



Mutual Learning Programme Thematic Paper

Are they working?:

A review of approaches to supporting young people into work

Peer Review on 'Youth unemployment: how to prevent and tackle it?'

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1. Executive summary

Youth unemployment is a structural issue, and in addition young people have been particularly affected by the economic recession. Youth unemployment rates rose in all the Member States after 2007, and in a number of countries youth unemployment remains at more than twice the 2007 level. The propensity for young people to be long term unemployed (12+ months) has also risen. Unemployment rates are relatively high amongst young people at all levels although the picture varies across the Member States. Croatia and Greece have very high rates of youth unemployment, with a large proportion of long term unemployed. Portugal and Spain have very high youth unemployment and NEET rates. Long term unemployment is a particular issue for young people in Bulgaria, Ireland, Italy and Slovakia.

In general, young people with low or basic levels of skills (levels 0-2) are most at risk of unemployment, including long term unemployment, due to both the current economic crisis, and structural decline in demand for these skills. However, the recession has affected young people with higher-level qualifications as well as those with low skills.

Increased unemployment has been accompanied by rising inactivity: with a wide variation in annual average activity across countries. However, surveys show that most young people who are not in education, employment or training (NEET) would like to work.

The EU endorsed the principle of the Youth Guarantee in April 2013, has adopted an early school leaving target and is supporting measures to help address youth unemployment and enhance mobility through a variety of funding streams. EU countries are currently developing national Youth Guarantee Implementation Plans¹. Successful implementation will require a high degree of coordination between stakeholders (employment, education and training, and other sectors such as health, social services and voluntary and community organisations).

Young people are a heterogeneous group and Member States have implemented a wide range of initiatives to support labour market integration and address issues of youth unemployment. Policy initiatives are targeted to different groups and needs, particularly in relation to the stage of education of the individual and their point in the journey towards the labour market, or readiness to enter employment. Intervention points include during compulsory schooling, and at key transition points in post compulsory education and between education and work, as well as once young people enter the labour market. At the same time, raising the employability of young people and removing barriers to employment are common themes, which are particularly addressed through work experience and dual training. The review of measures suggests that:

- Trying to keep young people in the education system by identifying and tackling any problems or barriers they face is a general goal. Measures include offering additional support to stay in mainstream education and training, or through alternative provision. Preventative measures can be most effective when underpinned by diagnostic systems to target resources where it's most needed (at both the school and individual level). The provision needs to be

¹ The EU encourages national budgets to prioritise youth employment and will top-up national spending on schemes through the ESF and Youth Employment Initiative.

motivating to disengaged young people (which could mean a vocational focus, alternative teaching and learning, and work-related experiences).

- Reintegration approaches to NEET young people tend to combine a mix of approaches linked to the mainstream provision and in dedicated provision. Some strategies are targeted at especially disadvantaged or hard to reach groups of young people. Success factors include: systems for tracking and following up young people or outreach; commitment to early intervention (eg. Youth Guarantee); individual action planning underpinned by tailored/flexible services and sign-posting; a focus on coordination of services and accessibility of services (labour market, education/training, other); career direction/focus and vocational skills and employability skills development; linking to recognised/accredited qualifications and building direct routes from training into jobs (eg. apprenticeships). Key obstacles are some young people's disengagement with education and training system; and difficulties engaging employers/getting enough employer placements.
- The most successful PES services for unemployed young people are those that take a case management approach with a focus on improved job matching. Schemes which include training and follow-up help to promote long term outcomes for young people. The barriers to success include problems in securing employer involvement/jobs (particularly in poor economic conditions).

Key challenges include: building high quality sustainable solutions rather than 'quick fixes'; building partnership and co-ordination arrangements; tailoring to individual needs and circumstances and local labour market; and maximising the labour market relevance of programmes.

2. Introduction

2.1 The position of young people on the labour marker

This section summarises data on the employment situation of young people across the Member States, and looks at the trend before and after the economic crisis. Graphs and tables to support the commentary, showing the position in the Member States, are given in Annex 1.

- **Youth unemployment is high overall but there are very large differences in the rates of across the Member States.** The latest comparable data for 2012 shows that well over a fifth (22.9%) of economically active young people aged 15-24 in the EU28 Member States were unemployed. EU28 unemployment of 15-19 year olds in 2012 was even higher (28.2%). As shown in Figure A.1 in Annex 1, youth unemployment varies between Member States and in countries with the highest youth unemployment, the rate of unemployment of 15-24 year olds in 2012 was 4-5 times that in countries with relatively low rates. Table 1 suggests that exceptionally low youth unemployment rates are found in the countries with strong prevalent vocational training provision (Austria, Germany, and the Netherlands). The highest rates correlate to countries with relatively poor economic conditions (Croatia, Greece, Portugal and Spain).
- **Youth unemployment is a structural issue, and in addition young people have been particularly affected by economic recession.** Unemployment rates tend to be higher amongst young people than for the totality of working age individuals. In 2007, 15-24 year olds had an unemployment rate more than twice the overall rate (15.5%, compared to 7.2% of the economically active population aged 15-64 years). As shown in Figure A.2 in Annex 1, overall young people were particularly affected by the economic crisis after 2007: in 2012 the rate of

unemployment amongst 15-24 year olds was up 50% on the 2007 figure in EU28 countries (compared to an increase in overall unemployment for 15-64 year olds of 47%). Youth unemployment rates rose in all the Member States after 2007, and in a number of countries youth unemployment remains more than twice the 2007 level (Ireland, Lithuania, Spain, Cyprus, Latvia, Greece, Portugal, Estonia). As Figure A.2 in Annex 1 shows however rates of youth unemployment appear to have peaked in some Member States. The 2012 figure was the same or slightly below the previous year in Lithuania, Latvia, Estonia, Denmark, UK, Finland, Romania and Germany.

- **Young people with higher levels of qualifications are more likely to be employed:** the employment rate across EU28 was only 20.4% for young people aged 15-24 years with basic and low level skills, compared to 43.4% of those with Upper secondary and post-secondary non-tertiary education (levels 3 and 4) and 54.5% of those with First and second stage of tertiary education (levels 5 and 6).
- **To an extent, the high rates of unemployment amongst young people reflect difficulties in finding jobs.** Figures on the total number of young people in work show a reduction of around 3.8 million young people in employment in the last five years (the total for EU28 fell from 22,603,500 15-24 year olds in employment in 2008 to 18,839,300 in 2012). The largest fall in the numbers of employed young people was in Spain, Greece, Ireland, and Latvia. The EU28 employment rate of 15-24 year olds fell to 32.8% in 2012 (down from 37.2% in 2007)². The employment rate for males fell to 34.7% (from 40.3%) and the rate for females fell to 30.7% (from 34.1%).

Table 1: Overview of Member States' performance against key indicators

	Rate of youth unemployment (2012)	Share of unemployed youth who are long term unemployed	NEET Rate	Annual % growth in Real GDP in 2012
Austria	BELOW	BELOW	BELOW	Positive (BELOW)
Belgium	MID	MID	MID	Negative (MID)
Bulgaria	MID	ABOVE	ABOVE	Positive (MID)
Croatia	ABOVE	ABOVE	MID	Negative (MID)
Cyprus	MID	MID	MID	Negative (MID)
Czech Republic	MID	MID	MID	Negative (MID)
Denmark	MID	BELOW	BELOW	Negative (MID)
Estonia	MID	MID	MID	Positive (ABOVE)
Finland	MID	BELOW	MID	Negative (MID)
France	MID	MID	MID	No change (MID)
Germany	BELOW	MID	BELOW	Positive (MID)
Greece	ABOVE	ABOVE	ABOVE	Negative (BELOW)
Hungary	MID	MID	MID	Negative (MID)
Ireland	MID	ABOVE	ABOVE	Positive (MID)
Italy	MID	ABOVE	ABOVE	Negative (MID)

² The employment rate is the percentage of employed persons in relation to the comparable total population.

