more in-depth information on who to target with which measures. This is especially important given the heterogeneity of the NEETs population and the need for personalised approaches. However, data protection, privacy issues and binding legislation are limiting the options for sharing data.

Spreading the word and using youth friendly approaches: The panel highlighted that more outreach and awareness-raising is needed, as well as improved support for young people facing multiple barriers. There are many inspiring projects across Europe, but often the general public is not aware that they are part of the Youth Guarantee. There is still room for improvement to build the Youth Guarantee as a well-known pan-European brand. Key stakeholders, such as youth organisations, can help to raise awareness. Furthermore, both outreach and service delivery need to be easily accessible. Services should be designed in collaboration with young people. Youth-friendly language as well as communication channels used by young people should be applied.

4 The Youth Employment Initiative: Expectations for the increase and beyond

The second panel discussion considered the contribution of the Youth Employment Initiative (YEI) as a key funding instrument for the Youth Guarantee and how the YEI and other EU funding can best be deployed in the future. The discussants were: Louis Vervloet, Head of ESF Managing Authority BE-Flanders; Sabina Špehar Pajk, Programme Administrator, 'First Challenge', Slovenia; Massimiliano Mascherini, EUROFOUND; Salvatore Pirrone, Director General, Agenzia Nazionale Politiche Attive Lavoro, Italy.

YG schemes are mostly funded from both national resources from Member States as well as the funding from the European Union (EU) via the European Social Fund (ESF). Moreover, additional EU funding is provided through the YEI in Member States with regions where youth unemployment was higher than 25% in 2012. This targeted financial source, amounting to EUR 6.4 billion, has provided direct support to 1.6 million young NEETs living in those regions most in need. Funding has increased for the second phase of the YEI by EUR 2.4 billion up to 2020, reaching a total of EUR 8.8 billion. ESF is complementing this work by supporting the integration of young people into the labour

market, self-employment and entrepreneurship. There is therefore a large amount of funding available to support the successful implementation of YG schemes. However, as indicated, some major challenges still remain in relation to improving outreach to NEETs, as well as better monitoring and evaluation of achievements.

The panel discussion highlighted some future considerations for the YEI implementation:

An individualised approach is key, but it comes with a cost: There is `no-one-size fits all' approach. Individual pathways for young people are most effective. This involves understanding the needs of the young person and offering a menu of options/measures to address those needs. But the higher cost and resource implications to deliver such holistic programmes need to be recognised.

Flexibility fosters innovation: Funding schemes need to be flexible enough to provide space for innovation, for instance, by working with schools to address the needs of young people at risk of becoming NEET or having co-production of services together with young people. It is perceived that certain YEI rules restrict the ability to work with young people in need of help, such as those at risk of becoming NEET.

Emphasis should be placed on sustainable results: The focus needs to shift towards a more results and outcome-orientated approach, moving to a 'guarantee of outcomes' that results in sustainable employment and social inclusion.

More strategic thinking is required: Aligning policy and funding is also a challenge in many Member States. There is a need to break up silos and build more consistent and holistic strategies.

Building capacity remains a challenge: Some of the regions with the biggest youth employment challenges have the weakest public administration systems. Increased capacity-building, particularly of PES, is fundamental to provide better support on the ground.

Implementation takes time: Front-loading of funds can be counter-productive, as implementation requires time. Support needs to be sequential, accompanying the young person through different stages in response to his/her needs. This is particularly important for those young people who are the furthest from the labour market or education system.

More targeted support as a potential way forward: In the future, more emphasis should be on direct support towards those young people with the greatest and most complex barriers towards employment and integration.

An important reflection is that the YEI came at the worst stage of the economic and financial crisis. Now, at a time of more favourable economic conditions, the Member States should ensure to establish well-working systems which will resist to similar shocks in the future.

5 Quality employment

5.1 Background



The majority of YG offers are in employment (70% in 2015), yet there are large differences between Member States due to their respective priorities⁴. These offers typically include open-labour-market employment and self-employment supported through start-up and dedicated subsidies.

Employment offers under the Youth Guarantee can be an important opportunity for young people to strengthen their skills and employability and help them to sustainably integrate into the labour market, but only if these offers are of good quality. This quality aspect is particularly important, as young people are more often in

⁴ European Commission (2017) Data collection for monitoring of Youth Guarantee schemes: 2015.

non-standard and precarious forms of employment compared to other age groups. Young people are also more often overqualified for the jobs they do. At the same time, youth employment is highly sensitive to macroeconomic and labour market conditions. Many young people have been hired temporarily in low quality jobs and are thus at higher risk of entering a precarious cycle and repeatedly returning to NEET⁵ status. As a result, the financial crisis has reinforced generational inequalities in employment outcomes.

There is no common definition of a 'good-quality offer' under the YG. However, it is generally recognised that an offer is of good quality if the person who benefits from it achieves sustainable labour market attachment (e.g. does not return to unemployment or inactivity thereafter). This dimension is monitored in the context of the Indicator Framework for Monitoring the Youth Guarantee⁶.

