



# **Piloting Youth Guarantee partnerships on the ground**

A report on the European Parliament Preparatory Action (EPPA) on the Youth Guarantee

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# **Piloting Youth Guarantee partnerships on the ground**

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Action (EPPA) on the Youth Guarantee

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**List of abbreviations**

ALMP	Active labour market programmes
DG EMPL	Directorate-General for Employment, Social Affairs & Inclusion
EC	European Commission
EMCO	Employment Committee
EPSCO	Employment, Social Policy, Health and Consumer Affairs Council
ES	Spain
ESF	European Social Fund
ESL	Early school leaving
Eurofound	European Foundation for the Improvement of Working and Living Conditions
HE	Higher education
IE	Ireland
IT	Italy
LT	Lithuania
NEET	A young person Not in Employment, Education or Training.
MS	Member States
PL	Poland
RO	Romania
STW	School-to-work transition
ToR	Terms of Reference
UK	United Kingdom
VET	Vocational education and training
YEI	Youth Employment Initiative
YG	Youth Guarantee
YGIP	Youth Guarantee Implementation Plan

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## 1 Introduction

### 1.1 Purpose of the report

ICF is pleased to submit this Report for the assignment "*Evaluation and dissemination services of pilot projects under a preparatory action for the Youth Guarantee*" (VT/2013/115). This is an assignment under the Framework Contract "*Provision of services related to evaluation, evaluative studies, analysis and research work, including support for impact assessment activities - Lot 1: evaluation and evaluative studies*" (VC/2013/0083).

The Youth Guarantee is a new approach to tackling youth unemployment. It is not a 'project' or a new 'activity', but it constitutes a comprehensive approach to reforming the way in which actors from public, private and third sectors come together to engage and support young people to ensure their successful transition to the labour market. Under the Youth Guarantee (YG), the Member States have committed to ensuring that, within four months of leaving school or becoming unemployed, young people under 25 can either find a good-quality job suited to their education, skills and experience, or acquire the education, skills and experience required to find a job in the future through an apprenticeship, traineeship or continued education<sup>1</sup>.

In 2012 the European Parliament asked the Commission to set up a Preparatory Action to support the Member States in the building of YG partnerships and trialling associated services among young people aged 15-24<sup>2</sup>. The call for proposals<sup>3</sup> was issued in 2012 and 18 pilot projects were launched between August and December 2013, with each delivered over a 12-month period. The rationale behind the pilots was to collect experiences that could provide Member States (MS) with practical recommendations for launching and implementing national Youth Guarantee schemes and related actions.

Alongside the launch of the 18 pilot projects, DG EMPL commissioned a monitoring and dissemination contract with ICF<sup>4</sup> to monitor and report achievements and experiences of funded projects, provide training on evaluation and monitoring as well as opportunities for mutual learning for pilot project coordinators and support with the dissemination of the results.

This report is one of the products of the contract. The goal of the report is to offer a detailed review of the Preparatory Action, individual pilot projects funded by it in particular. It explores the relevance, effectiveness, efficiency and added value of the pilot projects and presents conclusions related to the organisation and potential of the pilots.

The report can be read in conjunction with the following supporting reports prepared by ICF as part of the assignment:

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<sup>1</sup> Based on the Commission's proposal, the Council adopted a Recommendation on the Youth Guarantee in April 2013: Council Recommendation of 22 April 2013 on establishing a Youth Guarantee (2013/C 120/01)

<sup>2</sup> The Preparatory Action is implemented within the Article 49(6) of Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities.

<sup>3</sup> European Parliament preparatory action "Supporting partnerships for activation measures targeting young people through projects at national, regional or local level in the context of Youth Guarantee schemes"; the text of the first call for proposals can be found here: [ec.europa.eu/social/BlobServlet?docId=8720&langId=en](http://ec.europa.eu/social/BlobServlet?docId=8720&langId=en)

<sup>4</sup> ICF Consulting Services Limited (formerly GHK Consulting Limited), a wholly owned subsidiary of ICF International, Inc. ICF's Europe team undertakes work throughout the policy cycle, from analysis to inform policy formation, through implementation and communication/dissemination to monitoring, technical support and evaluation. It is a leading provider of impact assessments and ex ante, mid-term, ongoing, final and ex post evaluation services to the European Commission. ICF provides support to the development, appraisal and improvement of Community programmes, policies and other activities.

- Thematic/lessons orientated [executive summary](#): available in English, German, French, Spanish, Italian and Romanian.
- A [summary report](#) of key achievements and lessons from the European Parliament Preparatory Action on the Youth Guarantee
- Six thematic [case studies](#) from the pilot projects
- [Evaluation toolkit](#) for youth guarantee projects
- Preparatory Action on the Youth Guarantee: [First Findings Report](#)
- [Key messages](#): Second Coordination Meeting for pilot project coordinators of the Preparatory Action on the Youth Guarantee
- [Conference paper](#), 8 May 2015 - Piloting the Youth Guarantee on the Ground – Experiences from the European Parliament Preparatory Action (EPPA)

## **1.2 Structure of the report**

The report is structured following the requirements of the Terms of Reference. Specifically:

- Section 2 provides background information on the Youth Guarantee as a policy intervention as well as the policy and legal background of the Preparatory Action
- Section 3 offers a summary overview of the method for the assignment
- Section 4 introduces the 18 funded pilot projects in terms of their location, target groups, activities and objectives
- Section 5 includes background information on the pilot project participants regarding their numbers and profile
- Section 6 provides an assessment of 'relevance'
- Section 7 presents the findings on 'effectiveness'
- Section 8 encompasses an 'efficiency' assessment
- Section 9 includes an assessment of 'organisation and governance'
- Section 10 assesses 'complementarity and added value'
- Section 11 includes an assessment of 'potential'
- Section 12 includes conclusions
- Section 13 ends the report with practical lessons from the implementation of Youth Guarantee pilot projects on the implementation of larger Youth Guarantee schemes

## **2 Background to the Youth Guarantee Preparatory Action<sup>5</sup>**

This section starts off by providing an overview of the Youth Guarantee as a policy intervention before summarising the policy and legal background of the Preparatory Action.

### **2.1 What is the rationale behind the Youth Guarantee?**

Fostering youth employment and easing young people's school-to-work transition has become a major concern across the European Union and has moved to the top of national and European policy agendas since the onset of the crisis. Young people are facing structural challenges in making their transition from school to work and encounter more adverse conditions than other age groups in the labour market<sup>6</sup>. Important barriers faced by young people include the mismatch between the education and training that they have received and the skills demanded by the labour market, their often limited work experience which makes them less attractive to employers, and the lack of knowledge among certain young people about where and how to look for work.

The youth were hit hard already at the early stages of the crisis as many young people lost their job when their new or temporary contracts were terminated. While it is not a new problem for young people to experience difficulties in transitioning from school to work, the crisis has added a new layer of complications; it got more difficult for young people to find their first job because they are competing against more experienced jobseekers for fewer jobs<sup>7</sup>. At the same time many unqualified but also qualified youth are leaving education systems without acquiring key employability and transferable skills demanded by many employers<sup>8</sup>.

The situation sent shockwaves through national and European policy-makers. High rates of youth unemployment are a significant constraint to the European goal of smart and inclusive growth<sup>9</sup>. Besides societal costs, youth unemployment and inactivity come at a cost for young people in terms of present-day well-being and future wages and employments prospects (the so-called 'scarring effect')<sup>10</sup>. Within this context, the guarantee scheme is seen as a positive investment in the future of young people and the economy<sup>11</sup>.

Thus the overarching rationale for the Youth Guarantee is built on the idea that the long-term cost of youth unemployment and inactivity to economies and societies is greater than the cost of setting up a scheme to get young people into education, employment or training as soon as possible after they leave school/training or become unemployed<sup>12</sup>. Using estimates of the costs of the Swedish guarantee scheme, the International Labour Organisation (ILO) calculated in July 2012 that to introduce a Youth Guarantee scheme in the Eurozone would cost 0.45% of the Eurozone GDP,

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<sup>5</sup> Builds on the work undertaken for the ICF report of 2014: Preparatory Action on the Youth Guarantee: First Findings Report

<sup>6</sup> ICF GHK (2013) Background paper for the event, La Hulpe, 17-18 October 2013, Brussels, European Commission

<sup>7</sup> Hawley, J. et al. (2013) ERM Comparative Analytical Report on Recent Policy Developments related to those Not in Employment, Education and Training (NEET). Eurofound.

<sup>8</sup> The paragraph taken from Hall, A-M (2014) The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>9</sup> Ibid.

<sup>10</sup> For discussion of the long-term impact of youth unemployment and inactivity, please see the Commission Staff Working Document accompanying the Proposal for a Council Recommendation on Establishing a Youth Guarantee {COM(2012) 729 final}, available in 22 EU languages at <http://ec.europa.eu/social/youthguarantee>.

<sup>11</sup> ICF GHK (2013) Background paper for the event, La Hulpe, 17-18 October 2013, Brussels, European Commission

<sup>12</sup> Ibid.

equivalent to EUR 21 billion. Taking into account lost taxes and earnings, as well as the welfare benefits for unemployed young people, European Foundation for the Improvement of Working and Living Conditions (Eurofound) calculated in 2011 that EUR 153 billion is lost annually to young NEETs in the EU, or around 1.21% of GDP<sup>13</sup>. In other words, it costs the EU substantially more when young people are out of education, employment and training than it would to set up a Youth Guarantee scheme in each country. Furthermore, large savings could be generated by reintegrating young people into the labour force<sup>14</sup>.

## 2.2 What is the Youth Guarantee?

The over-arching concept of the Youth Guarantee is not complicated: the goal is to make sure that no young person is left unemployed or inactive for longer than four months<sup>15</sup>. Specifically, the Council Recommendation of April 2013 defines the Youth Guarantee as a formal pledge to ensure *"all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education"*.

This means that young people should be provided with a personalised offer that meets their individual needs and addresses the specific barriers they face in gaining a strong foothold in the labour market. Ensuring a good quality offer entails organising the support around the individual young person, rather than around the interests of service providers. In many cases, this will require re-thinking the 'sequencing' of interventions such that the transitions for the young person are positive and as seamless as possible and their periods of unemployment and inactivity are kept to an absolute minimum to avoid long-term negative effects<sup>16</sup>.