Latvia	MID	MID	MID	Positive (ABOVE)
Lithuania	MID	MID	MID	Positive (ABOVE)
Luxembourg	MID	MID	BELOW	Positive (MID)
Malta	MID	MID	MID	Positive (MID)
Netherlands	BELOW	BELOW	BELLOW	Negative (MID)
Poland	MID	MID	MID	Positive (MID)
Portugal	ABOVE	MID	MID	Negative (BELOW)
Romania	MID	MID	MID	Positive (MID)
Slovakia	MID	ABOVE	MID	Positive (MID)
Slovenia	MID	MID	MID	Negative (MID)
Spain	ABOVE	MID	ABOVE	Negative (MID)
Sweden	MID	BELOW	BELOW	Positive (MID)
UK	MID	MID	MID	Positive (MID)

'BELOW' means the country figure is below one standard deviation from the average

'MID' means the country figure is within one standard deviation +/- the average

'ABOVE' means the country figure is greater than one standard deviation from the average

Average calculated on EU28 Member States scores

- The reductions in young peoples' employment have been accompanied by sectoral changes.** Figure A.3 in Annex 1 shows total EU28 employment of 15-24 year olds in 2008 and 2012 by sector of economic activity. Youth employment has fallen across all sectors and the largest fall was in Construction (NACE F) where employment of 15-24 year olds fell by 35%. The largest share of young people's employment is in Wholesale trade, retail trade, transportation, storage, accommodation, food service activities (NACE categories G, H and I) which fell by 14% in 2012 compared to 2007. The share of youth employment in the Wholesale and related sector has increased over time (representing 35% of employed 15-24 year olds in 2012). There was relatively small fall in employment of 15-24 year olds between 2008 and 2012 in Public administration, defence, education, human health, social work activities (O, P and Q) (down 6%) and the share of youth employment in this sector increased by two percentage points (accounting for 16.5% of employment of 15-24 year olds in 2012 compared to 14.5% in 2008). The smallest change in youth employment during the period was in Agriculture (NACE A), but this sector accounts for a relatively small proportion of young people's employment overall (4% in 2012). High temporality rates (the ratio of temporary versus permanent workers) have been highlighted as a feature among employed young people, often linked to job instability and poor progression/training opportunities. This is a particular issue in some countries such as Spain and Portugal where the overwhelming majority of new contracts for new labour market entrants are fixed-term.
- Not only has unemployment increased overall, the **propensity for young people to be long term unemployed (12+ months) has also risen**: the EU28 figure suggests that nearly a third of unemployed young people age 15-4 years were long term unemployed in 2012 (32.6%), up from just over a fifth in 2007 (22.3%). Bulgaria, Croatia, Greece, Ireland, Italy and Slovakia had the highest relative share of young long term unemployed in 2012. However as shown in Figure A.4 in Annex 1, the trend varies across the Member States. The largest relative increases since 2007 in the share of young employed who had been unemployed for 12+ months was in Spain, Ireland, Latvia and the UK.

- **In general, young people with low or basic levels of skills (levels 0-2) are most at risk of unemployment**, including long term unemployment, due to both the current economic crisis, and structural decline in demand for these skills. Figure A.5 in Annex 1 shows the pattern across Member States: the rate of unemployment young people with level 0-2 education was twice that for qualified young people in Slovakia, Czech Republic, Sweden, UK, Belgium, Finland and Malta.
- **The recession has affected young people with higher-level qualifications as well as those with low skills.** Unemployment rates are relatively high amongst young people with Upper secondary and post-secondary non-tertiary education (levels 3 and 4), and First and second stage of tertiary education (levels 5 and 6), including exceeding the rates for low qualified young people in some countries (Greece and Romania).
- **Increased youth unemployment has been accompanied by rising inactivity.** Along with availability of jobs, an important factor in unemployment of young people is the rate of economic activity which determines the numbers in the labour force. The large number of young people who are not in work or seeking a job are not part of the economically active population used to calculate the unemployment rates (which explains why unemployment of young people tends to be higher for than adults³). The EU28 annual average activity rate for 15-24 year olds stood at 42.5% in 2012, down from 44.1% in 2007⁴. There was a wide variation in annual average activity across countries, ranging from below a third of young people in Hungary, Luxembourg, Greece and Lithuania to well over half in Germany, Malta, UK, Denmark, Austria, Netherlands. The proportion of young people aged 15-24 years who were not in employment and not in any education and training in 2012 stood at 12.9% in 2012 (3.0% of 15-17 year olds and 13.1% of 18-24 year olds). The overall figure had increased by over two percentage points from 10.9% in 2007. Bulgaria, Greece, Ireland, Italy and Spain have exceptionally high share of NEETs.
- **The qualification profile of the NEET group varies greatly between Member States.** Across the EU28 in 2012, 6.0% of those with low/basic skills (level 0-2) were NEET, compared to 7.1% of those with upper secondary, post-secondary non-tertiary, first and second stage of tertiary education (levels 3-6). The share of the NEET rate represented by young people at different levels of education varies between Member States as shown in Figure A.6 in Annex 1. Young people with low/basic skills (level 0-2) represent over half of the NEET rate in Spain, Malta, Germany, Denmark, Netherlands, Austria, Portugal, Belgium and Luxembourg.
- **Most people in the NEET group would like to work.** Table A.1 in Annex 1 below shows the rates of NEET by labour market status and work status (15-24 year olds). Overall in EU28 in 2012 over half of NEETs were unemployed (47% inactive). 73% of persons would like to work (seeking employment or not). However, these figures mask large variation between Member States. The inactive population represents the major share of NEETs in Bulgaria, Netherlands, Denmark, Romania, Germany, Belgium, Italy, Finland and Hungary (although active job seeking tends to be lower).

³ The unemployment ratio of 15-24 year olds (number of unemployed as a proportion of total population of that age) is below the unemployment rate: 9.7% in 2012 across the EU28 (compared to 6.8% in 2007).

⁴ The activity rate is the share of the population that is economically active.

2.2 EU labour market initiatives targeting young people

This section briefly summarises the policy context of relevant EU initiatives targeted at young people.

The EU Employment Guidelines and 2020 targets emphasise the importance of support to young people through both employment and education. Reducing early school leaving has been identified as being central to boosting employment prospects and a target has been set at EU level to reduce school drop-out to 10% (provisional figures for 2012 put this at 12.8%⁵). A wider EU target of achieving a 75% employment rate for the working-age population (20-64 years) has been set. The Commission has made Country Specific Recommendations for young people, focusing on structural reforms in the Member States (summarised in Table 2). There is a structural need for measures to integrate young people into the labour market, as well as the for specific efforts to mitigate the impact of the crisis, both of which will be impacted by surrounding economic and labour market conditions.

A key strand of the European Commission's approach to addressing the needs of young people is the Youth Guarantee (adopted by the Council of Ministers on 22 April 2013⁶), which aims for all young people up to age 25 to have a quality offer of a job, continued education, an apprenticeship or a traineeship within four months of leaving formal education or becoming unemployed⁷. The idea of the Youth Guarantee builds on the success of early intervention measures which have been underway in some Member States for some time, often alongside a guarantee of a place in post-16 education or training. Experience in Finland in particular has informed the recommendations on a Youth Guarantee. There have been similar schemes for some time in Sweden, Austria, Denmark, Germany, Norway, the Netherlands and Poland. Implementation will require a high degree of coordination between stakeholders. The European Social Fund (ESF) will support the implementation of the Youth Guarantee (and other measures to tackle youth unemployment), along with Member State fiscal investment. From September 2013 the new Youth Employment Initiative (YEI) will also target additional financial support on NEET young people up to age 25 (and over in some cases) in regions experiencing youth unemployment rates above 25% (funded through a new budget line and ESF national allocations).

Table 2: European Commission Country Specific Recommendations 2013⁸

Theme	Recommendations	Made for:
Early intervention	Recommendations along the lines of the agreed EU Youth Guarantee	17 Member States
Easing the transition from education to work	Reforming vocational and educational training (VET) programmes by increasing their labour market relevance through a stronger work-based learning component and accelerating the reform of apprenticeships.	16 Member States
Combat youth unemployment	Active labour market policies, reinforcement of public employment services and support for training and apprenticeship schemes.	19 Member States

⁵ http://epp.eurostat.ec.europa.eu/portal/page/portal/europe_2020_indicators/headline_indicators

⁶ [MEMO/13/152](#)

⁷ Member States are expected to draw up Youth Guarantee Implementation Plans (YGIPs). Countries with the highest youth unemployment eligible for the Youth Employment Initiative must submit plans by the end of December 2013 and others by spring 2014.

⁸ COM(2013) 447 final, MEMO/13/458

Labour costs measures	Labour costs to be kept in line with productivity growth	7 Member States
Equality measures	Assistance to women and disadvantaged groups to stay in or return to the labour market	23 Member States

Other Commission initiatives include:

- Youth on the Move: a package of policy initiatives on education and employment for young people in Europe as part of the Europe 2020 strategy. The EURES job search network aims to facilitate labour mobility, and Your First EURES job mobility scheme: a pilot project to test tailor-made services combined with financial support to young people aged 18-30 to find a job in other Member States⁹. It provides information, a job search and recruitment function, placement support, information on courses and travel and settlement expenses, and a contribution to integration in the case of SME employment.
- The Programme for Employment and Social Innovation (EaSI) has young people as a priority group, and will provide additional direct funding of between €5-9 million a year to support targeted small-scale initiatives to deal with vacancies in certain occupations and sectors in Member States through recruitment campaigns and job matching¹⁰.
- The European Alliance for Apprenticeships, which aims to improve the quality and supply of apprenticeships, with the support of employers groups and trade unions (a proposal on a Quality Framework for Traineeships is planned for December 2013).