5.2 **Project examples and discussion items**

The main message from the workshop was the importance that employment offers enhance young people's professional experience and future employment prospects. A key term used throughout the discussion was *added value*. Employment offers need to enable young people to gain workplace experience, develop knowledge, skills and confidence, and improve their employability in the open labour market - even if the employment placement itself does not lead to an immediate or permanent job offer. For instance, the JobsPlus Youth in Ireland is a subsidised employment scheme that encourages employers to offer work experience to young people who are long-term unemployed – as an important stepping stone towards labour market integration.

Aside from emphasising decent employment conditions, participants also stressed the value of support throughout the placement. Such support can make a positive difference for both the young person and the employer. This support can take different forms, including coaching and mentoring, career guidance and 'helpdesk' services. For example, the Scheme for the Job Placement of Young Unemployed Graduates in Cyprus offered mentoring throughout the six-month placement.

The appointment of a case worker was also highlighted as being an effective means of supporting the young person and acting as intermediary/contact point with the employer. It also helps to spot and resolve problems at an early stage, particularly if they relate to ensuring smooth communication and managing expectations between those involved.

The duration of the employment offer was a discussion point that generated mixed views amongst participants. Some thought that the employment offer should be for a minimum of six months, explaining that this allows the young person time to 'settle in' and benefit from longer-term support. However, others thought that the offer could be more flexible: shorter placements can still add value in terms of developing skills, knowledge, confidence, etc.

5.3 Recommendations

As a result of the discussions, participants made the following recommendations to enhance the quality of employment offers under the YG.

Do

Ensure that the employment offers (in particular in the case of subsidised offers) are of added value for the young person in terms of enhancing skills, knowledge and confidence, providing exposure to the 'world of work', and improving their chances for sustainable integration into the labour market.

⁵ Not in employment, education or training.

⁶European Commission (2017) Indicator Framework for Monitoring the Youth Guarantee

- ✓ Put employment support structures and mechanisms in place to ensure that the young person experiences proper guidance and that problems can be quickly and effectively addressed. Such support can, inter alia, take the form of:
 - Mentoring / coaching
 - Career guidance
 - 'Helpdesk' services
 - Case worker (ideally, the same one for the young person as for the employer)
- Guarantee decent conditions of employment, including health and safety, salary, working hours, etc.
- Be flexible regarding the duration of an employment placement, providing it adds value to the young person's professional experience and future prospects and to reflect the diversified population of young people.

Don't

- Ignore problems that might arise during an employment placement, particularly due to miscommunication or misunderstandings. Identification of and swift response to problems can minimise the rates of drop-outs substantially.
- Formulate and communicate clearly the eligibility criteria for each employment scheme and subsidy. This avoids disappointment and set-backs for those applying, who later turn out not to be eligible, and facilitates the overall administration of such schemes/subsidies.

6 Quality education

6.1 Background



Young people that have only completed lower secondary education bear the highest risk of unemployment and inactivity. In 2016, the average unemployment rate in the EU for the age group 15-24 was 18.7% but for the low-skilled it reached 28%. Similarly, rates of NEETs for low-skilled young people are substantially higher than for young people with at least upper-secondary education. Moreover, graduates of tertiary education

have higher employment rates than people who have only completed upper-secondary education, whilst the employment rate for this group consistently exceeds that of young people with only lower-secondary education or less. In 2016, 2.1 million young people took up a YG offer within four months of registrations, of which 12.1% were in continued education.

6.2 **Project examples and discussion items**

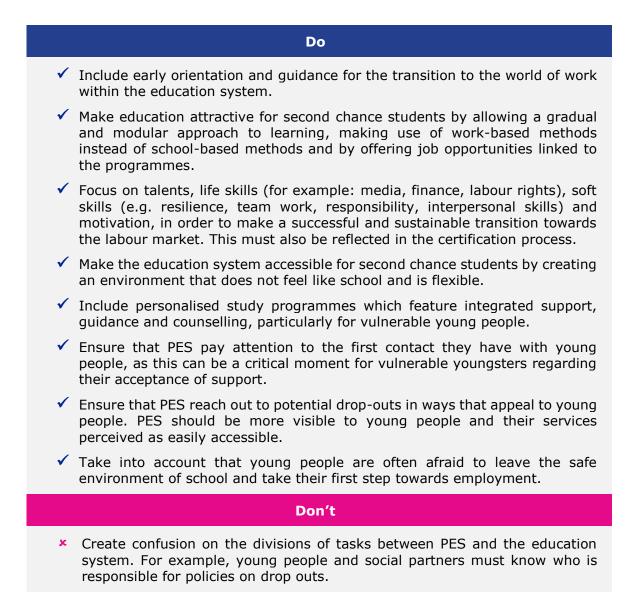
According to the workshop participants there are a number of ways to enhance the transitions from school to work, including measures within the education system. Teachers play an important role in the orientation and preparation of students for the labour market. They should know how to make it interesting and attractive for young people to start their orientation into the labour market in an early stage in their education career. Students and role models can also play an important role in this orientation. Workshop participants stressed the importance of focusing on talents, life skills, soft skills and skills that enhance self-esteem. This must also be reflected in the certification process.

Another important topic discussed in the workshop were features of effective measures to re-engage young people who left school into education or training. Most young people who have left school have a negative association with the concept of school, so it is important to create an environment that does not feel like school in a traditional manner. This was a lesson learned in the Young Adults' Skills Program of the Ministry of Education and Culture in Finland, launched in 2013. This program provides a vocational qualification for young people between the ages of 20 and 29 who did not finish secondary school. For this target group a work-based approach is needed, with personalised study programmes in which support, guidance and counselling is integrated.