Ultimately, the Youth Guarantee seeks to keep young people connected to the labour market and contribute to their long-term employment security. It provides young people with a good-quality job offer or steps up their employability by equipping them with the additional skills, practical support or work experience that they need.

Even if the concept is simple, the design, set up and implementation of a Youth Guarantee is not easy. It requires considerable commitment from all key stakeholders involved in the lives of young people at local, regional and national levels<sup>17</sup>. Since the Youth Guarantee requires an outcome-focused structural reform, the means of implementation vary both within and across Member States<sup>18</sup>. Indeed, there is no single, one-size-fits-all Youth Guarantee scheme that could respond to the needs of different groups of young people across all European countries. As the Council Recommendation establishing the Youth Guarantee of April 2013 specifically states: *"the Youth Guarantee should [...] be geared to national, regional and local circumstances"*.

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<sup>13</sup> Eurofound, *The social impact of the crisis*. Available at: <http://www.eurofound.europa.eu/pubdocs/2011/68/en/1/EF1168EN.pdf>. This figure excludes Malta and Croatia: SWD, p.9.

<sup>14</sup> SWD, p.9.

<sup>15</sup> Hall, A-M (2014) *The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28*. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>16</sup> See the 'Key Messages' that emerged for 'working and learning seminar' on the YG organised by the EC on 17-18 October 2013 in La Hulpe, Belgium: <http://ec.europa.eu/social/main.jsp?catId=88&langId=en&eventsId=931&moreDocuments=yes&tableName=events>

<sup>17</sup> Hall, A-M (2014) *The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28*. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>18</sup> A set of 'Frequently Asked Questions' on the Youth Guarantee are available on the European Commission's website: <http://ec.europa.eu/social/main.jsp?catId=1079&langId=en>

## 2.3 State of play in the implementation of the Youth Guarantee

The earliest forms of the Youth Guarantee date back to the 1980s but more concretely to the 1990s when several Nordic countries and countries such as Austria introduced first schemes promising customised employment and support services for young people *within a specified period*<sup>19</sup>. For example, municipalities in Denmark, Finland, Norway and Sweden trialled early models of the Youth Guarantee already in the 1980s as a way of combating youth unemployment and supporting transitions of school leavers into employment<sup>20</sup>. The trials varied in terms of success and longevity but on the whole, many fizzled out over the next few years. It was the recession of the early/mid-nineties in many of these countries that brought back the focus on ensuring a quick access to support for young people who register as a jobseeker and many of the national policies in the area were developed<sup>21</sup>.

In other countries, like Austria, the early forms of the Youth Guarantee were developed as a response to a trend of reduction in the number of company-based apprenticeships being offered. This led to the introduction of supra-company traineeships (*Überbetriebliche Ausbildung, ÜBA*) to supplement the existing system of company apprenticeships. They allow young people who are unable to find a traditional apprenticeship to complete a full apprenticeship based in a vocational training centre, but with work experience with different employers. In 2008 the so-called 'training guarantee' was introduced, which guarantees every young person who is registered as unemployed or apprenticeship-seeking candidate with the PES for more than three months with a suitable job, an apprenticeship or other training opportunity<sup>22</sup>.

To speed up the set-up of Youth Guarantee schemes and to enhance existing schemes, the Commission Communication 'Working together for Europe's young people – A call to action on youth unemployment'<sup>23</sup> and the related European Council conclusions in June 2013<sup>24</sup> called Member States with regions experiencing a youth unemployment rate over 25% to submit a Youth Guarantee Implementation Plan (YGIP) by the end of 2013. The remaining Member States submitted theirs by May 2014.

Countries are now in different stages of implementation. There are those with experience of operating a Youth Guarantee or a similar promise of activation of youth within a specified time period, which continue with implementation or are working towards further improvements. Most others have been piloting the Youth Guarantee or specific features of it and/or are active in setting it up and running different measures associated with it. Overall, it has led to significant structural reform and the Youth Guarantee is seen as one of the most rapidly implemented initiatives to date<sup>25</sup>. The [Joint Employment Report 2015](#) lists promising first steps with concrete examples in many countries.

## 2.4 Policy and legal background to the Preparatory Action

As stated above, in 2012, the European Parliament asked the EC to implement a preparatory action to support the setting-up of pilot Youth Guarantee partnerships in

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<sup>19</sup> Hall, A-M (2014) The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>20</sup> Vesakoivu R (2013) Nuorisotakuu – yhteispohjoismainen innovaatio.

<sup>21</sup> Hall, A-M (2014) The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>22</sup> Ibid.

<sup>23</sup> [http://ec.europa.eu/europe2020/pdf/youth\\_en.pdf](http://ec.europa.eu/europe2020/pdf/youth_en.pdf)

<sup>24</sup> [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/ec/137634.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/137634.pdf)

<sup>25</sup> <http://ec.europa.eu/social/main.jsp?catId=1161&langId=en>

Member States. The rationale behind the pilots was to collect experiences that could provide Member States (MS) with practical recommendations for launching and implementing national Youth Guarantee schemes and related actions under the European Social Fund and Youth Employment Initiative. The call for proposals<sup>26</sup> (No. VP/2012/012, Budget Heading 04.04.17) was launched in 2012. Up to EUR 4 million was made available to this Action.

The Preparatory Action is implemented within the Article 49(6) of Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities.

The Preparatory Action was established to support Member States with youth unemployment rates above EU average (22.7% in May 2012) with activation measures targeting young people aged 15-24. In particular, the Preparatory Action was created to help stakeholders in the Member States with high rates of youth unemployment to establish - at national, regional or local level - the type of efficient and effective *partnerships that are needed to operate a Youth Guarantee*. The Call for Proposals indeed identified the set up and *implementation of activities in a broad and inclusive partnership as prerequisite for funding*. In terms of activities to be selected for funding, the Call highlighted the following three areas as priorities:

- Partnerships to carry out activation measures targeting young people;
- Measures to prevent young people at risk of leaving education early; and
- Innovative approaches supporting labour market integration of young people facing multiple barriers.

The Call for Proposals defined the pilot activity period at a maximum of 12 months. Targeted applicant organisations included national, regional or local authorities, social partners, public employment services and other bodies involved in supporting activation of young people.

## 2.5 Other supporting EU level measures<sup>27</sup>

The European Parliament Preparatory Action on the Youth Guarantee is not taking place in isolation but is supported by a number of other EC measures, including financing instruments, tools and practical support.

In relation to financial instruments, EU funding for the implementation of the Youth Guarantee is available through the dedicated [Youth Employment Initiative \(YEI\)](#) and the [European Social Fund \(ESF\)](#)<sup>28</sup>. The directly targeted YEI and ESF investment towards labour market integration of young people amounts to EUR 12.7 billion. A further EUR 11 billion from the ESF aimed at measures such as the modernisation of employment services and self-employment will also support youth employment. Over EUR 26 billion will be spent on education measures including lifelong learning where young people are likely to be among the main beneficiaries.

The newly-established Quality Framework for Traineeships (QFT) is expected to be an important reference for the determination of a good quality traineeship under the Youth Guarantee<sup>29</sup>. The [Council recommendation on a Quality Framework for Traineeships](#) was launched in 2014 and it supports trainees in acquiring high-quality

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<sup>26</sup> European Parliament preparatory action "Supporting partnerships for activation measures targeting young people through projects at national, regional or local level in the context of Youth Guarantee schemes"; the call for proposals can be found here: [ec.europa.eu/social/BlobServlet?docId=8720&langId=en](http://ec.europa.eu/social/BlobServlet?docId=8720&langId=en)

<sup>27</sup> Updated from the information included in Hall, A-M (2014) The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28. Peer Review on "Youth Guarantee", Helsinki, Finland, 18-19 September 2014. Mutual Learning Programme, DG Employment, Social Affairs and Inclusion, Thematic paper

<sup>28</sup> The following information is taken from: The Youth Guarantee: First Successes - The Youth Guarantee on the Ground

<sup>29</sup> European Commission (2014) EU measures to tackle youth unemployment.



work experience under safe and fair conditions, and seeks to increase their chances of finding a good quality job<sup>30</sup>. The goal of the recent launch of the [European Alliance for Apprenticeships](#) is to improve the quality and supply of apprenticeships across the EU, including as part of the Youth Guarantee.

The Commission is also seeking to support labour mobility as a way of alleviating the effect of the youth unemployment crisis, especially by increasing awareness of young people of job opportunities in other EU countries with the help of the EURES portal. The Commission is also piloting a job mobility scheme – Your First EURES Job (YfEJ). The scheme aims to test the effectiveness of tailor-made services combined with financial support to help young people aged 18-30 to find a job in any other Member State<sup>31</sup>.

In terms of practical support, the Youth Guarantee Implementation Planning process made it necessary for the Member States to prioritise the work on the Youth Guarantee and plan concretely for the future. The Member States report progress on the Youth Guarantee and related measures as part of the [European Semester](#) and receive regular feedback on progress. The Employment Committee (EMCO) – in its preparation of Council deliberations – also pursues its multilateral surveillance on its implementation. The EMCO has developed an [Indicator Framework](#) for Monitoring the Youth Guarantee. The EPSCO Council endorsed [key messages](#) on this framework in December 2014. The Youth Guarantee has also been endorsed by the European Heads of PES (HoPES) network. The network committed to implementing the necessary adjustments that support the implementation of the Youth Guarantee at the [Berlin Youth Summit in 2013](#). It is regularly monitoring the implementation of the Youth Guarantee from the PES perspective and highlighting promising PES practices linked to the Youth Guarantee<sup>32</sup>.

In practical terms, the European Commission is also supporting information exchanges in this field by organising mutual learning opportunities (e.g. a Peer Review in Helsinki under the Mutual Learning Programme, La Hulpe seminar of practical support for the design and implementation of Youth Guarantee schemes) and undertaking studies/reviews in this area (e.g. reviews of PES capacity to implement the Youth Guarantee).

**Table 2: Examples of other supportive EC measures linked to the Youth Guarantee**

Types of measures	Examples of measures
Financial instruments	Youth Employment Initiative (YEI) European Social Fund (ESF)
Tools	European Alliance for Apprenticeships Quality Framework for Traineeships (QFT) EURES Your first EURES Job (YfEJ)
Practical support	Youth Guarantee Implementation Plans European Semester Indicator Framework for Monitoring the Youth Guarantee Toolkit for <a href="#">awareness-raising</a> on the Youth Guarantee, developed through a pilot in four Member States PES network publications Studies, mutual learning opportunities, events and reviews supporting information exchange and implementation, etc.