3. Measures to prevent and tackle youth unemployment and NEETs

3.1 Preventative measures

Ensuring pupils stay in school as long as possible and leave with at least a minimum skill and competence level is a key objective in most countries. Such preventative measures are seen as an attractive option from the point of view of tackling youth unemployment and those not in employment, education or training (NEETs) from the earliest stage, since a poor experience of education and low qualification levels predict subsequent low integration in the labour market. Keeping young people engaged in education and training boosts attainment supporting positive outcomes for individuals and also having overall economic and social benefits (OECD, 2010). Across Member States there are very many interventions (for example, over 80 measures to tackle early school leaving were reviewed for a recent report (European Commission, 2012a). Two main strands can be identified and are discussed here:

- Integrating **support for 'at risk' young people into existing provision**: i.e. measures to support young people while still at school. Specific programmes providing additional academic support for under-performing students can be found in most Member States and some measures link to labour market (as well as educational) outcomes. Indeed supplementary tuition and teaching support (e.g. teaching assistants) appear to be increasingly common, and examples of specific programmes providing additional academic support for certain groups of 'at risk'

⁹ Minimum 6 months contract in accordance with national labour law

¹⁰ see MEMO/13/628

students can be found in some cases (eg. Roma children in Hungary). Some preventative measures try to smooth the pathway to work for young people by enabling them to gain skills and competences which are valued by employers. In some countries **employability schemes** are run alongside vocational provision (ie. training provision or work experience designed to build young people's employability by developing practical cross-cutting skills valued by employers such as time-keeping, team skills, technical skills and self-management). For this approach to work, early identification, data sharing and strong stakeholder co-operation are important.

- **Offering alternatives:** i.e. offering alternative learning opportunities for pupils at risk of dropping out or of unemployment, usually based on alternative teaching methods and practices designed to be more appropriate and engaging to those with a poor experience of mainstream education. The rationale for alternative provision is to address disengagement by some young people with traditional teaching and learning methods. Characteristics include a flexible curriculum which brings together academic, practical and vocational learning, and different supportive 'non-traditional' learning environments. Examples of providing alternatives for young people are found both within the school environment (Box 1), linked to mainstream provision (Box 2) and in dedicated provision (discussed below).

Alternatives are sometimes combined with measures for NEETs (as well as early school leavers). People in the NEET group may suffer negative consequences for (or have underlying conditions in) their physical and mental health, relationships and are at risk of unhealthy or criminal behaviour which further affects their future prospects (OECD, 2010). The examples below show that the types of preventative measures vary and different Member States have prioritised different target groups of young people, with differences in terms of the approach to how schemes are funded and their scale of operation and complexity. The literature on preventative measures highlights lessons:

- Specific support to individuals can be backed up by general moves to improve careers and labour market **information, advice and guidance** to young people. For example, in Hungary, the PES provides training for school teachers on delivering advice and guidance support, whereas in Germany, for example, this guidance is delivered directly by PES to young people in the final years of schooling.
- The main strength of alternative learning environments is that they have been shown to revitalise young people's interest in education including those who have rejected mainstream schooling, and give young people **practical skills and experiences** to help in the transition to employment and holding down a job (such as writing a CV and work experience). The opportunity is provided in this context for a more **holistic approach** to young people with specific needs and barriers to enable them to move on to further education, training or employment (in the Production Schools example below there is a combined offer of personalised learning, together with social and pedagogical support and practical experience).
- Targeting support at the point of **educational transition** is an element of the approach to working with people who have dropped out of education, or are at the point of transition without a clear career direction, especially for those who do not continue into upper secondary level. As in the example in Box 2 transition support can help young people to consider their options, motivate them and increase self-efficacy to manage their career and a way forward through tailored activities matched to their needs and aspirations.

- There is some suggestion that where vocational education is 'low status', **company-based approaches** may be more attractive to the target groups. In countries where the tertiary pathway is more valued, work may be required to persuade students, parents and in some cases employers of the value of the vocational pathway, whether it is delivered in vocational schools only or as a dual pathway. An approach in Italy, set up with the support of the Chambers of Commerce, has been to give secondary level pupils over the age of 15 (and up to age 18) the option of alternating periods of study in school with periods of work experience with an employer which has potential benefits in motivating young people and boosting employability. However whilst anecdotal evidence is positive, the overall benefits of this scheme are difficult to evaluate...

Box 1: Alternative learning measures in schools in Hungary

Brief description: *Springboard* targets students with a history of dropping out of school. Individual development plans are agreed by the student, parent and teacher. Most funding was allocated to preparing teachers to deliver the agreements and the creation of dedicated classrooms to deliver the scheme. The new provision was designed to be different to mainstream schooling, with smaller classes and a modular curriculum which includes practical skills, and work-experience (eg. job shadowing).

Aims: To reduce early school leaving by encouraging students to continue with the ninth grade of VET, and to enrol in tenth or eleventh grade or other training or employment. The scheme was designed to be delivered through new methods of teaching, backed up by training of teaching staff and new learning environments.

Results: Springboard was considered to be successful but is small in scale (15 schools out of a planned 19 took part). Early school leaving was reduced in the participating schools. Drop-out rates were less than half of the average for these types of schools (11-14% versus 30%). 89% of participants continued in education after the programme and 67% were still in education or training a year later. 7% went into employment after the programme (4% were unemployed). An independent cost-benefit analysis of the scheme concluded it was value for money and cost-effective.

Strengths of the approach: An holistic approach tacking account of individual needs and issues faced by young early school leavers, which helps them to identify barriers faced and solutions. A benefit of the approach to funding for classrooms and teacher training is that the skills and resources put in place in schools will be sustained beyond the funding. Networking between schools was useful and is likely to continue.

Source: Eurofound, 2010c

Box 3: Personalized transition support in Finland

Brief description: *Career Start* targets pupils who have dropped out of or did not progress to upper secondary level vocational and educational training (VET). The initiative is delivered through tutors who work with participants to design an individual development plan. The plan of activities under the programme can last 20 to 40 weeks and activities could include vocational 'tasters', study skills/development, vocational and life skills training and short periods of workplace training. In its present form the programme has become an integral part of the work of the VET schools (in response to difficulties in integrating participants back into the mainstream where the programme was delivered separately in the pilot phase).

Aims: To motivate and enable young people to progress in education by supporting their decision making on a career path (90% are expected to move on to further

studies, mostly VET).

Results: Drop-out rates are relatively high for VET courses and there is significant demand for the programme. Evaluation of a pilot phase concluded that one in four eligible young people took part and as such the scheme had made an important contribution to reducing unemployment and social exclusion. 70% took up a study or training place or found a job within one year.

Strengths of the approach: Targets support at the point between lower and upper secondary education – this is considered to be a particularly important transition stage where young people are vulnerable to drop out.

Source: Eurofound, 201b

3.2 Tackling NEETs

In recent years EU Member States have been actively engaged in policy measures aimed at increasing the employability and addressing the barriers faced by groups of disadvantaged young people. There are differences in the extent to which measures aim to tackle the barriers to work presented by a lack of work experience, lack of skills/qualifications, other skills needs (e.g. need for transferable and employability skills) or other/personal barriers including disengagement. To an extent the approach relates to the labour market context (for example, where high rates of unemployment exist alongside hard to fill job vacancies the focus may be more on opening up job opportunities rather than training). Previous commentators have noted five main subgroups within the NEET population: 'conventionally' unemployed young people (the largest subgroup); young people who are waiting for opportunities to match their particular aspirations; inactive young people (which could include young carers, young people with family responsibilities); disengaged young people who are not seeking jobs or education (including people with anti-social lifestyles); and 'voluntary' NEETs (including 'gap year' students and people constructively engaged in other activities) (European Commission, 2012c). This section focuses on measures to reach out and ensure they gain access to support services (e.g. through outreach activities and engagement in second chance schools etc). It should be noted that there a high degree of crossover of strategies for NEETs with measures for school drop outs and unemployed young people (discussed in other sections).