The participants underlined the importance of the collaboration between PES and educational providers to improve the transitions between school and work. This development is also an important topic in the Working Group on PES cooperation with the Education System, which aims to identify best practices from across Europe and give recommendations to the European Commission and Member States.

6.3 Recommendations

As a result of the discussions, the participants produced the following list of points to consider relating to the delivery of quality education under the YG.



- Impose policies from the national level without considering local and regional differences.
- Force young people who have left the education system to go back without the right motivation; the focus should be on empowerment and finding alternative options.
- Forget other problems like housing, financial problems and nutrition. In guiding NEETs back to the education system one must consider a holistic approach.

7 Quality traineeships

7.1 Background



A smooth transition from education to employment is crucial for enhancing the chances of young people in the labour market. In recent years, traineeships have become an important entry point into the labour market. Traineeships can help young people, both during and after their studies, to gain relevant practical experience that supports education-to-work

transitions and to help them get a foothold in the labour market. Moreover, traineeships can bring direct productivity benefits for companies, improve labour market matching and promote mobility⁷. In 2015, 13.6% of YG offers were traineeship offers, consisting of both ALMP and open-market traineeships. However, there are significant differences between Member States due to their respective programme priorities⁸. In 2014, the Council adopted a Recommendation on a Quality Framework for Traineeships to enable trainees to acquire high-quality traineeship experience. The Quality Framework for Traineeships is especially significant for the debate around the quality of offers in the YG as it sets the standards for determining what can be considered as quality traineeships.

7.2 **Project examples and discussion items**

The Traineeship First (previously Transition Traineeships) programme in the Brussels region of Belgium is an interesting example of policy reform following the introduction of the Quality Framework for Traineeships. Initiated in 2013, it is an active labour market measure, which focuses on participants' learning through coaching and follow-up. One of the key messages emerging from the workshop is that guidance, coaching and support are important for trainees throughout their traineeship; this support should be based on a personal plan for the trainee which also sets out the requirements placed on the employer. Trained mentors are also an important feature for delivering a quality traineeship.

Traineeships are primarily about personal and professional development of the trainee. In the development of a trainee program, employers, trainees and the education system should work together. Cooperation with social partners helps assure the quality of traineeships. Employed Graduates in the Czech Republic is an example of successful engagement and cooperation between regional institutions providing traineeships, which accelerate graduates' access to employment. This ESF-funded project is based on a partnership within the 'Territorial Employment Pact', a platform comprising regional labour offices, chambers of commerce, municipalities, trade unions and education institutions.

⁷ Council of the European Union (2014) Council Recommendation on a Quality Framework for Traineeships.

⁸ DG EMPL (2017) Data collection for monitoring of Youth Guarantee schemes: 2015.

Workshop participants also discussed the need for a monitoring system to assure the quality of traineeships. To enhance the quality of traineeships it would be useful to formulate a common definition of traineeships, clarify the position of traineeships in relation to the education environment and apprenticeships, develop specific criteria on the training for mentors of trainees, as well as elaborate the learning elements of a traineeship program and identify traineeship content.

7.3 Recommendations

As a result of the discussions, participants made the following recommendations to enhance the quality of traineeships under the YG.

Do

- ✓ Provide tailor-made guidance, coaching and overall support for trainees.
- ✓ Train mentors of trainees.
- ✓ Formulate specific/explicit criteria that the mentor training must meet.
- Develop a personal plan for the trainee, which also sets out the requirements placed on the employer.
- Enable employers, trainees and the education system to work together on the development of trainee programs.
- Develop a monitoring system to assure the quality of traineeships.
- ✓ Develop a common definition of traineeships.

Don't

- Allow trainees to be viewed as cheap labour. Traineeships are primarily about personal and professional development.
- Underestimate the effort that is needed to provide effective guidance, coaching and overall support.
- Allow employers to take on trainees without a prior assessment of the young person's profile.

8 Quality apprenticeships

8.1 Background



Apprenticeships ease the transition from school to work as they endow young people with a combination of technical, transversal and soft skills that employers are looking for. Their value is reflected in the lower levels of youth unemployment in Austria, Germany and Denmark, countries with strong work-based learning approaches and well developed apprenticeship

systems⁹. Evidence shows that 60-70% of apprentices move directly into a job following their apprenticeship, and in some countries this increases to 90%. Good quality apprenticeships contribute to social inclusion as they are important instruments to support the integration of disadvantaged learners into the labour market. However high-quality standards¹⁰ are needed to avoid that apprenticeships are geared towards low-

⁹ SWD (2016) 323 final. The Youth Guarantee and Youth Employment Initiative three years on, p. 55.

¹⁰ The European Court of Auditors has also called for the establishment of quality attributes for apprenticeships to be supported from the Union budget, see European Court of Auditors, Special report no 3/2015: EU Youth Guarantee: first steps taken but implementation risks ahead

skilled jobs. In this context, the Commission recently proposed a Recommendation on a European Framework for Quality and Effective Apprenticeships¹¹ with the aim to provide a coherent framework for apprenticeships based on a common understanding of what defines quality and effectiveness, taking into account the diversity of VET systems in Member States. Apprenticeship offers receive support from the YEI in a majority of eligible Member States¹². Nevertheless, they constitute only a small percentage (on average $4.1\%^{13}$) of the offers made under YG schemes. In view of the positive experiences with apprenticeships, there is scope for increasing their share among YG offers.