<sup>30</sup> [https://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/lsa/141424.pdf](https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/141424.pdf)

<sup>31</sup> Ibid

<sup>32</sup> <http://ec.europa.eu/social/main.jsp?catId=1100&langId=en>

*Sources: Materials related to the La Hulpe seminar, the website of DG EMPL, European Commission (2014) EU measures to tackle youth unemployment.*

### **3 Summary of the method and activities undertaken as part of the service contract**

This section summarises the method and related activities carried out as part of the contract linked to the Youth Guarantee Preparatory Action, starting with an overview of key tasks, followed by activities undertaken. All the research tools and documents were included in the interim report and not repeated here.

#### **3.1 Overview**

The assignment undertaken by ICF as a contractor to provide monitoring and dissemination services related to the Preparatory Action was divided into four key strands of action:

- The first part of the assignment involved research and monitoring of pilot projects. ICF monitored and reported achievements and experiences but also explored the relevance, effectiveness, efficiency and added value of the pilot projects and presented conclusions related to the organisation and potential of the pilots. Particular focus was placed on summarising and presenting their outputs and results and assessing whether the set objectives had been achieved.
- The second part consisted of organising opportunities for mutual learning for the pilot project coordinators. Two Coordination Meetings were organised to give the project coordinators and their partners an opportunity to meet with one and another, discuss challenges and celebrate successes.
- The third part involved provision of support for pilot project coordinators on monitoring and evaluation techniques, through the organisation of a Monitoring and Evaluation seminar, preparation of a handbook<sup>33</sup> and responding to questions of individual project coordinators through email, phone and one-on-one sessions at Coordination Meetings.
- The fourth part involved support in the dissemination of results by preparing reports for dissemination and organising a conference in Brussels on 8 May 2015. This dissemination conference brought together over 170 delegates from across the EU. This included representatives of the European Commission, EU agencies such as Eurofound, European Parliament, national governments as well as national and international press. The event also brought together pilot project coordinators and partners, ESF managing authorities, national youth guarantee coordinators, social partner representatives, non-governmental organisations and international experts. A small number of end-beneficiaries of the Preparatory Action, young people and employers, also took part in the event. The conference was a one-day event.

The remaining parts provide some more detail on the different parts of the assignment, starting with the research framework.

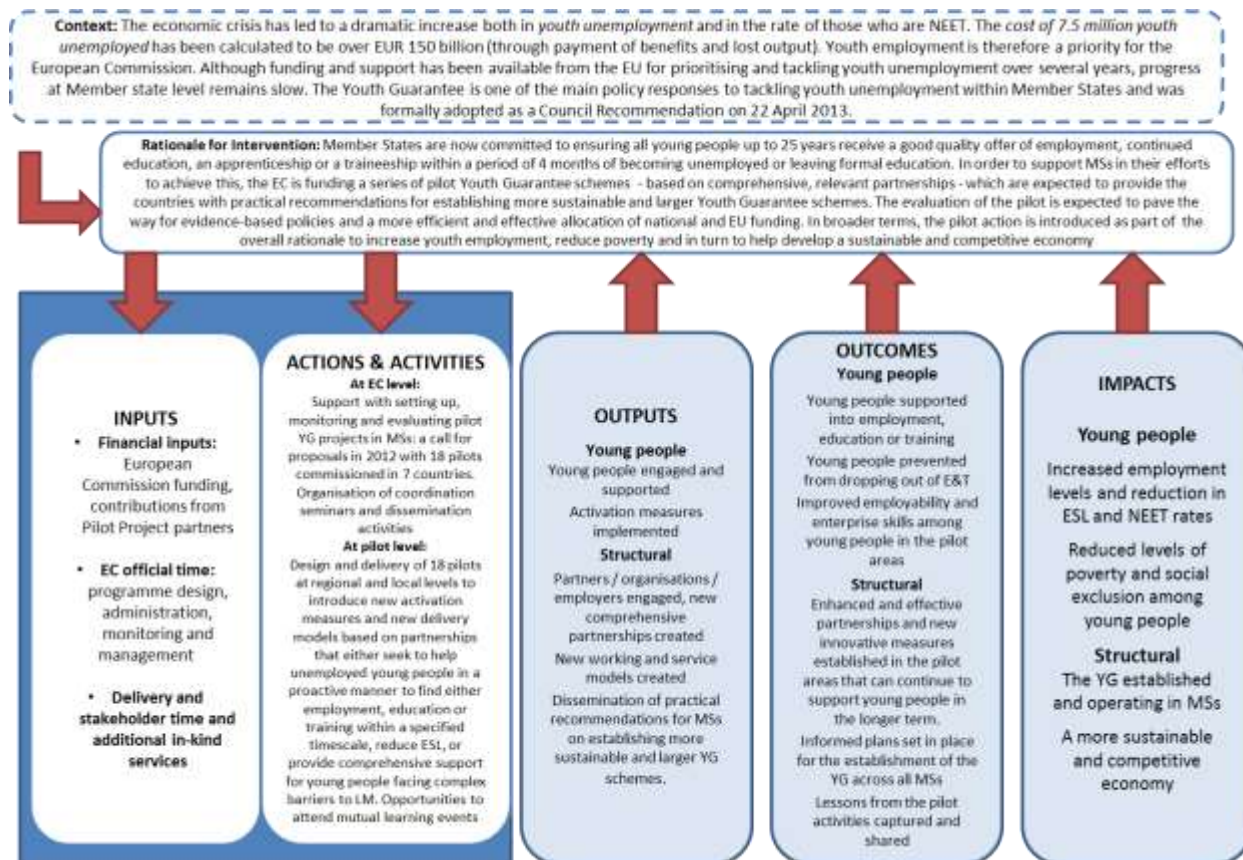
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<sup>33</sup> ICF (2014) [Evaluation toolkit](#) for youth guarantee projects. European Commission.

### 3.2 Research framework

A research framework for the assignment, underpinned by the intervention logic, is presented overleaf. It is followed by a list of key research questions that ICF was requested to consider as part of the assignment.

Figure 1. Research framework, part 1: Intervention logic



Source: ICF, 2014

A list of research questions have been included in Table below. The assessment is focussed on the pilot project level questions.

Table 1. Research framework, part 2: Assessment questions

Key evaluation questions		
	Pilot project level	Intervention (programme) level
Relevance	<p>To what extent are the Youth Guarantee pilot projects relevant to the problems and needs identified?</p> <p>Has there been an evolution which required reshaping of the pilot projects?</p>	<p>To what extent is the Preparatory Action Youth Guarantee as a whole relevant to the problems and needs identified?</p>
Effectiveness	<p>To what extent have the pilot projects managed to reach the planned objectives? Why not? Which difficulties were encountered in realising the targets?</p> <p>Have unanticipated effects occurred as a result of the intervention?</p> <p>Are there any aspects / means / factors that render certain aspects of the projects more or less effective than others, and – if there are – what lessons can be drawn from this?</p> <p>To what extent has the project been beneficial to the institutions (both public and private) and individuals (unemployed and inactive young people and employers) involved?</p>	<p>Have the programme level objectives been reached?</p> <p>Are there any aspects/ means / factors that render certain aspects of the preparatory action more or less effective than others, and – if there are – what lessons can be drawn from this?</p>

**Key evaluation questions**

Efficiency	<p>Have desired outputs and results been achieved at a reasonable cost?</p> <p>Was the size of the project budgets appropriate and proportional to the objectives and targets set by the project beneficiaries?</p> <p>Could the same results have been achieved with less funding? Could the use of other policy instruments, mechanisms or tools have provided better cost-effectiveness? Were there possible alternative methods for achieving the same objectives?</p>	
Organisation and governance	<p>Were the different management arrangements and tools for implementing the pilot projects appropriate?</p> <p>What were the learning needs of the organisations implementing the pilot projects?</p> <p>How have the partnerships and stakeholders' involvement contributed to the overall results of the projects?</p> <p>What were the challenges encountered in operational and financial terms? How were they overcome? To what extent did the management and organisation of the intervention favour or inhibit the achievement of the objectives?</p>	<p>Could the assignment of tasks to duly identified labour market actors for longer periods be more effective?</p>
Complementarity and Added Value	<p>Volume effects: Did the pilot projects 'add' to existing action or directly produce beneficial effects that can be expressed in terms of volume (i.e. young people supported, young people integrated into employment, young people re-integrated into education or training)?</p> <p>Scope effects: Did the pilot projects 'broaden' existing action by addressing groups or policy areas that would not otherwise be addressed?</p> <p>Process effects: Did the pilot projects deliberately support innovations and the transfer of ideas that are subsequently 'rolled out' in different contexts?</p> <p>Learning effects: Did the pilot projects lead to MS administrations and participating organisations derive benefits from being involved in action?</p>	<p>Volume effects: Did the YG pilot as an intervention 'add' to existing action or directly produce beneficial effects that can be expressed in terms of volume?</p> <p>Scope effects: Did the YG pilot as an intervention 'broaden' existing action by addressing groups or policy areas that would not otherwise be addressed?</p> <p>Process effects: Did the YG Pilot as an intervention deliberately support innovations and the transfer of ideas that are subsequently 'rolled out' in different contexts?</p> <p>Learning effects: Did the YG Pilot as an intervention lead to MS administrations and participating organisations derive benefits from being involved in action?</p>
Potential of type of intervention	<p>Is there a potential demand for realising more placements using this kind of scheme and could this be quantified into a target?</p>	<p>What are the critical success factors and the main problems to be addressed and solved to render possible a meaningful continuation and extension of this kind of scheme in the future?</p> <p>How could such schemes be targeted to address the needs of employers and jobseekers as effectively as possible?</p>

Source: ICF, 2014 on the basis of guidance of DG EMPL

### 3.3 Monitoring and research of pilot projects<sup>34</sup>

The agreed method related to the monitoring and assessment of the pilot projects included the following steps:

- Initial assessment of the pilot projects
- Performance monitoring surveys
- Final assessment of the pilot projects
- Thematic case studies
- Identification and review of comparator cases to support the analysis of efficiency

<sup>34</sup> The copies of all the study tools, event evaluation reports, informal background materials to the Coordination Meetings, etc., were included in the interim report, thus not repeated here.