The following broad approaches can be identified:

- **Adapting general training provision** with a view to opening up places to even the most disadvantaged young people. Two schemes in Austria have sought to make Apprenticeship training more accessible to and supportive of young people with particular labour market integration challenges (Box 3). These schemes are based on adapting 'mainstream' accredited training to better cater for young people with complex needs and are a way of providing individualised support to the young person during their learning pathway (including assigning them with a support worker). Measures linked to getting young people into apprenticeship places are estimated to be underway in a third of Member States (European Commission, 2012a). It should be noted that some countries have examples of second and third level training measures for NEETs (for example the Higher Level Apprentices scheme in Italy, although this is small scale).
- **Alternative education provision** (as is also the case in Austria, see Box 4). Systems of 'second chance' education are in place in most European countries, often in partnership with NGOs, and providing the chance to both re-enter education, and get practical training. These take many forms however. Examples

include an offer for up to a year's basic skills training for 18–25s in France; formal and non-formal adult education opportunities in Sweden; evening schools exist in Cyprus, Latvia and Romania distance learning in Hungary, dual certification courses and mobile provision for travellers in Portugal; new VET study places for former early school-leavers in Estonia.

- Putting the focus on **entry to jobs** through eg. subsidised employment. The rationale for these schemes is that lack of work experience is a key barrier for some young people who can benefit from exposure to the world of work, whilst providing employers with an opportunity to give someone the chance of a permanent job (such as the New Start scheme in Sweden).
- **Reintegration initiatives**, offering more holistic or 'one stop shop' services with a focus on social as well as labour market outcomes and **tailored services and signposting** (discussed further below). The probability of entering the NEET group is linked to other factors related to relative disadvantage, including low income; having unemployed parents; poor health and disability issues; migrant status; living in a remote area, low educational background in the family. Pre-apprenticeship and preparatory training may be required for more disadvantaged and vulnerable low-skilled youth with literacy, numeracy, language and other social supports integrated as required. 'One-stop-shop' approaches are a way of bringing coordination to the process of diagnosing needs, setting up individual action plans, and mobilising a range of support (as discussed below). Some schemes combine a mix of welfare and skills/training provision.

The results of schemes for the NEET group are difficult to compare because needs are not homogeneous – some groups have complex needs and barriers. In general ALMP programmes for young people have lower outcomes than for adults (Kluve, 2010, p. 915) but in many cases are considered successful given the considerable challenges faced by many individuals. Some conclusions in relation to tackling the NEET phenomena and supporting individuals are identified here:

- Successful measures for young people are characterized by: early intervention; tailor-made and comprehensive approaches; building general transferable skills; employability and relevance to labour market opportunities; removing practical and physical barriers to the labour market (European Commission, 2011).
- NEET risk and subsequent risk of social exclusion is a structural issue and much provision is part of the mainstream rather than a crisis measure in response to economic down-turn. For example, the **long term nature** of the Production Schools and the scale of operation are considered important in addressing a genuine need and gap in provision for disadvantaged young people (in this example more schools are being planned for the future). Avoiding young people becoming disengaged or inactive by integrating them into education/training or work may be the most effective approach¹¹.
- A key issue is how NEET young people get to access labour market provision (especially those that are not in contact with the PES). Some countries are proactive in following up NEETs because they have tracking in place (such as in Denmark, Finland, Luxembourg, the Netherlands and Norway). More generally disadvantaged young people usually **require outreach** which involves cooperation with youth centres and other relevant organisations.

¹¹ Cost-benefit analysis suggests that preventative measures are usually more cost effective than reactive measures later on (Eurofound, 2012b).

- Approaches which aim to remove barriers to employment through wage subsidies/supported jobs without personal development/training may be less successful in terms of longer term outcomes for people with multiple disadvantages. For example the New Start Jobs scheme in Sweden for 'older' long term unemployed (20–25 years) and young people who have been outside the labour market due to personal, health or social problems, whilst having some success in bringing inactive young people into the labour market, and moving them into work has been criticised for offering only short term solutions which may not improve the changes for sustainable employment (European Foundation, 2012c).

Box 3: Adapted and alternative forms of Apprenticeships in Austria

Brief description: The *ÜBA* is an alternative form of 'supra-company' Apprenticeship for young people who are not able to get a training place in a company, whilst the *IBA* gives in-work Apprentices who are facing integration challenges the chance to follow adapted curricula or complete their Apprenticeship over a longer time.

UBA trainees are placed with an accredited provider and they complete their full apprenticeship with the provider or in combination with practical work experience and training in a company. Trainees are matched to a 'social educator' who accompanies them throughout the training. The scheme is large in scale (16,107 in 2008–9).

PES staff make recommendations for IBA trainees (a placement is found for all recommended young people). Employers offering IBA receive additional financial assistance, as do the providers.

Aims: To ensure that young people with special integration needs acquire the skills relevant to the labour market through the Apprenticeship system. Because participants are placed with an employer, they may continue into a post with this employer (although it has proven difficult to engage enough employers).

Results Drop-out rates are relatively high (a combined rate of 23% for UBA and IBA). Labour market integration rates from IBA are below traditional Apprenticeships. However, labour market outcomes are considered to be good in light of the complex needs of the target groups. 58% of UBA completers were in employment after three months and 63% after 12 months. Young people report high levels of satisfaction with the UBA

Strengths of the approach: Compensates for the specific disadvantages faced by some young people in comparison to other Apprentices. The training is accredited and the schemes provide opportunities for sustainable employment. There is flexibility to allow for some tailoring of the curricula to participants' particular needs and the needs of their employer, and dedicated support is offered. The UBA has been highlighted as good practice in relation to having measurable targets.

Source: Eurofound, 2012b.

Box 4: Reintegration through alternative provision in Austria

Brief description: *Production Schools* combines personalised social and pedagogical support, alongside vocational skills training, practical work, vocational guidance and short work experience placements. The training is not fully accredited but is designed to provide young people with a pathway and orientation for their future development. The schools offer a supportive environment for participants to catch up on schooling and prepare for their school leaving certificate, with socio-pedagogical and

psychological support. The schools follow a 'joint ritual' model based on a clearly set out daily routine. Participation is through referral from the PES (although outreach work is ongoing to make links with youth groups to reach other young people). There were 1,500 places in 2010 (up from 180 in 2006).

Aims: To reintegrate young people into education or jobs and to reduce social exclusion. They aim to do this through reigniting an interest in learning and providing participants with some core skills to progress.

Results: Labour market integration is a challenge but the results achieved are considered to be good given the difficulties faced by the target groups. Some 50% were in employment a year after participating (15% unemployed, 10% participating in a qualification, and 25% were 'outside the labour force').

Strengths of the approach: Provision is holistic and tailored to individuals. Combines personalised social and pedagogical support with learning including practical, vocational and academic learning, and work experience. Positive benefits for the 'stabilisation' of the position of many vulnerable young people were found from offering a day to day structured programme and group support.

Source: Eurofound, 2012c

3.3 Individualised action planning and regional/local co-operation

In a few countries (as in the Netherlands) the administrative capacity is in place for the identification of individuals for participation in measures through a national level diagnostic and tracking system backed up by obligations to attend and regional/local coordination and funding of measures which target all those 'at risk' or with below a basic level qualification. Where national diagnostic systems at the individual level are not in place, approaches have targeted students in the most socially and economically disadvantaged areas and schools. Concentration of disadvantaged students in schools is a key concern and taking an **area based approach to targeting support** (including additional financial support) on schools is a common underlying strategy (Nevala & Hawley, 2011). Box 5 provides an example of a targeted approach to supporting particular schools to address specific issues and set up local co-ordinated partnerships for school improvement. **Concentration of resource/funding** at an appropriate level to have real benefit comes out as a key factor in success of local initiatives for school drop-outs. Small-scale concentrated efforts at the area-level may be able to secure the best outcomes for individual pupils (Eurofound, 2010b). For example, a national scheme to provide pedagogical support for disadvantaged pupils in schools has been criticised for being too thinly spread (Eurofound, 2012c, p.111).

More generally, co-ordination at the policy level is a key element in putting in place provision to underpin the Youth Guarantee, as in the case of Finland. The Finnish Youth Guarantee is based on a partnership approach to develop a coordinated policy strategy (employment, education, social and health), municipalities, education institutions and other service providers, enterprises and other employers, social partners, youth organisations, student organisations and the third sector are involved.

Strategies to offer young people targeted, individualised interventions tend to be based on individualised action planning, and a relatively high degree of inter-agency co-operation on a localised level. Such an approach is generally offered in the case of young people with complex/multiple issues where co-operation is needed from a range of professionals from education, social and health sectors. Approaches include:

- Setting up **'action teams'**. Some countries, such as Luxembourg, have put in place new local agencies with a remit for pro-actively following up young people (Action locale pour jeunes) under the responsibility of the Ministry of Education and vocational training. The teams are a mix of youth workers/educators who work in close cooperation with detached teachers from schools and other services.
- Developing new provision which acts as a **'focal point'** (eg. Youthreach centres in Ireland are a national network of training centres provide young people with a reintegration programme (6,000 places pa). These types of reintegration programme are usually built around a concept of small learning communities.
- Development of **'One-stop-shop'** facilities which bring together partners in a collaborative endeavour (as in the example in Box 6; the Navigator Centres in Sweden which bring together services to make them more accessible).