8.2 **Project examples and discussion items**

Whilst recognising the positive contribution apprenticeships can make to the transition to the labour market, participants discussed the main practical challenges and success factors in ensuring and enhancing the quality and effectiveness of apprenticeships for young people. A key challenge regarding apprenticeships is their negative image. Participants of the workshop noted that apprenticeships are less popular among youth compared to continued academic education. The negative reputation of apprenticeships, amongst both young people and their family, makes it difficult to engage young people. Workshop participants reported that some apprenticeships can be of low quality, lack good working conditions, and provide no rights to the apprentices. Furthermore, some employers lack interest as apprenticeships are seen as time consuming and costly. Effective monitoring mechanisms as well as national quality standards are required to maintain the quality of apprenticeships. Other success factors include providing incentives for employers, such as visibility of their corporate social responsibility, as well as providing training for trainers of the apprentices.

The Apprenticeship Toolbox¹⁴ is an example of a joint initiative, funded under Erasmus+, of a group of countries with strong apprenticeship systems (Austria, Denmark, Germany, Luxembourg, and Switzerland). The aim is to support policy learning and promote apprenticeship systems and VET policy experimentation. Another example is the Baltic Alliance for Apprenticeships, which was formed in 2015 by Latvia, Lithuania and Estonia, with EU support. Its aim is to co-operate in the promotion of apprenticeships and work-based learning. This initiative has received funding through Erasmus+ for campaigns, seminars and studies, and specific emphasis has been put on training of in-company trainers in work-based learning¹⁵.

8.3 Recommendations

As a result of the discussions, participants made the following recommendations to enhance the quality of apprenticeships under the YG.

Do	
 Include a balanced involvement of all k partners. 	xey stakeholders, including social
 Recognise the importance of key compete 	ences and soft skills in addition to

the qualifications obtained through apprenticeships.

¹¹ http://ec.europa.eu/social/main.jsp?langld=en&catld=89&newsld=2873

¹² DG EMPL (2016) First results of the Youth Employment Initiative.

¹³ DG EMPL (2017) Data collection for monitoring of Youth Guarantee schemes: 2015.

Spain and Austria are the only countries to report over 10% of apprenticeships offers (12.5% and 12.1% respectively), p.16. The figures should be interpreted with some caution as breakdown by type of offer is not complete for all countries.

¹⁴ www.apprenticeship-toolbox.eu

¹⁵ DG EMPL (2017) Youth Guarantee practice fiche – Baltic Alliance for Apprenticeships.

- Provide financial or non-financial incentives to employers and in particular SMEs and micro companies in order to offer apprenticeships. In the case of subsidies, they should be targeted to avoid any possible negative effects in terms of deadweight loss and/or substitution effects.
- Ensure apprentices benefit from a good system of regulation for social protection, as well as monitor the quality of apprenticeships.
- Promote attractiveness and excellence of VET in order to improve the image and reputation of apprenticeships amongst young people, their families, and employers.
- ✓ Ensure employers invest in the personal development of the individual and agree individual goals with the apprentice, which are regularly updated through an individual growth plan.

Don't

- Offer unpaid apprenticeships or exploit young people by granting them no rights.
- Forget to recognise life skills and soft skills: They are an essential outcome of apprenticeships for young people.
- Mix the roles of the key stakeholders involved.
- Allow self-monitoring by the company offering the apprenticeships. Monitoring should be undertaken by an external body.

9 Outreach and awareness raising

9.1 Background



Engaging with NEETs, many of whom are not registered at Public Employment Services, is essential to enhance the impact of policy interventions. Thus, the Council Recommendation on establishing a YG calls on Member States to "develop effective outreach strategies towards young people, including information and awareness campaigns"¹⁶. Since the launch of the YG in 2013, the labour market situation of young people

has improved significantly and there are now 2 million fewer young unemployed in the EU. However, not all young people have benefitted equally, and despite increased efforts by Member States to improve outreach, the identification of potential YG beneficiaries often remains partial.

9.2 **Project examples and discussion items**

A key message emerging from the workshop is that the services provided to young people should be tailored to different subgroups and accessible through different channels (digitally and in person). To be successful, outreach strategies and campaigns should be developed together with young people. Bureaucratic procedures and administrative language should be avoided when communicating with NEETs; informal and humorous language and can work well when reaching-out to young people. In Bulgaria, the 'Youth Mediators' programme was launched in 2015 with the aim of reaching out to and activating young NEETs, who are not registered with the PES. Youth Mediators are formerly unemployed young people registered at the PES who have been

 $^{^{16}}$ Council Recommendation of 22 April 2013 on establishing a Youth Guarantee (2013/C 120/01).

specifically trained for this role. They act as intermediaries between inactive young people and public institutions that provide social, health, educational and other services.