### **3.3.1 Initial assessment of the pilot projects**

The initial assessment of the pilot projects was undertaken during a three week period around the end of March / early April<sup>35</sup> by interviewing project coordinators. Thematically, the interviews focused on the pilot project set up, partnership formation and working, management of the pilot and relevance. The results were collected on a template for each pilot and they fed into the background paper for the first Coordination Meeting and the [First Findings](#) report.

### **3.3.2 Performance monitoring surveys**

All the projects were surveyed twice as part of the monitoring activity. The first survey was disseminated in May 2014 and the second one as part of the final project assessment (September – January 2015). The first survey was short, geared towards collecting information for the First Findings report and sought to capture both qualitative and quantitative information in terms of output and outcome targets, progress in achieving those targets and information on first challenges, successes and emerging promising practices. The second one was much longer both in terms of number of questions and the level of detail sought. It included mainly quantitative but also some qualitative questions.

### **3.3.3 Final assessment of the pilot projects**

In terms of method for the final project assessment, the pilot projects were grouped into two categories:

- Group 1: The assessment for this category of pilot projects involved a project visit, including a one to two hour face-to-face interview with the project coordinator, interviews with two to three project partners, a written survey, a review of project specific documents such as project evaluations, and a consultation of young people through small focus groups. The following projects were assessed through this method: Neamt County (RO), Hartlepool (UK), Cartagena (ES), Miechów (PL), Galicia (ES), Lazio (IT), Croydon (UK), Pembrokeshire (UK), Tuscany (IT) and Ballymun (IE).
- Group 2: The assessment through this method involved a telephone interview with the project coordinator, telephone interviews with one to two project partners, a written survey and a review of project specific documents including project evaluations. The following projects were assessed through this method: Vilnius (LT), Legnago (IT), Valencia (ES), Veneto (IT)<sup>36</sup>, Gijón (ES), Alba County (RO), Aragón (ES) and Avilés (ES).

In addition to the project coordinator, partner and participant interviews, practitioners, individual labour market experts and evaluators were consulted as part of the final evaluation. Indeed, a total of 163 interviews and consultations were undertaken: 99 were mainly one-on-one or small group interviews with stakeholders and experts and the remaining 64 were small focus group consultations of young people who had participated in the pilots. Further information on the profile of interviewees can be found in Table 2 overleaf.

*Table 2. Profile of interviewees, final pilot project assessment stage*

Type of interviewees	Number of consultations
Participants (young people)	64
National, regional or local authorities / agencies*	35
Individual employers or their representative organisations	13

<sup>35</sup> The initial evaluation of the Tuscany project took place in May.

<sup>36</sup> A face-to-face interview was undertaken with the project coordinator but the partner interviews were carried out over the phone.

Type of interviewees	Number of consultations
PES or similar bodies providing employment and matching services*	11
Education and training providers*	8
Practitioners working with the participants of the pilots (e.g. social workers, guidance counsellors, PES advisers)	8
Independent experts and evaluators	8
Youth organisations and other NGOs*	7
Other	7
Trade unions	2

\* Some of the interviewees in these groups included individuals who played a both strategic and practical (working with young people) role in the pilots, in other words, could have also been classified as 'practitioners'.

### 3.3.4 Thematic case studies

A total of six case studies were drafted over the course of the assignment. The concept behind the case studies was a 'thematic' one, which meant identifying interesting, cross-cutting practices from various pilots and reporting emerging lessons. The themes of the six case studies are as follows:

- Case study 1: Lessons from the pilot projects on client profiling
- Case study 2: Learning from the pilot project practice - how to communicate effectively with young people
- Case study 3: Preparing young people for job search
- Case study 4: Effective outreach strategies to identify and reach out to NEETs
- Case study 5: Building better relationships with employers
- Case study 6: Helping at-risk youth to prepare and guide them into positive post-school outcomes

Each case study features examples and practices from a number of different pilot projects. All the case studies can be found in separate attachments to this report and key findings from the case studies have also been included in the main analysis.

### 3.3.5 Identification and review of comparator cases to support the analysis of efficiency

A total of 15 comparator initiatives<sup>37</sup> were reviewed as part of the assignment to find out more about per participant costs and placement (in education, training or employment) rates of other comparable initiatives. The review was focussed on initiatives of similar size and character in terms of main activities. For this reason and after following advice, the statistics related to existing national youth guarantee schemes were excluded due to the difficulties around comparing largely local initiatives with established, national schemes. The full list of comparator initiatives with findings is included in Annex 3 and the findings are also discussed in the report.

## 3.4 Organisation of mutual learning opportunities

The assignment involved an organisation and running of two Coordination Meetings for pilot project coordinators and their partners.

<sup>37</sup> The original plan included a review of up to 12 comparator initiatives

### **3.4.1 First Coordination Meeting, 28 April 2014**

The first Coordination Meeting was held on Monday 28 April 2014 in Brussels and it was attended by a total of 54 participants from the pilot projects, European Commission and ICF. The first meeting gave an opportunity for the pilot project coordinators to meet one and another and exchange experiences. Another important element was the dedicated 'Monitoring and Evaluation' seminar that was held in the second half of the year (see Section 3.5 for further details).

A background paper was drafted for the meeting, giving details on the Preparatory Action as a programme, the Youth Guarantee as a policy measure and individual pilot project projects. The main goal was to present general background information on the pilot projects in a form of aims, objectives, target groups, activities as well as output and outcome targets, and offer an opportunity for the project coordinators to check and validate the information. The information was based on a document review and initial evaluation interviews with project coordinators. The event was valued by the participants who expressed positive views about the value of exchanging experiences and networking. Their average score was 4.2 on a scale from 1 to 5.

Following the seminar, a 'post-seminar' report was prepared on the basis of validated and updated information from the background paper for the first Coordination meeting, together with information from the Meeting as well as a written survey (launched in May 2014). The aim of the [First Findings](#) report was to act as an information pack for the audience interested in the Preparatory Action and to give basic details on the pilot projects, analyse the progress they had made in the first few months, explore the first practical experiences and identifying emerging messages.

### **3.4.2 Second Coordination Meeting, 9 September 2014**

The second Coordination Meeting was held on Tuesday 9 September 2014. It was attended by a total of 55 persons representing Pilot Projects, European Commission and ICF. The second Meeting was built around giving the floor to the project coordinators to present and discuss their successes, challenges and plans for sustainability. The event was appreciated by the participants who scored the event as 4.4, on a scale from 1 to 5. They in particular valued getting an overview of progress of different pilots and having an opportunity exchange experiences with fellow project leaders.

A succinct [Key Messages](#) note was prepared following the Meeting, seeking to capture the most important messages from the event.

## **3.5 Monitoring and evaluation support for pilot project coordinators**

Three channels of support were made available for pilot project coordinators in relation to monitoring and evaluation of their pilot activities.

First, the projects were able to email the team at ICF to ask questions related to monitoring and evaluation.

Second, an [Evaluation Toolkit](#) was prepared and disseminated to the project coordinators. It discusses how to plan for an evaluation, how to gather the information required and how to report results. It also explains the practice of and links between monitoring and evaluation.

Third, a Monitoring and Evaluation seminar was held as part of the first Coordination Meeting. This included expert presentations on both monitoring and evaluation, as well as two project presentations on evaluation plans. A one-to-one evaluation clinic was set up to enable project coordinators to book short, one-on-one sessions with

specialists. A small number of projects had an opportunity to discuss their project and monitoring challenges with an experienced evaluator of the Finnish Youth Guarantee.

### **3.6 Dissemination conference**

The dissemination element of the assignment referred to the organisation of a large Dissemination Conference to disseminate the main policy messages and findings from the Youth Guarantee pilot activities as well as preparation of associated publications. It was held on Friday, 8 May 2015 at the THON Hotel EU in Brussels.

This dissemination conference brought together over 170 delegates from across the EU. This included representatives of the European Commission, EU agencies such as Eurofound, European Parliament, national governments, national and international press, pilot project coordinators and partners, ESF managing authorities, national youth guarantee coordinators, social partner representatives, non-governmental organisations and international experts. A small number of end-beneficiaries of the Preparatory Action, young people and employers, also took part in the event.

Further information on the conference, including agenda, presentations and pre- and post-conference materials can be found on the Youth Guarantee [website](#).



## 4 Introduction to the funded pilot projects

A total of 18 pilot projects were funded under the European Parliament Preparatory Action on the Youth Guarantee. The grant agreements were signed between August and December 2013.

### 4.1 Country overview

The 18 pilot projects were implemented in seven countries: Ireland, Italy, Lithuania, Poland, Romania, Spain and the United Kingdom. Spain hosted most pilots with six individual projects, followed by Italy with four, the UK with three, Romania with two, and each of the other MS hosted one project each. Due to the length and similarities in the names of the funded pilot projects, they are referred to in this report by their location (suburb, city or region).

Table 3. Pilot project locations

Country	No of pilots	Pilot projects
Spain	6	Aragón, Avilés (Asturias), Cartagena (Murcia), Galicia, Gijón (Asturias), Valencia
Italy	4	Lazio, Legnago (Veneto region), Tuscany, Veneto (with focus on Treviso)
UK	3	Croydon (South London / England), Hartlepool (North East England), Pembrokeshire (Wales)
Romania	2	Alba County (Transylvania), Neamt County (North East)
Ireland	1	Ballymun (Dublin)
Lithuania	1	Vilnius county
Poland	1	Miechów

Source: ICF on the basis of information from pilot projects

### 4.2 Characteristics of pilot project locations

#### 4.2.1 Scale

The geographical remit of the pilots ranged from city boroughs (e.g. Croydon in South London) and towns/cities/localities (e.g. Gijón, Hartlepool, Legnago, Miechów), to regions and counties (e.g. Lazio, Alba, Galicia, Pembrokeshire). Some projects had a larger geographical remit relating to undertaking strategic activities but the services with young people were typically tested with young people from a specific town, city or school(s). As an example, the Veneto project sought to build a Permanent Committee in charge of coordinating NEET policies with the Veneto Lavoro Observatory, but the test actions with young people took place in one province (Treviso). Table 4 below offers some short, further insights into the pilot project locations.