The range of stakeholders involved maximises the chance of engaging young people and providing access to relevant services tailored to the individual, but requires coordinated actions. Having a shared commitment is key to getting good cooperation (European Commission, 2011). Several different ways of bringing together stakeholders or ensuring that all stakeholders are signed up to the same agenda can be identified including for example, formal partnership agreements as well as collaborative approaches to delivery. Civil society organisations (CSOs) are key partners according to YOUNEX as they have extensive knowledge about unemployment and precariousness. In many cases voluntary and community organisations are also a key partner especially to facilitate outreach.

Other identified success factors are:

- In most cases a high degree of **tailoring of provision** is considered desirable which may be best done in partnership at a local level. Some schemes address specific needs (e.g. need for additional language support for migrants). Even more tailoring of programmes, including gender sensitive measures has been suggested as a possibly desirable development for the future¹².
- Formal 'Contracts' agreed by young people feature in some types of personalised provision, as in the 'integration into society contract' (Contrat d'insertion dans la vie sociale, CIVIS) in France for 18-25 year olds (follow-up with an adviser, training activities and work placements or internships, administered by a network of 'local missions' and centres which are local structures in charge of providing a range of services to young people, including guidance, information and counselling.

Box 5: Supporting disadvantaged schools in Portugal

Brief description: *Territórios Educativos de Intervenção Prioritária de 2ª Geração (TEIP2)* were started in 2008 (following a pilot which began in 2006) and involve contracts between the Ministry of Education and selected schools. Activities which are included under the contract include school building a partnership with stakeholders such as public and private agencies, health centres, cultural associations and child protection agencies; providing alternatives to the mainstream curricula; 'second chance' provision and vocationally orientated courses.

Aims: To support school completion and successful transitions to working life through multi-agency partnership working, developing new curricula and engaging young people in new activities.

¹² COM(2012) 729 final

Results: The evaluation of pilot activities showed that early school leaving at least halved across all the year groups in the schools involved. Other benefits included improved classroom discipline.

Strength of the approach: A bottom-up approach that engages a range of local stakeholders to put in place tailored measures at the school level.

Source: Eurofound (2012a)

Box 6: 'One-stop-shop' services in Sweden

Brief description: Navigator Centres are designed as 'hubs' bringing together municipalities, the non-profit sector, social and labour market authorities and employers. They provide young people with a case worker and holistic support to address personal, social, family, health and other problems. The centres are funded by local authorities and other partners.

Aims: To help socially excluded young people reintegrate into education/training or employment by improving the services to young people by addressing fragmentation.

Results: Evaluation of five centres in the pilot phase showed individual centres have a reintegration rate of 45% to 71% (average is 47% compared to 30–40% for municipal labour market reintegration schemes). Feedback from participants is positive, with individuals reporting increased confidence and motivation.

Strength of the approach: Bring together a range of support services and therefore change the way young peoples' services are delivered locally (with the support of labour market stakeholders). The approach includes addressing personal and social barriers (as well as education/skills). Young people found the support easy to access and found the provision enjoyable; they liked the way they were treated and taken seriously by the staff.

Source: Eurofound (2012b)

3.4 Measures to address youth unemployment

A recent MLP analytical paper notes increasing convergence between 'welfare to job' initiatives and activation approaches (including merging elements of job-search assistance, guidance and counselling, and work-based training and education) (European Commission, 2013). This section concentrates on ALMP which have been introduced by PES as a specific response to youth unemployment (as opposed to more structural solutions discussed above). As strategies to ease labour market integration of young people, in times of high unemployment, measures have included:

- **Help with job search/career counselling**, including through matching unemployed young people to a dedicated counsellor/support worker. This is a popular approach and is likely to become increasingly widespread with the Youth Guarantee. In Cyprus, young get personalised help from employment counsellors. A staged approach is taken in Sweden: an initial period of three months of intensified support and follow-up of the individual's job seeking efforts, followed by active matching; and then enhanced action (which may be an apprenticeship or further education).
- **Subsidised employment opportunities/placements**, which allow employers to recruit young people at a lower cost, especially in cases where employers may otherwise consider young people whose productivity may be hard to assess. It has been suggested that subsidised employment and work-placement (including through **Internships**) has been increased or initiated in response to the economic

crisis (European Commission, 2011). Some schemes have been introduced as temporary measures targeted at young people with higher level skills – such as the example in Box 7 where concessions were applied to an existing scheme to encourage employers to take on people they otherwise might not have, and there was an expectation that the scheme would help to change some employers' attitudes to taking on young people. Schemes targeting tertiary level graduates are also in place in other countries (e.g. Young Potentials Programme, Sweden, START Programme, Romania). At the same time, wage subsidy schemes have been criticised because of potential deadweight or displacement effects (some employers would have hired the person without the subsidy), and the risk of promoting 'cheap labour'.

- Apprenticeships, traineeships and specific skills training are considered to be the most effective types of training for low-skilled young people (European Commission, 2013). It has been highlighted that having a **dual system** of vocational and academic education and training reduces the NEET group by enabling more young people to be retained in education/training and helping to make them more employable and more likely to progress more smoothly into employment/a career¹³. Macro-economic analysis reports that a combination of a dual education and training system and ALMP get the best results (European Foundation, 2012c)¹⁴.
- Financial **incentives to employers** underpin work-based solutions in many cases - in the example of Austria labour market-related incentives are offered to encourage employers to establish additional training places. Employers get extra support if their apprentices achieve good exam results.
- Support to young people to set up their own business is in place for example Bulgaria, Cyprus, Greece, Italy, Romania, Slovenia, Slovakia. For example, services in Slovenia include advice and support on how to prepare a business plan and workshop training on **entrepreneurship**. In Slovakia, young people can get financial support through entrepreneurship. Whilst these are important for some young people they tend to be smaller scale.

A possible advantage of these type of PES schemes for young unemployed people is they are capable of responding to the labour market context by increasing or decreasing in response to changing youth unemployment rates. The following general conclusions emerge from the literature:

- ALMP measures which **improve job matching** have been found to be most effective – ie. orienting young people towards the labour market, preparing them for work and taking account of employers' demand). (European Commission, 2013). In some countries the importance of involving the social partners has been highlighted.
- Schemes without **training or follow-up** may be less sustainable. The job guarantee for young people scheme in Sweden had mixed results, it enabled a relatively good proportion to go into work (above the level of comparable

¹³ European Foundation (2012c) concluded that, controlling for country fixed effects, there is a statistically significant positive relationship between a dual system of education and reduced risk of NEETs (with an increase of 1% in the share of upper secondary student in dual system training by leading to an estimated decrease in the rate of NEETs by 0.04–0.09 percentage points) (European Foundation, 2012).

¹⁴ The same study modelled a selection of ALMP measures for NEETs concluding that ALMP expenditures per unemployed worker by 1 percentage point of GDP per member of the labour force lowers the overall youth NEET risk by 0.15 percentage points.

schemes), but had short-lived benefits because the risk of unemployment was the same after one year (Eurofound, 2012c).

- Subsidised employment appears to be most useful for young people who are 'job-ready' e.g. unemployed people with existing qualifications and/or work experience (although for all groups issues remain about the supply of employment opportunities, and the quality and sustainability of the jobs). Work focused strategies are probably less useful for highly disadvantaged and disengaged young people (REF work first report). However, some measures have aimed to bring together subsidies employment opportunities combined with additional supports to increase the relevance to low skilled young people with limited or no work experience. This is seen as a particular strategy for school leavers who are motivated to enter the labour market and do not wish to return to education or training. Low-skilled and disengaged young people may require more intensive support, but it has been suggested that the approach could be made more sustainable to these groups through in-work follow-up services and ongoing support (eg. in-company mentoring) (European Commission, 2011 p18). Tubb in European Commission (2012) emphasised post-placement support as ensuring more sustainable employment versus rapid integration.

Box 7: Wage and apprenticeship subsidies in Finland

Brief description: The *Chances Card* is a wage subsidy scheme whereby employers could receive a financial support, for up to 10 months, when taking on a young unemployed VET or higher education graduates aged 18–30 years. Initially any permanent or temporary job would be considered for support, although subsequently criteria were introduced to curtail the support in relation to temporary jobs in the private sector. There was relatively high levels of interest and take-up of the card: 18,500 young people were issued with a card between May 2010 and January 2011. 90% of recipients were VET graduates.

Aims: A temporary measure (now ended) to address the situation of young qualified job seekers (unemployed VET and higher education graduates) by reducing associated labour costs. It was based on adding concessions to an existing scheme.