Good coordination of activities of different stakeholders is important. Various institutions (such as PES, police, probation officers, mobile youth workers, sport associations, schools, youth organisations, NGOs, social partners, public institutions including health and social security institutions) can play an important role in developing or enhancing outreach and awareness-raising strategies, for example in supporting the identification of those at risk of becoming NEETs, reaching out directly to young people, or exchanging information and research. An approach to integrated service delivery has been developed in Croatia though Centres for Lifelong Career Guidance (CISOKs). CISOKs were established in 2013 to provide individual and tailored services to users, in particular young people, based on their individual needs. Each centre provides a mix of different services (i.e. self-help, staff assistance, and individual guidance).

Participants highlighted a need for better data about the population of young people to improve/tailor policies according to their profile. Participants also commented on YEI and ESF indicators, which focus mainly on employment results and were not measuring soft outcomes of support (such as increased autonomy, improved self-esteem/motivation), even though these are sometimes more relevant for young people with multiple barriers. As a result there is a risk of service providers 'cherry picking' the young people to meet the indicators/targets.

9.3 Recommendations

As a result of the discussions, participants made the following recommendations to support outreach and awareness-raising under the YG.

Do

- Tailor strategies and services to the different needs of young people, as the NEETs are a heterogeneous group.
- Design services in cooperation with young people and deliver outreach activities close to young people, in their normal environment.
- Remember the importance of the partnership approach and involvement of various stakeholders (local actors and employers).
- ✓ Link databases of different administrative systems (PES, social services, tax office, education) to identify NEETs or (if microdata are not available) to characterise the diversified population of young people.

Don't

- Deliver outreach and services for disadvantaged young people in a hurry. These require an individualised approach and take time.
- Forget that there are already different organisations involved in the delivery of support to young people with whom cooperation should be encouraged.
- * Hide away from responsibilities when working in partnership.
- Limit the accessibility of services though bureaucratic requirements for young people and providers.
- Only focus on indicators which should be met, and be more flexible on what is considered as positive outcome.

10 Strengthening cooperation between partners

10.1 Background



Cooperation with partners is key for effectively reaching out to different types of NEETs (in particular those who are not registered at PES), offering integrated support, better preparing young people for the needs of the labour market and securing high quality offers of employment, continued education, apprenticeship and traineeships. A proactive partnership approach is also important to design policies that are

tailored to the needs of different target groups of young people. From a strategic point of view, partnerships are also needed at European and national level to gain political support, develop adequate policies and ensure overall monitoring. The ethos of crosssectoral, inter-agency collaboration needs to translate into concrete action at local level. PES cooperation with employers, as well as between employers and education providers, is important to secure good quality offers for young people. Cooperation with social partners remains a challenge¹⁷. The involvement of youth organisations should be strengthened as it is crucial to ensure that activities are youth friendly and effectively reach young people that are further away from institutions.

10.2 Project examples and discussion items

Participants noted a number of key challenges in effectively engaging with social partners in the implementation of the Youth Guarantee. Changes and uncertainty in the political environment can diminish enthusiasm for participation in the Youth Guarantee. The role of the EU, and especially the Commission, in encouraging and sustaining policy continuity was identified as a strong way to counter this. Given the significant proportion of SMEs in the European labour market, successful engagement with them is especially important. However SMEs often focus on immediate priorities and typically lack HR/personnel management infrastructure of the YG. These issues could be addressed through pro-active engagement of business representative bodies in championing involvement, making a positive case for inclusive hiring practicing and `mentoring' companies to understand what they need and how they can support certain firms. Trade unions are also key in safeguarding the rights of young people in the workplace.

There is also a need to continue dialogue between companies and education institutions to ensure that skills match labour market needs. In Germany, Education Partnerships are set up between schools and companies, initiated by Chambers of Commerce. They foster cooperation between educational institutions and prospective employers, preparing pupils for the world of work and future apprenticeships. Workshop participants suggested that partners should collaborate to design programmes, establish success criteria and set targets with a shared score board. Partnership schemes should also have funding streams with common targets to encourage cooperation and desired outcomes. Listening to young people and understanding their perspective was also noted as both a crucial requirement for success and a major challenge. Obtaining ongoing feedback and user input from participating youth was proposed.

Workshop participants suggested early involvement of young people/youth organisations in the design of YG schemes is essential. Engaging directly with young people in schools and establishing 'Youth to Youth' approaches are essential to build trust of young people in measures and to create a sense of ownership. The German 'VET Ambassadors' initiative is considered to be a very good example of this: VET Ambassadors are apprentices from participating organisations who offer career advice and support to pupils based on their personal experiences. It is also important to address all youth, especially the most disengaged/disadvantaged, e.g. NEETs. These people are often less likely to participate in traditional structures, so in order to effectively reach them, outreach approaches such as "street work" and youth work, and the use of social

¹⁷ SWD (2016) 323 final. The Youth Guarantee and Youth Employment Initiative three years on.

media are key. Youth organisations are often in the best position to deliver such initiatives to reach hard-to-access young people. Developing safe spaces and systems that are accessible to vulnerable young people can only be done by involving young people as co-creators of the measures and listening to youth voices.

Public institutions involved in YG delivery are also important for identifying sectors and individual companies where YG measures could be offered. They could take on coordination roles and provide the framework to evaluate the quality of measures. Furthermore, YG delivery bodies are able to translate policy language into the local context to ensure that key messages are framed in a youth-friendly way. PES play a particular role in this regard.

10.3 Recommendations

As a result of the discussions, participants made the following recommendations to strengthen cooperation between partners under the YG.