Table 4. Details about pilot project locations

Country	Pilot project	Brief details about pilot project locations
Spain	Aragón	An autonomous community located in north-eastern Spain with a population of 1.3 million
	Avilés (Asturias)	A city with a population of 83,400 in the Region of Asturias (North of Spain); the economy based on the service sector (69.1%)
	Cartagena (Murcia)	A major naval station located in the Region of Murcia, by the Mediterranean coast, south-eastern Spain; a population of some 200,000 inhabitants
	Galicia	The project taking place in a rural area of Galicia, a region in northwest

Country	Pilot project	Brief details about pilot project locations
		Spain
	Gijón (Asturias)	The largest city and municipality in the region of Asturias (North of Spain) with a population of 275 000. A maritime city with an important port; the economy is mainly based on tourism, steel industry, science and engineering, agriculture and fishing.
	Valencia	An autonomous region of Spain, with approximately 5 million inhabitants, located along the Mediterranean coast in the south-east of the Iberian peninsula. Nearly 76.3% of the working population is employed in the service sector.
	Lazio	A region in the central peninsular section of Italy, with a population over 5.5 million
Italy	Legnago (Veneto region)	The project covers 21 municipalities in the Legnago area, in the region of Veneto.
	Tuscany	A region in central Italy with a population of about 3.8 million inhabitants.
	Veneto (with focus on Treviso)	A region in the North-East of Italy, with some 5 million inhabitants; Treviso is the capital of the province of Treviso and the municipality has over 80,000 inhabitants
UK	Croydon (South London / England)	The largest borough in London; home to the largest youth population in London and, simultaneously, one of the highest rates of youth unemployment
	Hartlepool (North England) East	An old industrial town in the North East England and home to some 90 000 inhabitants
	Pembrokeshire (Wales)	A rural county in the south west of Wales: the local economy is largely dominated by SMEs that do not have the capacity to employ large numbers of people. Health and social care is the biggest employer followed by leisure and tourism.
Romania	Alba County (Transylvania)	A county in central Romania, Transylvania, with a regional population of over 320,000 inhabitants
	Neamt County (North East)	A county in the North Eastern part of Romania, with a regional population of over 450,000 inhabitants
Ireland	Ballymun (Dublin)	An area of social and economic disadvantage; a population of 20,000
Lithuania	Vilnius (county)	The project takes place in eight municipalities of the Vilnius County, which is in the east of the country around the city Vilnius.
Poland	Miechów	The Miechów district is a rural district in the south-east of Poland, with a population of 25,000

Source: ICF on the basis of information from the pilot projects and desk-based research

#### 4.2.2 Scope

For the most part, the pilots were located in areas which perform poorly in terms of youth labour market indicators, relative to the national and European averages, with higher levels of early school leaving (ESL), youth unemployment and NEETs (see Table 5 overleaf). Indeed, half of the pilot projects were implemented in areas where the youth unemployment rates stood at around 50%. For example, the Irish (Ballymun), Polish (Miechów) and some of the Spanish (Aragón, Avilés, Gijón, Cartagena, Valencia) projects took place in areas with some of the highest rates of youth unemployment in Europe, with rates hovering around the 50% mark. In case of the Irish pilot for example, the unemployment rate of 54% among 15-24 year olds in the area of Ballymun, the pilot area in Dublin, was 20 percentage points higher than that of Dublin for the same age group as a whole<sup>38</sup>. In the region of Aragón (ES), the rate of unemployment among 16 to 24 year-olds was over 50%, coupled with the problem

<sup>38</sup> Census, 2011

of high number of low qualified young people: over 50% lacked secondary level qualifications. The pilot project localities also tended to display high rates of adult unemployment due to structural weaknesses in local labour markets.

A small number of the pilots, like the three projects from the UK, were located in cities / boroughs with much lower levels of youth unemployment, with only around one in ten young people being out of work. But the areas have many 'NEET hotpots' – wards where joblessness among 16-24 year olds can be three to four times above average. The London borough of Croydon (UK) for example, where one of the pilot projects is located, is home to wards where unemployment rates are as high as 35% and over five times higher than regional levels. The Italian pilot project regions such as Tuscany and Veneto are not regarded as areas of social and economic disadvantage but they also contain pockets of deprivation.

It is important to take into consideration these contextual factors when reading the types of activities and approaches developed by the pilot projects as well as challenges they faced in implementation. For example, it in part explains the emphasis of some of the projects on the promotion of self-employment among unemployed youth; the severe shortage of jobs and on-the-job training places for young people prompted the stakeholders to consider other avenues.

*Table 5. Labour market situation and education level of young people in the pilot locations, with a particular focus on the situation of target groups the pilot is seeking to support*

Country	Pilot project	Labour market situation / education level of young people in pilot locations
Spain	Aragón	The rate of unemployment among 16 to 24 year olds was over 50%. A high number of low qualified young people: over 50% lacked secondary level qualifications. A high number of young people working in low skilled occupations - over a third of new jobs (38.5%) for under 25 year olds were in four key occupations: waiters, labourers, farm workers and retail/sales assistants.
	Avilés (Asturias)	The youth unemployment rate was around 47%: Precarious jobs and temporary contracts were negative conditions that brought vulnerability and social exclusion to the labour market in this region.
	Cartagena (Murcia)	The region had a high early school leaving rate: the rate in the region of Murcia stood at 35.5% in 2010, against the national average of 28.4. A high level youth unemployment in the region: 76% among 16-19 year olds (against national average of 69%) and 46% among 20-24 year olds (against national average of 44%). Young people in the region were over-represented in part-time and fixed-term work. In Cartagena, 2,698 young people aged between 16 and 24 were registered as unemployed in March 2012. This represented 11.7% of all total unemployed people in the municipality.
	Galicia	Young people very much affected by the crisis and experienced a high level of unemployment. Rural areas were also facing an exodus of young people to the cities. The two rural localities were chosen because of the high number of young people who have left these areas, as well as for its potential to provide opportunities in areas such as tourism, agricultural diversification and care services.
	Gijón (Asturias)	The youth unemployment rate was around 45%
	Valencia	The rate of unemployment among those under 25 years of age was 63%, and 77% among 16 and 19 year old young people.
Italy	Lazio	The region characterised by high unemployment and inactivity rates. The mixed picture of high inactivity rates, early school leaving and bottlenecks in the labour market pointed to the need for information and guidance to support young people in their education and career choices.
	Legnago (Veneto region)	A key challenge in Legnago was the high level of early school leaving; the management of the problem was particularly challenging because of the lack of data on the problem, insufficient investment in and use of preventive measures to address the problem and lack of coordination of

Country	Pilot project	Labour market situation / education level of young people in pilot locations
		services in this area.
	Tuscany	Young people hit particularly hard by the crisis: the rate of youth unemployment grew from 13.7% in 2007 to 24.9% in 2011. The problem exacerbated by the lack of good quality training and internship places.
	Veneto (with focus on Treviso)	In 2009 the proportion of 15-24 year old NEETs in Veneto was 11%, among the lowest in Italy. The area witnessed a strong increase in the NEET rate between 2009 and 2012; the rate risen to 16%.
UK	Croydon (South London / England)	The rate of youth unemployment in Croydon was 9.4%, compared to 6.8% in London overall. The proportion of long term unemployed was significantly higher than regional and national levels. The situation was particularly pronounced in the borough's most deprived wards where unemployment rates were as high as 35%, and over four times higher than national levels and over five times higher than regional levels.
	Hartlepool (North East England)	Unemployment among 18-24 year olds stood at around 12.7%. Many of the project participants lived in a small number of NEET 'hotspots': 73.4% of NEETs live in the most deprived wards. The groups that were over-represented in the NEET cohort include teenage parents, those with learning difficulties and/or disabilities, looked after children (by the state), young offenders, etc.
	Pembrokeshire (Wales)	The level of NEETs, aged 16 to 24, risen from 3.8% to 4.2%.
Romania	Alba County (Transylvania)	The region had the highest rate of youth unemployment in the country (31.7%)
	Neamt County (North East)	Under 25s accounted for a fifth of all unemployed people in the Neamt County. In 2013, there were 60,377 young people under the age of 25 in state care in Romania. Out of this total, 3.2% were based in Neamt County. Young people leaving the institutionalised state care system are particularly vulnerable to homelessness, have low social status, many display communication and behavioural problems, struggle to find permanent employment and lack (suitable) qualifications.
Ireland	Ballymun (Dublin)	The youth unemployment rate was 54%, compared to 39% as a national average. Over 750 young people aged 18-24 registered as job-seekers in Ballymun, with males accounting for two-thirds. Of those, over half had been unemployed for more than a year and a third for more than two years. High prevalence of low educational attainment and unskilled and semi-skilled manual occupational backgrounds; only 17% of Ballymun young people had any post-leaving certificate qualifications, and only 9% have a degree or higher.
Lithuania	Vilnius (county)	The youth unemployment rate was 13.9% in the Vilnius County in 2013, a decline from 22.4% in 2012.
Poland	Miechów	In 2011, at 58% among 18-30 year olds, the district had one of the highest rates of youth unemployment in Poland. In comparison, the national rate was 38%. In 2013, the share of registered unemployed aged 18 to 24 among all persons this age in the area was 17.9%, which is 5 pp higher than the average in Poland. Generally speaking, young people in the area were less qualified than their peers in bigger cities. This was mainly a result of the lack of competition in the education sector, poorly designed training programmes and high rates of early school leaving.

Source: ICF on the basis of information from the pilot projects

Note: Usually based on information available at the time of project applications, around 2010-2012

### 4.3 Categories of pilot projects

The 18 pilots can be divided into two broad categories based on their primary target group and the overall goal (see also Table 6 overleaf):

- Group 1: Projects that prepared young people - who are still attending full-time secondary education or are in the process of finalising their studies - for transition into (further) education and training (or employment); and,

- Group 2: Projects that provided supported pathways into education, training or employment to unemployed and inactive youth (NEETs).

Both groups of pilot projects were focussed on proactive measures with the aim of intervention prior to disengagement (i.e. supporting at-risk young people when they are still attending full-time education or training) or before disengagement has become a settled situation (i.e. supporting young people as soon as possible after they have become unemployed).

Table 6. Categories of pilot projects

Group	Pilot projects
Group 1 Preparing young people still in full time education for transition into (further) education, training or employment	Croydon (UK), Hartlepool (UK), Pembrokeshire (UK), Miechów (PL), Lazio (IT), Legnago (IT), Alba County (RO), Neamt County (RO)
Group 2 Providing supported pathways into education, training or employment to unemployed and inactive youth	Ballymun (IE), Aragon (ES), Avilés (ES), Cartagena (ES), Galicia (ES), Gijón (ES), Valencia (ES), Tuscany (IT), Veneto (IT), Vilnius (LT)

Source: ICF on the basis of information from pilot projects

As shown by Table above, just over half of the pilots (10 out of 18) fell into the second group of projects working primarily with unemployed and inactive youth. The rest fell into the first category which focussed on the prevention of ESL or preparation of young people for the transition to the next level of education / training / employment. A small number of pilot projects had two or more separate target groups, including beneficiaries from both of the main target categories (e.g. Pembrokeshire and Avilés).