Results: The results suggested that young people were able to gain employment with the help of the wage subsidy during economic downturn: 36% of those who actively used the card found employment (above the rate for the general wage subsidy. However, there is an issue about the net value (40% would have taken on the person without the subsidy) and suggestions of cheap labour (one in 10 had completed another subsidised placement in the same company). Half of employers said it had increased the number of young people taken into permanent positions after the end of the subsidy period.

Strengths of the approach: There was good promotion and brand recognition for the scheme (young people got 'cards' which they could present to employers to show they were eligible). Research evidence suggests the brand name and design features were important in spreading recognition and awareness of the scheme.

Source: Eurofound (2012c)

4. Conclusions

Youth unemployment and NEET rates vary between Member States, and countries with poor economic conditions and less career entry opportunities through apprentices

and vocational and work-based training provision have the highest rates. The review of the labour market position of young people highlights some key challenges in relation to issues of young people becoming unemployed (or NEET) over long periods with damaging individual and social implications. In the current climate the heterogeneity of unemployed and NEET young people is strongly highlighted. Young people with low skills and qualifications are the most at risk of becoming NEET. People with existing skills and qualifications are also in need of additional support: the challenge in some Member States is to tackle unemployment amongst young people who already have relatively high levels of existing skills.

Table 3 below reviews some of the success factors and obstacles in relation to different types of measures to prevent and tackle youth unemployment and NEET. It is generally considered that the strongest measures are those that target risk factors associated with early school leaving and seek to put in place remedial actions, particularly those designed to motivate young people at risk of disengagement and bring in a work-related or vocational focus, at an early stage whether within the school environment or in alternative provision. This is because they can prevent individuals suffering the costs associated with becoming NEET later on, and are a long term measure which improves the functioning of the education provision. Having diagnostic systems which can target the resource where they are most needed is extremely helpful in this respect, and for reintegrating those who need it.

Table 3: Success factors and obstacles

	<i>Success factors</i>	<i>Obstacles</i>
Preventative measures	Diagnostic systems to target resources where its most needed (school and individual level) Provision which is motivating to disengaged young people (vocational focus, alternative teaching and learning, work-related experiences) Sustainable approach (resource and skills legacy in schools) Multi-agency partnership work at local level Targeting at the point of transition	Getting enough resources to make a real difference, particularly area led approaches Bringing together education and labour market objectives
Tackling NEETs	Systems for tracking and following up young people or outreach Commitment to early intervention (eg. Youth Guarantee) Individual action planning: tailored/flexible services and sign-posting Coordination of services and accessibility of services (labour market, education/training, other) Career direction/focus and	Disengagement with education and training system Lack of education and training places Difficulties engaging employers/getting enough employer placements Resource issues Extent of provision to meet complex and multiple reintegration needs Timescales for those furthest

	<i>Success factors</i>	<i>Obstacles</i>
	vocational skills and employability skills development Link to recognised/accredited qualifications Direct routes from training into jobs (eg. apprenticeships)	away from the labour market
PES services for unemployed young people	As above Case management approach with focus on improved job matching Schemes which include training and follow-up	As above Securing employer involvement/jobs

Labour market interventions appear to increasingly come into play within mainstream education and training settings in order to prepare young people better for the world of work, and motivate disengaged young people. By the same token, another issue highlighted by the examples above is the close integration in some cases of preventative measures during compulsory education with employment and labour market measures for older young people. Supporting school to work transition is important, and the age at which young people qualify for different schemes appears to vary but in many cases provision for school leavers appears to also extend to older young people (ie. training schemes to bridge the gap between school education and the labour market). For some young people it is about revitalising their interest in education.

The Youth Guarantee approach is designed to support school to work transition from the point of view of aiming to shorten the time in the transition phase through early intervention. The Youth Guarantee approach has advantages because it brings in comprehensive information advice and guidance and individual action planning at this stage, which appears to be beneficial from the point of view of assisting the individual young person to navigate their available options and to simplify provision through making available work, study, and other options. Individualised action planning is increasingly recognised as an effective underpinning strategy for many groups of young people. Most interventions include not just career advice but comprehensive holistic guidance/support focusing on the individual. Increasingly involving coordination for those with multiple and complex needs working with a range of service providers (eg. through a 'one stop shop' approach).

The most appropriate content during the school to work transition phase should be client-centred (the challenge is having sufficient resource at an individual and system level to cater for individual needs). Having a labour market focus is a key underlying theme, but at the same time placement directly into jobs (including subsidized employment) may be less appropriate for those without existing skills and qualifications in terms of their long term employment prospects.

Vocational and employability skills development provision, whether by creating supported places in the mainstream or through alternative provision has the advantage of building young people's future prospects and career direction. Apprenticeships and work-based vocational training boost the employment prospects, and allow employers to have a key input into the skills development and a direct route into work. However, this approach may only be possible in countries with strong traditions of work-based training, and engaging employers in supporting young people with more challenging issues can be a problem. Other types of training, including

training which builds 'soft' and transferable skills is helpful (and in some cases appropriate for those at a distance from the labour market), however the outcomes may be in the longer term since the route into work may be less direct.

Measures on the employer demand side (subsidies) appear to be only somewhat effective in opening up more opportunities on the labour market and are most relevant to those who are already job ready. Their potential usefulness may possibly be increased in the context of employment-led economic growth strategies, and when linked to on-going support and follow-up to young people to build their vocational and employability skills for future sustainable employment.

Key issues and challenges emerging from this review of different approaches include:

- The importance of structural and long term solutions for many groups, and the balance between dedicated and mainstream provision for NEET young people (approaches to providing places both within and outside mainstream education and training may be needed in combination as appropriate to the needs). When it comes to supporting labour market integration, policy measures and activities need to be designed around the needs of the specific target group of young people. Some groups have complex needs, and may need enhanced and innovative efforts to reach and engage them. Many young people need support with a sustainable career direction rather than 'quick fixes'.
- Building the provision for targeting and engaging young people. Young people who are not registered with the PES may be missed out. Although, this is less of an issue for countries with the administrative capacity and data sharing framework to allow tracking and follow up of young people. Partnership working can support more pro-active outreach and engagement of disengaged young people.
- The importance of multi-agency approaches (employment, education and training, social services, other stakeholders) is highlighted. In this context there needs to be an acknowledgement that labour market support and personal and skills development of young people can be delivered in many ways. If projects remain niche projects and participation becomes stigmatised, disadvantage might increase.
- Systems for diagnosing young people's needs and circumstances and putting in place a comprehensive range of person centred provision are needed, to meet complex and multiple needs. Case management approaches may be needed. Getting the level of resources/inputs at a sufficient level to make a real difference is also highlighted as a factor in the examples of provision.
- Maximising the labour market relevance of programmes is a key consideration, in terms of building young people's employability and transferable skills, as well as vocational skills, and including facilitating better job matching. Employer involvement has been highlighted as a key issue. The examples suggest that engaging employers has proved to be difficult and more work is probably needed in his respect.

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Mutual Learning programme events and documents

Thematic event on reducing labour market segmentation and the needs of young people

<http://ec.europa.eu/social/main.jsp?langId=en&catId=1072&eventsId=908&furtherEvents=yes>

Peer reviews

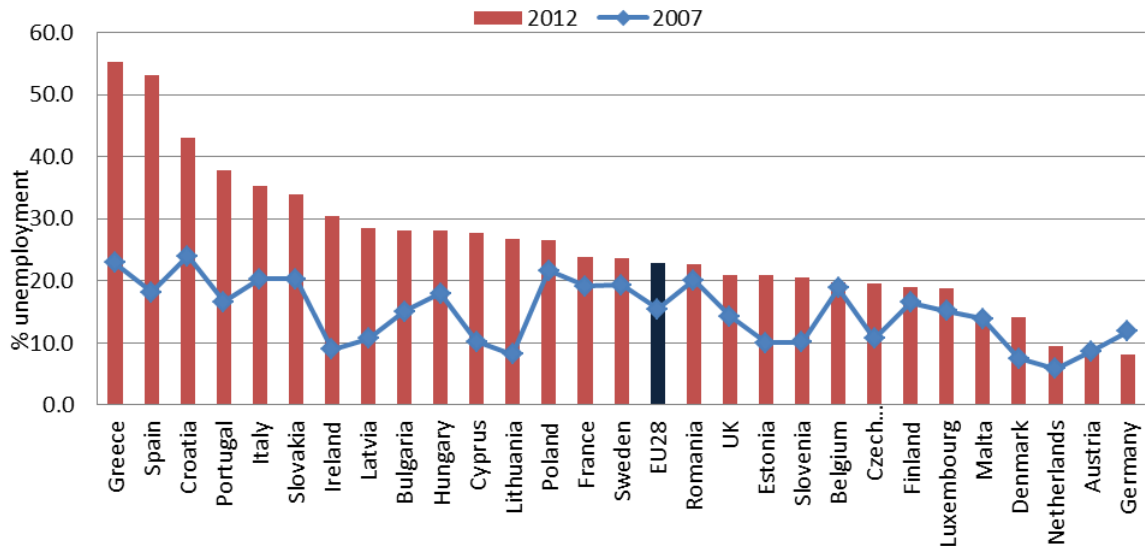
<http://ec.europa.eu/social/main.jsp?langId=en&catId=1070&furtherNews=yes&limit=no>