- Do
 Have valid and meaningful consultations with young people that shape the measures. Consulting youth should not simply be a tick-box exercise.
 Involve young people in the design of the programme at an early stage, to ensure that the services they receive are tailored to their needs.
 Share a common success description with partners to ensure all are working towards the same objectives. Strong partnerships require cooperation and communication between stakeholders.
 Be aware of young people's social context, especially those facing multiple barriers that may have very specific needs and concerns.
 - Have unhealthy competition between delivery partners, who should instead be working towards a common goal.
 - Involve young people tokenistically, as it will be difficult to gain their trust and address their needs.
 - Focus on individual targets/short term outcomes; instead, remember to see the bigger picture.
 - Be narrow-minded and have pre-contrived ideas and perceptions of what young people might need.

11 Supporting young people facing multiple barriers

11.1 Background



There is a wide diversity within the population of young NEETs¹⁸. While for some young people being NEET is a temporary status, for others it can be a symptom of disadvantage and indicate disengagement from society as a whole. About half of the NEET population are economically inactive and not looking for a job, with large variations across Member States. This can result from a variety of factors, including family

responsibilities and health issues but also discouragement and a lack of incentive to register as unemployed. Young people's background is a determining factor. Providing

¹⁸ Eurofound (2016) Exploring the diversity of NEETs, Publications Office of the European Union.

tailored solutions to a diverse group of young people and making NEETs with complex needs a key target group proved to be a novelty and challenge in several Member States.

Despite significant efforts, the most vulnerable young people are under-represented among beneficiaries of the Youth Guarantee¹⁹. YG interventions often remain insufficiently adapted to the needs of those facing multiple barriers, such as poverty, social exclusion, disability and ethnic discrimination. This is the result of a number of factors, including a limited knowledge of the diversity of the NEET population and the specific needs of different NEET groups, as well as the lack of low-threshold offers, insufficient geographical coverage and the complexity of registration procedures²⁰.

11.2 Project examples and discussion items

Participants discussed the main practical challenges in successfully supporting young people facing multiple barriers. A fundamental challenge was how to place the needs of vulnerable young people at the heart of programme design. Vulnerable young people have varied, complex needs, and are often far from being job-ready when first engaging with programmes. Meeting success criteria required for funding programmes can be difficult when working in such a challenging environment. Young people in vulnerable situations frequently require a variety of professional assistance to resolve a number of barriers to integration. Those most in need of support and assistance often have the greatest chance of dropping out of programmes. As a result, there is a risk of "cherry picking" by organisations that may need to achieve certain numerical targets linked to funding. Personalised and intensive intervention can indeed be resource intensive and expensive to provide. Additionally, some of the most marginalised young people are not in contact with any official/state systems, making them hard to locate and connect with. Vulnerable young people can be initially sceptical of "official organisations" and, due to a lack of trust, are reluctant to engage. Bureaucratic structures and official language is something they are not familiar with and find it difficult to understand.

The Pulsa Project delivered by the Spanish Red Cross provides an integrated pathway to employment for disadvantaged youths. The scheme uses non-standard methods e.g. theatre, workshops, group games, robotics, to identify disadvantaged young peoples' strengths and empower and encourage them to participate in training and labour initiatives.

Participants also discussed some of the key success features of outreach measures and measures to retain and support young people. Successful programmes involve their potential customer/client groups at an early stage in genuine co-design, ensuring that consultation with young people is not simply a 'tick-box' exercise. A holistic approach is key to this, as illustrated by the Ung Komp initiative in Sweden, which uses multi-skilled teams, and a single point of contact/location to best meet the needs of vulnerable young service users. The initiative also focuses on pro-active interventions to address the complex issues faced by vulnerable, and often poorly motivated, young people, before clients embarked on further steps towards labour market integration.

Some programmes carefully designed funding streams and eligibility criteria to ensure the most vulnerable young people are targeted and prioritised. Strong political support to underpin policy commitments could also ensure that resources are available to meet the needs of the most hard to integrate youth. This was based upon recognition of the overall social benefits and return on investment from providing intensive individualised programmes, and the wider cost for society of failure to do so.

Programmes providing post recruitment support for both newly recruited young people and employers are considered to be key in resolving post recruitment problems and sustainable employment. This includes mediating services where counsellors could

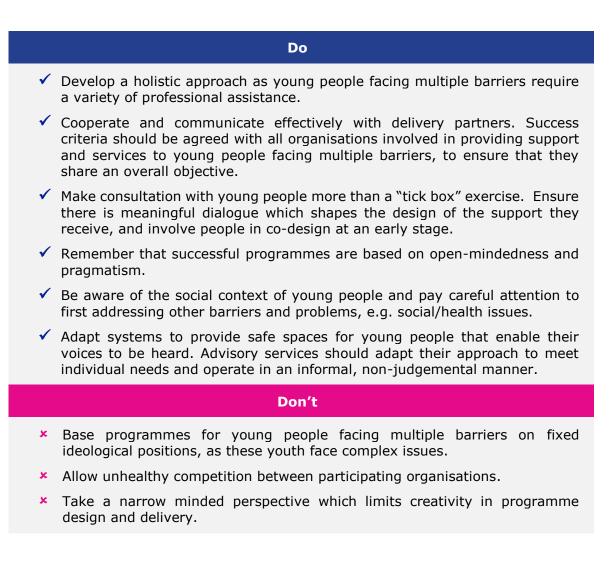
¹⁹ COM (2016) 646 final: The Youth Guarantee and Youth Employment Initiative three years on.