All the selected Spanish projects worked with unemployed youth while the British projects worked primarily with students from the final year of (lower secondary) education. In part these follow national trends: youth unemployment is a particularly acute problem in Spain while the extension of the length of compulsory education in the UK has prompted authorities to work around the post-16 education arena, ensuring that young people continue from lower secondary education directly into further education or training.

#### 4.4 Aims and activities

The goal of this section is to offer more details on the specific aims of the funded pilots and the activities selected to achieve the chosen goals. Table 7 below outlines the aims and key activities of Group 1 projects and this is followed by Table 8 summarising those of Group 2 pilots.

As shown by the next table, Group 1 projects had two distinctive goals:

- Supporting school-to-work transitions (Alba County, Croydon, Lazio, Miechów, Neamt County) and/or,
- Preventing early school leaving and transition from lower to upper secondary education (Hartlepool, Legnago)

The Pembrokeshire pilot worked with both at-risk students as well as unemployed and inactive youth.

The main activities created to achieve these goals included one-on-one and group careers guidance and counselling, traineeships and mentoring / motivational work. The pilots chose different delivery mechanisms to achieve these goals. For example, the Alba County (RO) pilot delivered their activities for young people through dedicated 'job clubs', which were established in schools with the pilot funding. The longevity of these clubs was supported by allocating funding for the training of teachers and other school staff to run the clubs. The Hartlepool (UK) project built a school-based mentoring model while the Legnago (IT) pilot developed different 'pathways' for different target groups of students.

Table 7. Aims and key activities of Group 1 projects

Pilot and MS	Aim	Main activities*
Alba county, RO	To prevent early school leaving and improve employability, entrepreneurial skills and labour market readiness of students through newly-established job clubs and services provided by them	Enhanced careers and STW transition support services offered by the newly-established 'job clubs'; one-on-one and group careers counselling and information provision Entrepreneurship training, classroom-based and through virtual training companies Training of teachers as careers counsellors Traineeships and study visits for students Workshop training on entrepreneurship, communication, professional orientation, career patterns and practice interviews with employer
Croydon, UK	To improve the capacity of local schools and businesses to work together to improve labour market responsiveness of learning and preparedness of students at risk of disengagement for the STW transition (through improved careers decision making; ensuring pupil learning and progression is linked to / and relevant to the current and future labour market; improve teacher capabilities and awareness of the competencies required for work)	Two-week traineeships and practical business assignments by companies for students Mock interviews (support in writing CV and application letters, half an hour 'mock' interview with an employer, feedback) Training of volunteer mentors from local businesses to work with students Business placements for teachers Development of resources/tools, such as volunteer business mentor toolkit, training packs for teachers and students, e-passport to record work experiences Personalised employment plans for at-risk students
Hartlepool, UK	To develop a mentoring model led by schools to support the transition and preparedness of at-risk final year students into positive post-school destinations within four months of leaving school	Early Intervention system (a risk of NEET indicator) developed to identify students at most risk of not making a successful transition to positive post-school destinations 30 hours of mentoring for 15-16 year-old students identified as being the most at risk of leaving early or disengaging from post-16 education, plus one-on-one mentoring on non-educational issues/barriers Practical support, such as additional literacy or numeracy training Taster days at local colleges, supporting in attending interviews at colleges/employers, careers events Engagement activities during the summer so as to prevent disengagement during the summer months
Lazio, IT	To enhance and complement existing partnerships and activities that are in place to facilitate the transition from school to work for VET students by encouraging new forms of cooperation and developing job counselling	Career orientation from career guidance, self-assessment of competences, information provision about job prospects and employers' needs etc. Company visits to give students a first experience of the world of work linked to the subjects studied by the students Career days / information events giving students the opportunity to talk directly with local employers and receive information on careers
Legnago, IT	To prevent early school leaving among 15-18 year old students who are at high-risk of dropping out	Establishment of a permanent observatory of NEETs / early school leaving in the area The design and implementation of a methodology to identify students at high risk of early school leaving Motivational activities for students aged 15-16 at risk of ESL, including workshops with experts (psychologists, teachers, labour market experts, social workers) Supportive STW activities for students aged 16-18, such as traineeships, workshops with local education/employment experts, etc.
Miechów, PL	To bridge the gap between local	Provision of careers information and guidance in

	education and training institutions and local companies and preparing secondary school students into employment	terms of future employment prospects and further opportunities of education and training Careers event and simulated job interview competitions
Neamt County, RO	To providing careers advice, mentoring and work experience for young people leaving the state care system	Development of participants' communication and IT skills Counselling and guidance One week traineeships in companies An online platform for companies to register interest to offer traineeships for young people from the state care system
Pembrokeshire UK	To get those at risk of becoming NEET, or are NEET, re-engaged and back into employment, education and training	One-on-one mentoring and individual employment planning Work-related qualifications leading training to strengthen self-esteem and transversal competences Work tasters, traineeships and taster courses Employer / careers events, employer visits, subsidised employment opportunities Specialist support for participants with complex needs

*\* Non-exhaustive, typically 4-5 key activities of the pilots highlighted*

*Note: The aims and activities outlined in the table do not refer to the objectives/activities related to the set up and management of the scheme in a partnership as this was a necessary activity for each funded pilot.*

Table 8 below lists the main aims and activities of the pilots working (primarily) with unemployed and inactive youth (Group 2 pilots). They show that:

- Three pilots had the dedicated and specific goal of testing the Youth Guarantee model in a comprehensive manner by guaranteeing an offer within four months of registration or first involvement in the pilot (Ballymun, Cartagena, Gijón);
- Two pilot projects had a specific focus on self-employment / entrepreneurship (Galicia, Valencia);
- Two projects had the ultimate goal of improving methodologies and practices related to the identification, mapping and activation of NEETs (Tuscany, Veneto);
- Two pilots sought to develop pathway approaches to the integration of unemployed and inactive youth (Avilés, Vilnius); and
- One pilot had a specific goal of developing and testing a dual education methodology (Aragón).

The main activities of these pilots revolved around work placements / internships, tailored short-term training courses, individual employment planning and career guidance.

*Table 8. Aims and key activities of Group 2 projects working with unemployed and inactive youth*

Pilot and MS	Aim	Main activities*
Aragón, ES	To develop and pilot the dual education model of learning combining periods of workplace and school-based training	Cohort, service and economic analysis to inform the design of a dual education methodology Testing of the methodology with young people Provision of additional workshop based training opportunities
Avilés, ES	To establish coaching schemes for two groups of young people in which the participants are provided with the individual and collective support they need to enter the labour market	Individual employment planning One-to-one and group mentoring / counselling Training courses: transversal and key skills (e.g. IT skills, worklife preparation, English) and vocational (e.g. kitchen assistant, waiter/waitress)

Pilot and MS	Aim	Main activities*
		Work placements in companies
Ballymun, IE	To develop and pilot a Youth Guarantee scheme promising a quality offer within four months of the first guidance interview to all young jobseekers in one of the most socially disadvantaged areas of the country	A process of support starting with career assistance and counselling leading to the identification of an individual career plan, with follow-through to training, education, work experience or full-time employment Tailored education and training opportunities: preparatory programmes, basic skills development, blended forms of learning Building better relationships with employers to create work placements and jobs for young people
Cartagena, ES	To set up a youth guarantee network which works together to integrate unemployed young people into employment, education or training within four months of leaving school or becoming unemployed/inactive	Individual employment planning Group work sessions and company visits Tailored training workshops Job and training intermediation services, including proactive work with employers to identify traineeship and employment positions
Galicia, ES	To support the labour market integration of young people from rural areas by promoting and supporting entrepreneurship	Entrepreneurship training consisting of business advice, business plan development, etc. Mentoring and guidance from established professionals on funding, production, marketing, subsidies, business planning, ICT, etc. Work placements in companies linked to the business idea Company visits
Gijón, ES	To set up a Youth Employment and Activation Agency to function as a one-stop-shop service hub for 15-30 year olds NEETs so as to ease their access to workplace training, employment, education and training	Guidance and orientation, leading to the development of individual training and employment plans Training / coaching sessions dealing with communication skills, ICT, English, interviewing, entrepreneurship, for example Training and employment matching, including proactive work with employers to identify traineeships
Tuscany, IT	To reduce the number of NEETs in the Tuscany region by identifying and mapping the NEET population, designing and piloting new tailored services and supporting the improvement of PES services for young people	Development and testing of a methodology for identifying and mapping NEETs Development of partnerships to offer services to NEETs Activation services to NEETs, including guidance, information, CV workshops and company visits
Valencia, ES	To establish a four-step programme to provide young people with the entrepreneurial tools, skills, practical knowledge, mentoring and training needed to set up own business	A multidisciplinary training programme to develop participants' competences, attitudes and skills related to self-employment and to foster their self-esteem: on-line and classroom based courses on communication, self-presentation, self-employment / entrepreneurship and social enterprise Traineeships One-to-one guidance and advice on entrepreneurship and business planning Business incubator space Mentoring by established young entrepreneurs
Veneto, IT	To establish a Permanent Committee to take charge of policies and activities focused on NEETs and deliver supporting activities to NEETs identified as part of the pilot	Analysis and assessment of NEETs in the region Information and guidance tools Company and school/training institution visits Work placements (short ones for younger participants and longer placements for Entrepreneurship workshops
Vilnius, LT	To develop a three-part preparation/motivational seminar	A motivational seminar oriented towards stimulating young unemployed towards participation in the labour



Pilot and MS	Aim	Main activities*
	series combined with a work placement as a way of integrating unemployed youth into employment	market, by giving them practical and real life examples and managing their expectations A job-search focussed seminar bringing together young unemployed and local employers where the two sides communicated directly about the needs of employers and available job opportunities and the skillsets of young people Skills and career tests and individual consultation to draft personalised employment plans 2-4 week work placements

\* Non-exhaustive, typically 4-5 key activities of the pilots highlighted

Note: The aims and activities outlined in the table do not refer to the objectives/activities related to the set up and management of the scheme in a partnership as this was a necessary activity for each funded pilot.