Learning Exchange in Berlin on Dual Apprenticeships

<http://ec.europa.eu/social/main.jsp?langId=en&catId=1073&eventsId=929&furtherEvents=yes>

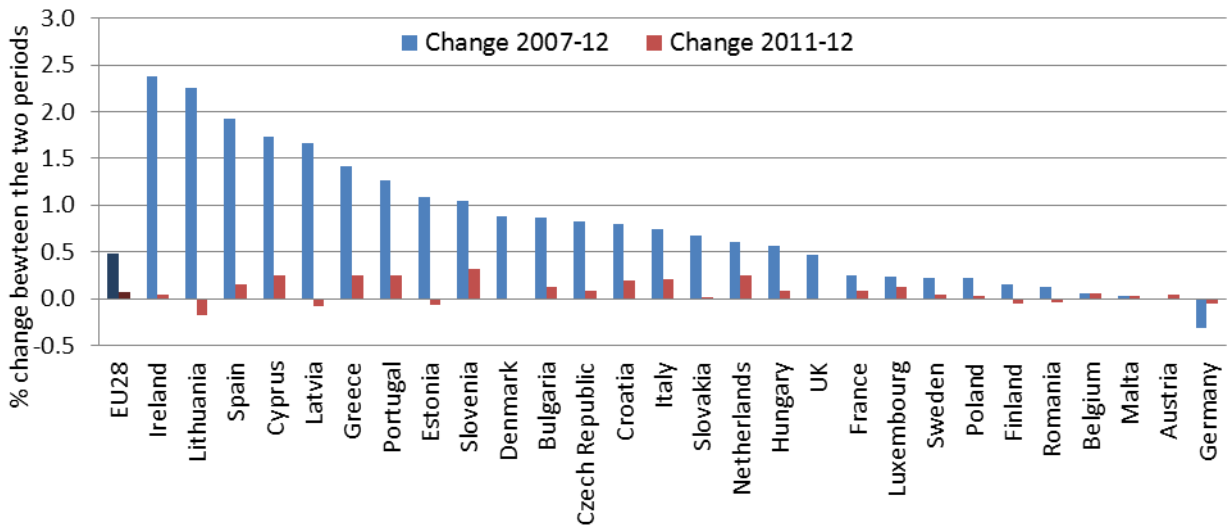
6. Annex 1: Trends in young employment and unemployment

Figure A.1: Rate of unemployment 15-24 year olds 2007 and 2012



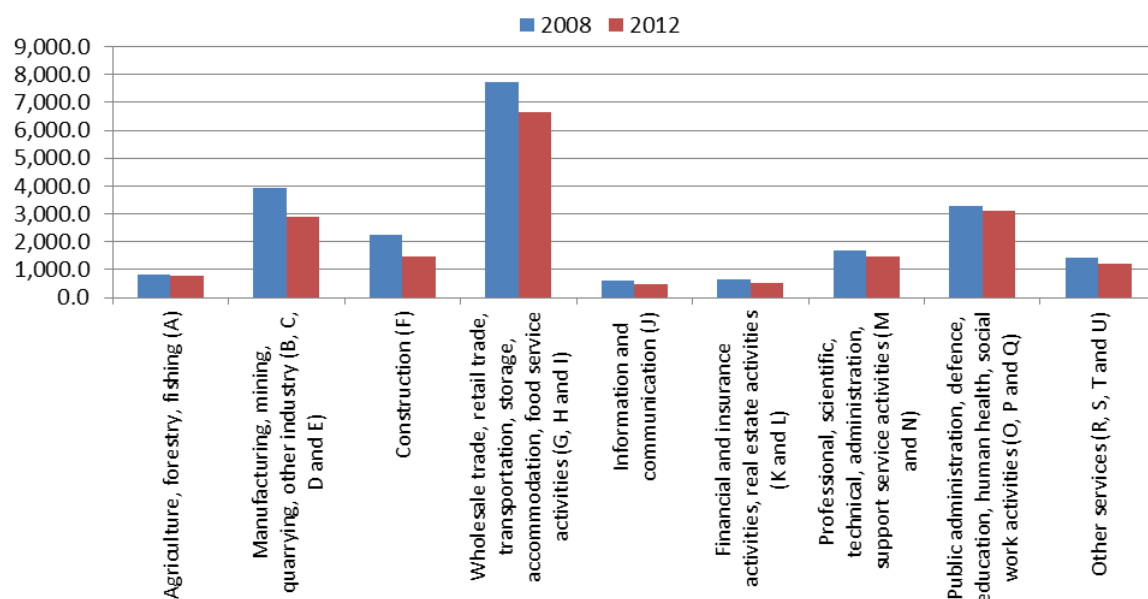
Source: Eurostat, extracted November 2013 [Ifsa_organ]

Figure A.2: Change in unemployment rates 15-24 year olds between 2007 and 2012, and between 2011 and 2012



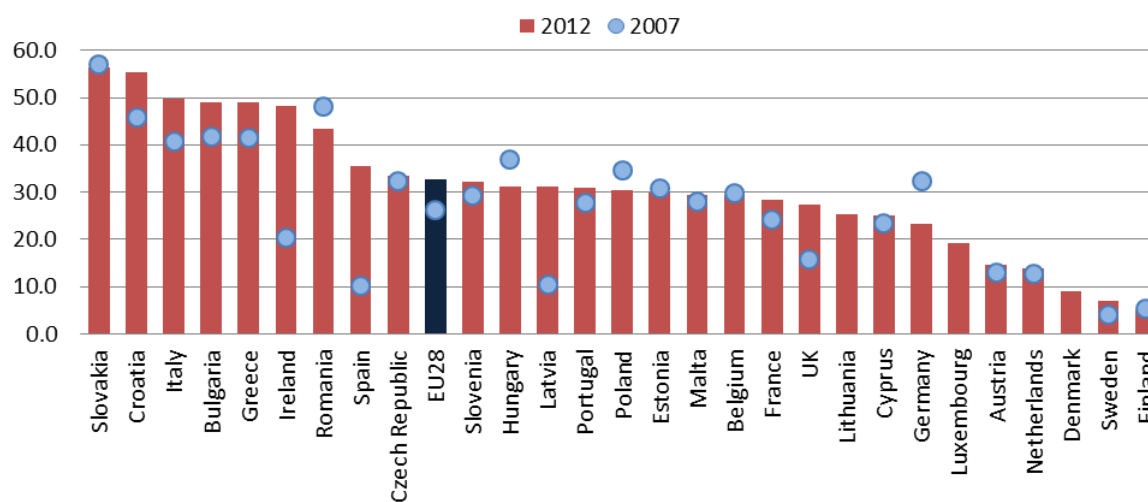
Source: Calculation based on Eurostat, extracted November 2013 [Ifsa_organ]

Figure A.3: Employment 15-24 year olds by economic activity (NACE Rev. 2): total EU28 in 1,000s



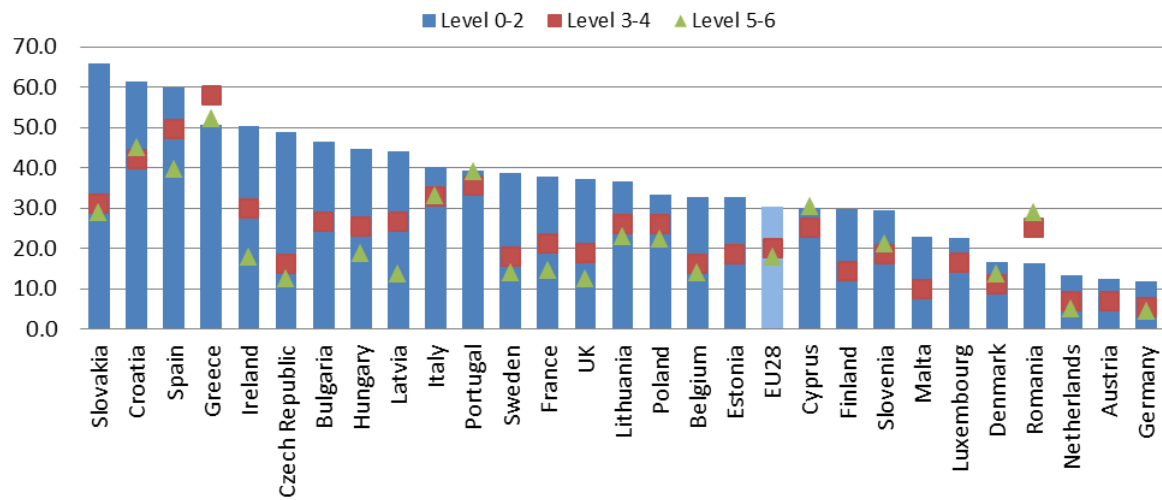
Source: Eurostat extracted November 2013 [lfsa_egan2]