²⁰ SWD (2016) 323 final: The Youth Guarantee and Youth Employment Initiative three years on.

assist vulnerable young people in dealing with difficult issues emerging in the early stages of employment, and also helps to de-risk employers from the recruitment of young people with limited or no previous work experience facing social problems. Initiatives to attract socially responsible employers operating under a corporate social responsibility agenda added a positive dimension to employment initiatives targeting youth with multiple barriers to labour market integration.

11.3 Recommendations

As a result of the discussions, participants made the following recommendations to support young people facing multiple barriers through the YG.



12 Entrepreneurship opportunities for young people

12.1 Background



Promoting youth entrepreneurship is a priority in the EU's political agenda as a means to tackle youth unemployment and social exclusion, and is one of the eight areas of action addressed by the EU Youth Strategy. Entrepreneurship is increasingly encouraged across Europe as key to boosting competitiveness and growth. Instilling entrepreneurial spirit (initiative-taking, confidence, risk-taking, creativity and organisational

skills) is a way to empower young people to create their own opportunities and help them in their transition from school to the world of work. More than half of young Europeans are interested in becoming entrepreneurs, and over 40% believe it is feasible, but young people also report barriers to self-employment, including lack of financial resources, lack of opportunities to become entrepreneurs and lack of relevant skills.

12.2 Project examples and discussion items

Public sector schemes designed to give young entrepreneurs access to funding can have significant effects. In Italy, the financial instrument SELFIE – employment was launched in 2016 with support from the YEI to enhance self-employment among young people. Young NEETs have access to three types of interest-free loans (from EUR 5 000 up to 50 000) with a maximum reimbursement period of seven years, after six months of grace period. The Lithuanian Entrepreneurship Promotion Fund is an example of a funding scheme providing micro-credit (up to EUR 25 000) for unemployed, as well as young businesses operating less than a year. Both the Lithuanian and Italian offers are accompanied by support and training before or after providing the loan. One of the key messages emerging from the workshop was the need to combine financial support with technical assistance, such as self-assessments prior to giving the loan, training, and intensive mentoring in the early years of the operation of the new business.

An effective way of supporting the development of entrepreneurial skills is through entrepreneurship education in the school system. This requires partnership and cooperation between relevant stakeholders. Young people, including those that are hard to reach, may have good business ideas and there is a need to increase awareness of the possibilities for self-employment, including through closer cooperation between employment services, business support, schools and (micro) finance providers.

In addition, there is a need to target resources and services to help start-up businesses to survive and grow. Low-quality business ideas should not be supported. Schemes to support entrepreneurship should be flexible, client-oriented and accessible. Participants of the workshops suggested that small grant schemes could be provided to unemployed youth, with access to loans in the business development stage. However, other workshop participants questioned the approach to grants, and felt that the use of loans is more cost effective. Workshop participants also commented that reducing the administrative burden can have a positive impact on business creation.

12.3 Recommendations

As a result of the discussions, participants made the following recommendations to foster entrepreneurship opportunities under the YG.

Do Combine non-financial services and financial support. This includes screening and preparation before finance is given, providing training, mentoring and support for a significant period. ✓ Collaborate with schools: entrepreneurship education should be provided within schools to create an entrepreneurial mind-set at an early stage. Have a regulatory environment that allows for flexible, client-oriented and \checkmark accessible schemes to avoid high operating costs and high interest rates on loans. \checkmark Raise awareness among PES and other stakeholders of the value of entrepreneurship and inform about the possibility of using YEI and ESF support. Communication activities should also inform young people about the support available and motivate them to apply, including the hardest-to-reach. \checkmark Cooperate with experienced stakeholders (for example PES, trade unions, chambers of commerce, finance intermediaries) to help manage/share the risk.

Don't

- Develop policies in isolation.
- Support low quality business ideas. Business failure could stigmatise young people and should be addressed in advance by informing about survival rates of companies of young people and offering second chance instruments later on in life.

13 Further reflections from participants

As a result of the workshop discussions, and feedback given by participants, the following reflections can be drawn.

Coordinate efforts

Inspired by the workshops participants wanted to strengthen the cooperation between various partners involved in the implementation of the Youth Guarantee by formalising the partnerships or strengthening the role of outreach and awareness raising in updated Implementation Plans. Key to better cooperation between partners is a common understanding of challenges, targets and joint pathways to success. Partnership approach is crucial for delivery of quality offers of employment, traineeships, apprenticeships (cooperation with employers), education (cooperation between schools and PES).

Include youth

KEY TAKEAWAYS

Young people should be involved in the design of services and in outreach activities. Initiatives should create a space for young people's voices to be heard or have more young people representation in partnerships, at the national & local level.

Apply holistic approach



Create multi-competence teams that provide holistic support for young people facing multiple barriers and those who plan to establish their own company. Staff dealing with young people should be well trained and equipped with tools allowing them to provide good quality support and offers.

Be accessible

The services should be available in close proximity of young people, giving young people necessary time and attention, delivered in a youth friendly (jargon-free) language.