#### 4.5 Target groups

Table 9 illustrates the main target groups of all 18 pilots. In terms of projects targeting 15-18 year-old students, the majority of them targeted either individual at-risk students (e.g. Hartlepool, Croydon) or classes/schools with a higher than average number of early school leavers (e.g. Legnago). The target group for the Alba County (RO) project included students from both low and high performing schools and the Lazio (IT) pilot offered the activities for all students from participating classes as a more selected approach was seen as unfair by teachers. The projects targeting unemployed/inactive youth adopted either a universal approach of accepting unemployed youth from all backgrounds into the pilot (e.g. Ballymun, Tuscany, Veneto, Vilnius) while most others had dedicated targets or placed a particular focus on low-skilled, unemployed youth (e.g. Aragón, Avilés, Cartagena, Gijón, Galicia, Valencia).

Table 9. Target groups of the pilot projects

Pilot and MS Target groups	
<b>Group 1 projects preparing young people still in full time education for transition into (further) education, training or employment</b>	
Alba county, RO	Students aged 15 – 19 years old from a total of four high schools displaying different rates of success at baccalaureate level, some very low (Blaj – 10.5%; Ocna Mures – 34.7%; Cujir- 63%; and Alba – 80%). Most students were at a relatively high risk of early school leaving and unemployment.
Croydon, UK	Young people in full time vocational training who are at risk of long-term unemployment (including young people from workless families, young men (who are more affected than young women), young offenders and those with learning difficulties): young people entering year 9 (aged 13), year 10 (aged 14), those in year 11 (16-17) and year 12 (17-18).
Hartlepool, UK	20% of students in Year 11 (aged 16-17 years) attending one of the six secondary schools in Hartlepool identified as being most at risk of leaving early or disengaging from post-16 activity
Lazio, IT	17-18-year-old students of 20 secondary schools (technical institutes and VET schools) in Rome and the Province of Frosinone.
Legnago, IT	Two target groups for two distinctive set of activities: <ul style="list-style-type: none"> <li>Classes of students (aged 15-18) from partner schools with high numbers of students at high risk of dropping out early</li> <li>NEETs at risk of exclusion, identified by through the database of the transition to work service (SIL, <i>Servizio Integrazione Lavorativo</i>) linked to the social services in the area</li> </ul>
Miechów, PL	At risk students aged 15-24, from second and third level schools in Miechów.
Neamt County, RO	Young people aged 16-24 who had just left, or were due to leave, the state care system.
Pembrokeshir	Young people aged 15-25 who were deemed at risk of becoming NEET, or who were NEET

<b>Pilot and MS Target groups</b>	
e, UK	<p>either living in Pembrokeshire or in the travel-to-work areas of Pembrokeshire.</p> <p>Sub-target groups included:</p> <ul style="list-style-type: none"> <li>• 15-17 year olds participating in schools/FE provision;</li> <li>• 16-17 year old NEETS; and</li> <li>• 18-24 year old unemployed youth</li> </ul>
<b>Group 2 project working (primarily) with unemployed and inactive youth</b>	
Aragón, ES	Unemployed and low qualified young people aged 16 to 25 living in the Autonomous Community of Aragón.
Avilés, ES	<p>Young people aged 16-24:</p> <ul style="list-style-type: none"> <li>• Young people without qualifications and at risk of early school leaving but interested in a career in the hospitality industry</li> <li>• Qualified, unemployed youth not successful at finding a job in the IT industry due to insufficient/irrelevant ICT skills</li> </ul>
Ballymun, IE	<p>All unemployed people aged 18 to 24 years in Ballymun:</p> <ul style="list-style-type: none"> <li>• All young people who register as unemployed at the Ballymun PES office during the period of the pilot</li> <li>• Young people who have already been unemployed for some time</li> </ul> <p>Three priority groups:</p> <ul style="list-style-type: none"> <li>• Young people who left school with primary certificate or less (no qualifications);</li> <li>• Young people who have a Leaving Certificate and/or good work experience; and</li> <li>• Young people with tertiary education.</li> </ul>
Cartagena, ES	<p>Unemployed youth aged 16-24 who have not been involved in any training of more than 250 hours within the last year at the start of the project.</p> <p>Specific target groups:</p> <ul style="list-style-type: none"> <li>• Young people about to finish compulsory education (selected by schools);</li> <li>• Unemployed youth registered with the PES (selected by PES), and</li> <li>• Hard to reach NEETs (identified and selected by Youth organisations).</li> </ul>
Galicia, ES	<p>Young people aged 18-25:</p> <ul style="list-style-type: none"> <li>• Young people who are completing a professional qualification</li> <li>• Young people those who have completed a professional qualification and are unemployed</li> <li>• Young unemployed without any professional qualifications</li> </ul>
Gijón, ES	<p>Unemployed NEETs aged 16-30:</p> <ul style="list-style-type: none"> <li>• Highly educated young people;</li> <li>• Young people with medium qualification level; and</li> <li>• Young people without qualifications (only secondary education)</li> </ul>
Tuscany, IT	NEETs aged 15 to 25
Valencia, ES	<p>Young people between 18 to 29 years of age:</p> <ul style="list-style-type: none"> <li>• Young people who have been unemployed for at least six months;</li> <li>• Young people who have just finished university or VET and are unemployed; and</li> <li>• Young people from groups at high risk of social exclusion.</li> </ul>
Veneto, IT	<p>Two target groups:</p> <ul style="list-style-type: none"> <li>• Students aged 15-18</li> <li>• NEETs aged 19-24</li> </ul>
Vilnius, LT	Unemployed young people in the Vilnius county (eight municipalities). The target group included both low and highly skilled young people (students, graduates, low skilled and low qualified young persons and unemployed youth).

*Source: ICF, on the basis of information from the pilot projects*

Following this overview of the pilots in terms of their location, target groups, aims and activities, the report moves on to give information on the total number and profile of the pilot project participants.

## 5 Pilot project participants

This section offers information on the total number of pilot project participants and their profile, in terms of gender, age and background (labour market status, education/training background).

### 5.1 Total number of participants

The European Parliament Preparatory Action on the Youth Guarantee provided support to a total of 3,300 young people aged 15-30 mainly from disadvantaged backgrounds and/or areas. Participants were provided a range of activation measures, with the primary objective of either supporting their transition from education to positive post-school destinations or helping them to access employment. A further 1,592 young people participated in additional supporting activities implemented by the pilot projects, such as career events. As a result of this additional participation, the total number of young people involved in the Preparatory Action was 4,892.

Table 10. Total number of participants

Participants	Total number
Participants in core services	3,300
Participants involved in other provision	1,592
<b>Total number of participants</b>	<b>4,892</b>

Source: The final pilot project survey

Note: 'Participants in core services' refer to the total number of participants who benefitted from the core services trialled and implemented, while the 'total number of participants' include – those who benefitted from the core services and those who took part in the events / interviews / surveys organised by your Pilot.

The number of participants per project benefiting from the various activation measures varied quite widely, from 739 (Ballymun) and 715 (Lazio) to just 20 in Neamt County.

The average number of participants per projects was 183. For Group 1 projects (preparing students for transition into (further) education, training or employment) the average number of participants was 220, compared to an average of 154 for Group 2 projects (working with unemployed and inactive youth). The table below provides a full breakdown of the number of participants in each project. This table illustrates that half of the pilots tested their measures with fewer than 100 participants.

Interestingly, the two projects which involved the largest number of participants: Ballymun (IE) and Lazio (IT) fall into the different categories of projects based on their primary target group and the overall goal<sup>39</sup>.

Table 11. Number of participants in pilot projects (core activation measures only)

Number of participants (core services)	Projects and the number of participants	
	Group 1	Group 2
High (More than 300)	Lazio (715)	Ballymun (739)

<sup>39</sup> Categories of Pilot Projects: Group 1, preparing young people still in full time education for transition into (further) education, training or employment and Group 2, providing supported pathways into education, training or employment to unemployed and inactive youth.

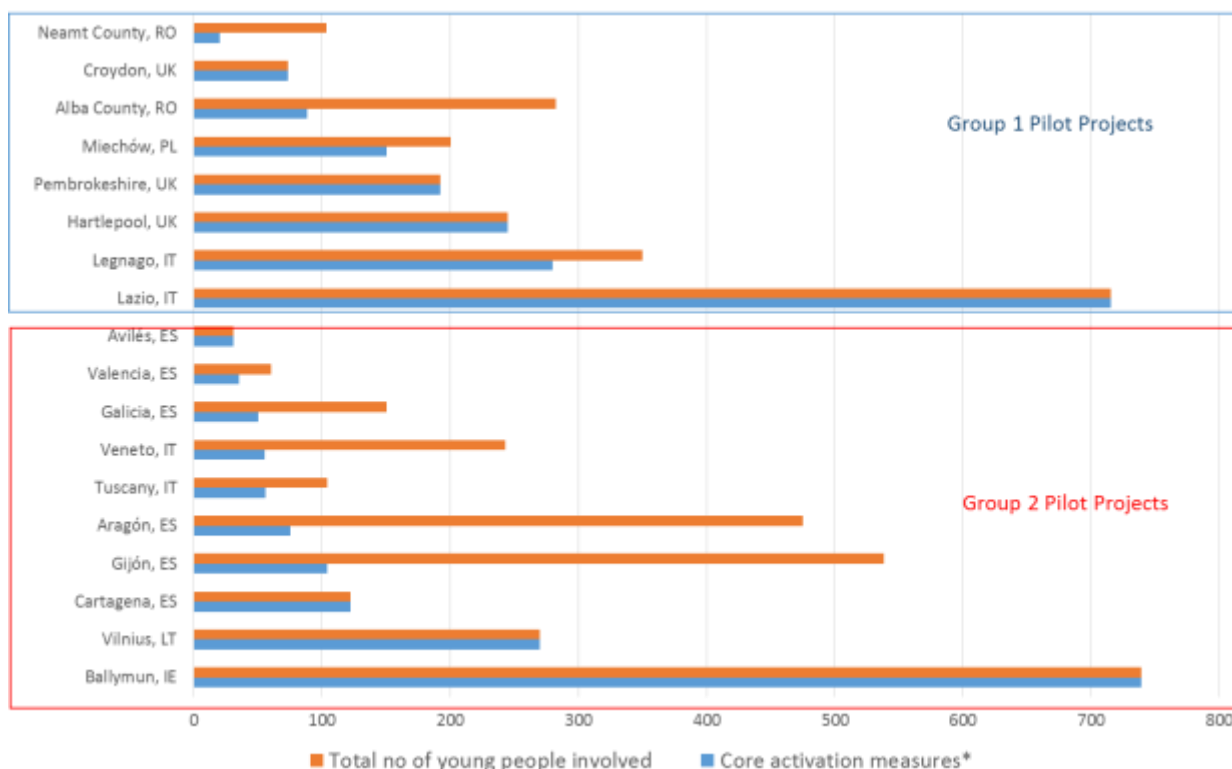
Number of participants (core services)	Projects and the number of participants	
	Group 1	Group 2
Medium (100-300)	Legnago (280), Hartlepool (245), Pembrokeshire (192) and Miechów (150)	Vilnius (270), Cartagena (122) and Gijón (104)
Low (less than 100)	Alba County (88), Croydon (73), and Neamt County (20)	Aragón (13+62*), Tuscany (56), Veneto (55), Galicia (50), Valencia (35) and Avilés (31)
Average per group	220	154
Total per group	1,763	1,537
<b>AVERAGE (all projects)</b>	<b>183</b>	
<b>TOTAL (all projects)</b>	<b>3,300</b>	