Figure A.4: Long term unemployment (12+ months) as a % of unemployment 15-24 year olds*



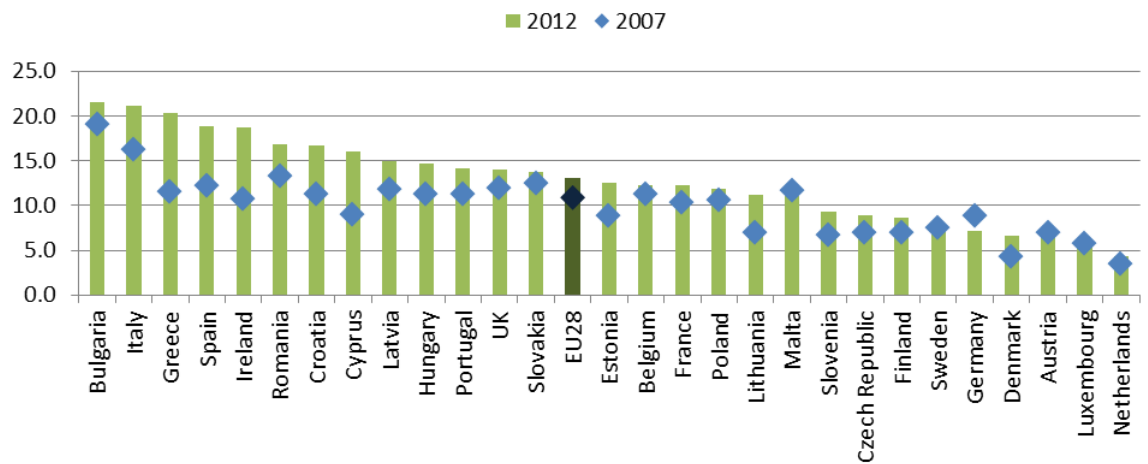
*No data for Denmark, Luxembourg and Lithuania. Source: Eurostat Extracted November 2013 [lfsa_upgal]

Figure A.5: Unemployment rates by highest level of education attained 15-24 year olds in 2012



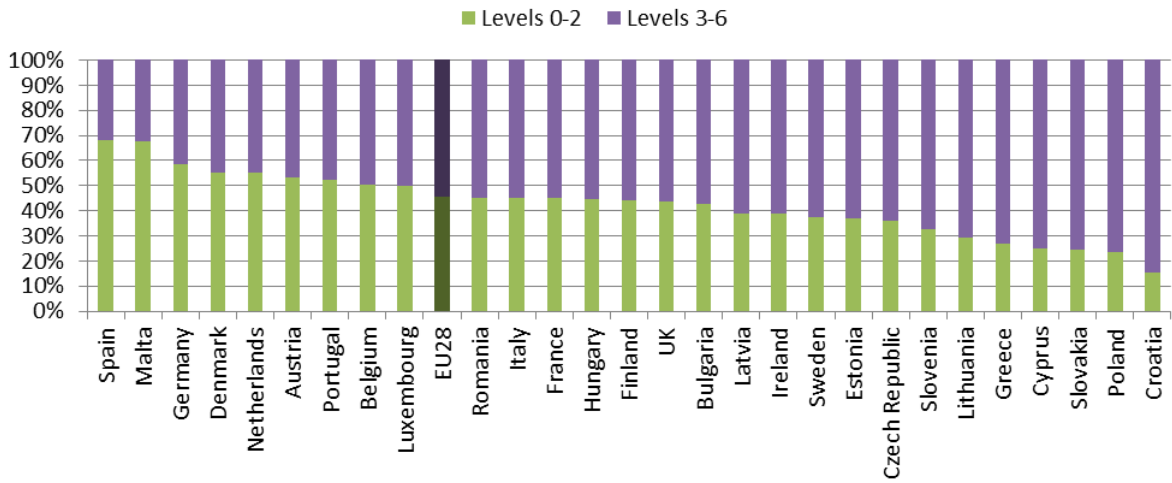
No data on L5-6 for Bulgaria, Estonia, Malta, Luxembourg, Austria. Source: Eurostat Extracted 5th November 2013 [lfsa_urgaed]

Figure A.6: % of young people 15-24 years not in employment and not in any education and training in 2007 and 2012



Source: Eurostat extracted November 2013 [edat_lfse_21]

Figure A.7: Young people 15-24 years not in employment and not in any education and training in 2012 by educational attainment level (in % points of NEET rate)



Source: Eurostat extracted November 2013 [edat_ifse_21]

Annex 1: Young people not in employment and not in any education and training by labour market status and work status (15-24 year olds)

	Overall NEET rate		2012 NEETs: Labour market status				2012 NEETs: Work status			
	2007	2012	Unemployed persons (NEET rate)		Inactive persons		Persons would like to work (seeking employment or not)		Persons do not want to work	
			NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs
EU28	10.9	13.1	6.9	53%	6.2	47%	9.6	73%	3.5	27%
Austria	7.0	6.5	3.3	51%	3.2	49%	5.2	80%	1.3	20%
Belgium	11.2	12.3	5.2	42%	7.2	59%	7.3	59%	5.0	41%
Bulgaria	19.1	21.5	7.5	35%	14.0	65%	13.3	62%	8.3	39%
Croatia	11.3	16.7	12.2	73%	4.5	27%	14.5	87%	2.2	13%
Cyprus	9.0	16.0	8.6	54%	7.4	46%	11.0	69%	5.0	31%
Czech Republic	6.9	8.9	5.3	60%	3.5	39%	6.0	67%	2.9	33%
Denmark	4.3	6.6	2.5	38%	4.1	62%	4.2	64%	2.4	36%
Estonia	8.9	12.5	6.4	51%	6.1	49%	8.7	70%	3.9	31%
Finland	7.0	8.6	3.7	43%	4.9	57%	5.3	62%	3.3	38%
France	10.3	12.2	7.5	61%	4.7	39%	9.2	75%	3.0	25%
Germany	8.9	7.1	3.0	42%	4.2	59%	4.5	63%	2.6	37%
Greece	11.5	20.3	13.9	68%	6.4	32%	15.0	74%	5.3	26%
Hungary	11.3	14.7	6.8	46%	7.8	53%	9.6	65%	5.0	34%
Ireland	10.7	18.7	10.1	54%	8.6	46%	12.2	65%	6.6	35%
Italy	16.2	21.1	8.9	42%	12.2	58%	16.3	77%	4.7	22%
Latvia	11.8	14.9	8.2	55%	6.7	45%	11.2	75%	3.7	25%
Lithuania	7.0	11.2	6.5	58%	4.7	42%	7.6	68%	3.6	32%

	Overall NEET rate		2012 NEETs: Labour market status				2012 NEETs: Work status			
	2007	2012	Unemployed persons (NEET rate)		Inactive persons		Persons would like to work (seeking employment or not)		Persons do not want to work	
			NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs	NEET rate	As a share of all NEETs
Luxembourg	5.7	5.9	3.6	61%	2.3	39%	4.5	76%	1.4	24%
Malta	11.7	11.1	5.7	51%	5.4	49%	7.7	69%	3.4	31%
Netherlands	3.5	4.3	1.6	37%	2.7	63%	2.7	63%	1.6	37%
Poland	10.6	11.8	6.4	54%	5.4	46%	9.0	76%	2.8	24%
Portugal	11.2	14.1	9.9	70%	4.2	30%	12.2	87%	1.9	13%
Romania	13.3	16.8	6.5	39%	10.3	61%	11.0	65%	5.8	35%
Slovakia	12.5	13.8	9.9	72%	3.9	28%	10.5	76%	3.3	24%
Slovenia	6.7	9.3	5.1	55%	4.2	45%	6.3	68%	3.0	32%
Spain	12.2	18.8	13.3	71%	5.4	29%	15.6	83%	3.2	17%
Sweden	7.5	7.8	4.0	51%	3.8	49%	5.3	68%	2.6	33%
UK	11.9	14.0	7.4	53%	6.6	47%	9.9	71%	4.1	29%

Source: Eurostat extracted November 2013 [edat_lfse_20]