Use data

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In the scope of Youth Guarantee there is a need for better access to data on NEETs and sharing of information across stakeholders to develop tailor made policies.

14 Annex 1: Agenda



Youth Guarantee Learning Forum

26-27 October 2017, Brussels (Belgium)

THURSDAY, 26 OCTOBER

REGISTRATION						
13:30 - 14:00	Arrival, welcome coffee					
WELCOME STATE	MENTS INTERPRETATION FORESEEN FOR EN, FR, DE					
14:00 – 14:10	Welcome, Stefan Olsson, Director, "Employment", European Commission, DG Employment, Social Affairs and Inclusion					
14:10 – 14:15	Video message, Marianne Thyssen, Commissioner for Employment, Social Affairs, Skills and Labour Mobility					
14:15 – 14:30	Opening statement , Michel Servoz, Director-General, European Commission, DG Employment, Social Affairs and Inclusion					
PLENARY 1: THE YOUTH GUARANTEE FOUR YEARS ON: LESSONS LEARNT AND THE WAY FORWARD						
INTERPRETATION	FORESEEN FOR EN, FR, DE					
14:30 – 15:45	Moderator: Max Uebe, Head of Unit "Employment Strategy", DG Employment, Social Affairs and Inclusion Discussants					
	Ilze Zvidrina, Chair of the Employment Committee Fons Leroy, Chair of the Network of European Public Employment Services Jacques Brosius, Youth Guarantee Coordinator, LU Zuzana Vanecková, – European Youth ForumEuropean Youth Forum					
BREAK						
15:45 – 16:15	Coffee Break					
PLENARY 2: THE	YOUTH EMPLOYMENT INITIATIVE: EXPECTATIONS FOR THE INCREASE AND BEYOND					
INTERPRETATION	FORESEEN FOR EN, FR, DE					
16:15 – 17:30	<u>Moderator</u> : Loris Di Pietrantonio, Head of Unit "ESF and FEAD: Policy & Legislation", DG Employment, Social Affairs and Inclusion)					
	<u>Discussants</u>					
	Louis Vervloet, Head of ESF Managing Authority BE-Flanders Sabina Špehar Pajk, Program Administrator, 'First Challenge', SI Massimiliano Mascherini. EUROFOUND Salvatore Pirrone, Director General, Agenzia Nazionale Politiche Attive Lavoro, IT					
17:30 – 19:30	Break					

19:30 – 22:00	Dinner & Possibilities for Networking						
FRIDAY, 27 OCTOE	BER						
ARRIVAL							
08:30 - 09:00	Welcome coffee						
09:00 - 09:15	Plenary: Introduction to the Workshops: M European Commission, DG Employment, So	lax Uebe, Head of Unit, "Employment strategy", cial Affairs and Inclusion					
FIRST ROUND OF WORKSHOPS (4 PARALLEL WORKSHOPS INCLUDING COFFEE BREAK)							
INTERPRETATION	NTERPRETATION FORESEEN FOR EN, FR, DE FOR 1 OUT OF 4 WORKSHOPS						
09:15 – 11:45	1.Outreach and awareness raising	2. Quality employment					
	Youth Mediators, BG - Elka Dimitrova and Teodora Mateeva Lifelong Career Guidance Centres, HR -	Employment Subsidy Programme for secondary and post-secondary graduates, CY - Eleftheria Christodoulou					
	Aleksandra Gavrilović	JobPlus Youth, IE - Des Henry					
	3. Strengthening cooperation between partners	4. Quality education					
	EU-level social partners' Framework of	Young Adults' Skills Programme, FI - Erno Hyvönen					
		PES cooperation with the education sector, DE - Stefan Schließke					
	Education & Business Cooperation, DE - Martin Frädrich						
11:45 – 12:15	Report from first round of workshops						
LUNCH							
12:15 – 13:45	Lunch break						
SECOND ROUND C	OF WORKSHOPS (4 PARALLEL WORKSHOP	PS)					
INTERPRETATION	FORESEEN FOR EN, FR, DE FOR 1 OUT OF	F 4 WORKSHOPS					
13:45 – 15:45	5. Supporting young people facing multiple barriers	6. Quality traineeships Traineeship First, BE - Aline Bouton					
	PULSA Employment, ES - Eva Chimeno	Employed Graduates, CZ - Anna Burjánková					
	Guarantee for Youth, FR - Virginie Hassan						
	Multi-competent teamsSE- Carolina Gianola						
	7. Entrepreneurship opportunities for young people	8. Quality apprenticeships Apprenticeship Toolbox, AT, DE, DK, LU, CH -					
	SELFIEmployment, IT - Martina Rosatto	Verena Schneider					
	Entrepreneurship Promotion Fund, LT - Asta Slapšienė	Baltic Alliance for Apprenticeships - Ilze Buligina					
15:45 – 16:00	Coffee break						
16:00 – 16:30	Report from second round of workshops						
CLOSING PLENARY							

16:30 – 16:45 Concluding Remarks: *Elodie Fazi, Team Leader, Youth Employment Team, European Commission, DG Employment, Social Affairs and Inclusion*

15 Annex 2: List of practices

The practices referenced in this paper and listed below have been published at http://ec.europa.eu/social/main.jsp?catId=1327&langId=en

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