Source: The final pilot project survey

\* Additional 62 young people benefitted from unplanned VET training in workshops

Figure 2 below illustrates the varying participation rates among the pilot projects and also presents data showing additional participants. This group includes those who participated in the main activation measures but also students and unemployed young people who have taken part in career and job fairs, project 'recruitment' events, needs assessments, etc. This analysis illustrates that for many projects (notably Alba County, Galicia, Veneto, Aragón, Gijón) there were a significant number of additional participants that may have benefitted from the projects above and beyond those counted as part of the core output collection.

Figure 2. Comparison of participation levels in pilot projects



Source: The final pilot project survey

As shown by the table below, the projects in Italy (with four pilots) and Ireland (with one pilot) account for over half of the total number of participants from all 18 pilots.

Table 12. Number of participants per country<sup>40</sup>

Country	Number of pilots	Number of participants per country	Share of participants per country (%)
Italy	4	1,106	34%
Ireland	1	739	22%
UK	3	510	15%
Spain	6	417	13%
Lithuania	1	270	8%
Poland	1	150	5%
Romania	2	108	3%
<b>TOTAL</b>	<b>18</b>	<b>3,300</b>	<b>100%</b>

Source: The final pilot project survey

The variance in the number of participants can be explained by a variety of project-specific factors. These factors include: the overall level of funding (including non-EU sources); the types of activities offered (i.e. group guidance compared to one-on-one mentoring and individual action planning); the complexity of the support needs of the target group; and, also the level of funding and time required for the building of the new service model and delivery partnership. There were also differences in the way in which funds were used: some pilots funded activation measures which were either completely new or not otherwise currently available while other projects directed most of the funding to enhance existing services (e.g. to increase the number of one-to-one guidance sessions available to young people). This had an important impact on the per participant cost and consequently, on the number of beneficiaries; the projects which used the funds to improve and enhance existing provision were associated with lower costs. Also, the involvement of local authorities had a positive effect on costs in that many local authorities allowed the projects to use their premises for various activities.

## 5.2 Participant profile

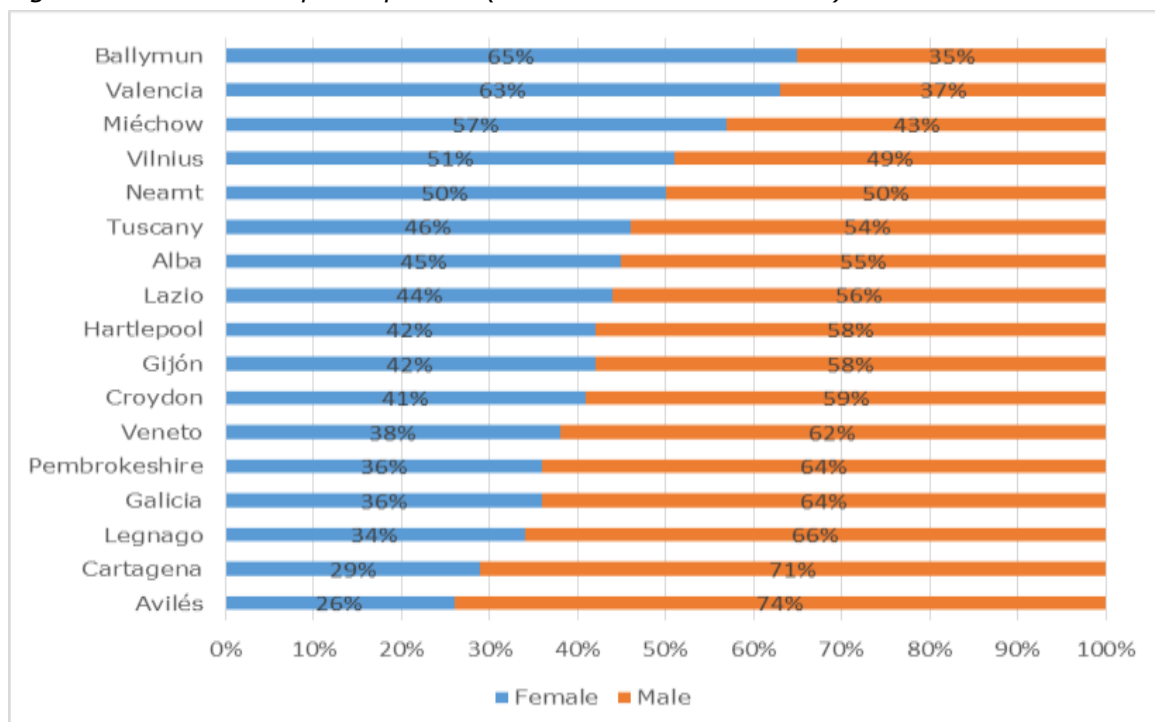
### 5.2.1 Gender

The Preparatory Action provided assistance to an almost equal number of male and female participants. Young males made up just over half of all participants (52%) while young females constituted 48%. The pilots from Avilés (ES) and Cartagena (ES) engaged a particularly high number of young males (over 70%). Conversely the pilots in Valencia (ES) and in Ballymun (IE) included the highest share of female participants.

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<sup>40</sup> The total number of participants per country includes only young people participating in core services only.

Figure 3. Gender of participants\* (core activation measures)



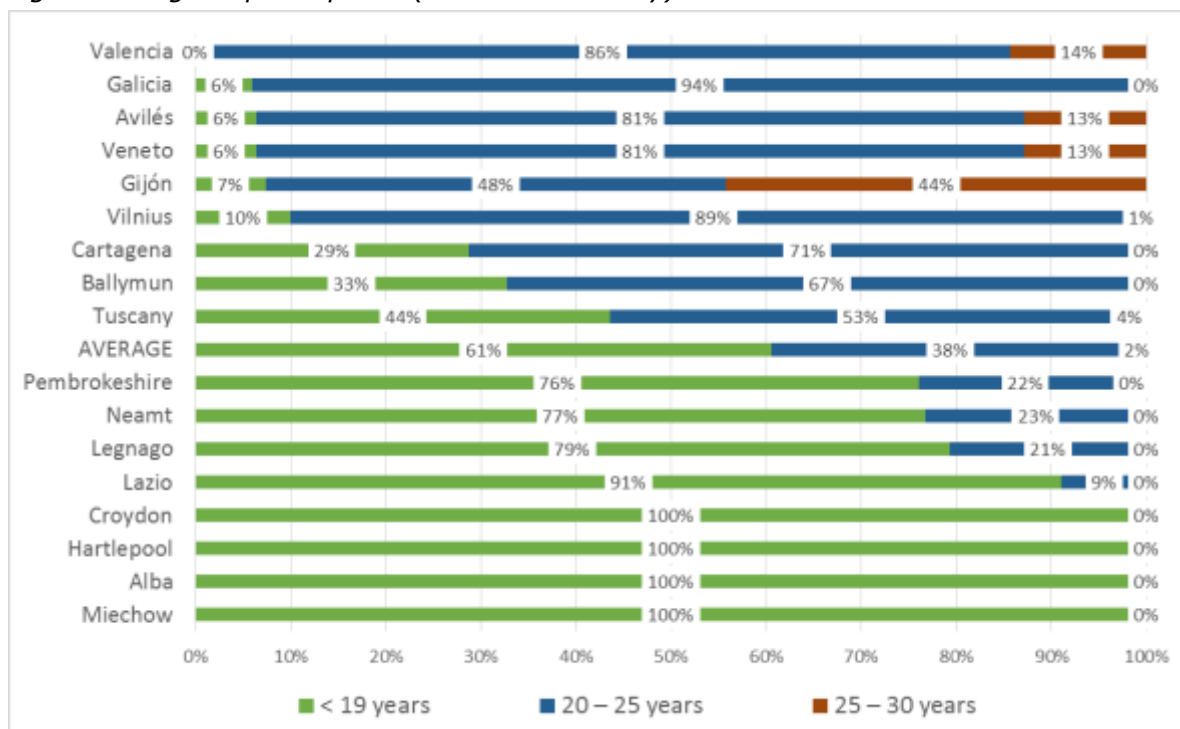
\*Data not provided for Aragón in the pilot project survey, source: The final pilot project survey

### 5.2.2 Age

A majority of participants (61%) of the total number of participants from all 18 pilots were younger than 19 years old, reflecting the high number of participants who were still preparing for the STW transition and young people who had only recently registered as unemployed. The 20-25 year olds made up a further 38% of the participants and the remaining 2% were young people aged 25-30. The pilots from Alba (RO), Croydon (UK), Hartlepool (UK) and Miechów (PL) only engaged participants under 19 years old. Typically the pilots included participants from the two youngest age ranges.

The figure overleaf presents data for all of the pilot projects. This analysis shows that Galicia (ES), Vilnius (LT), Valencia (ES) and Avilés (ES) concentrated the highest levels of participants aged between 20-25 years old (over 80%). Five projects (Valencia, Avilés, Tuscany, Veneto and Gijón) included participants aged between 25 and 30.

Figure 4. Age of participants (core services only)



Source: The final pilot project survey

### 5.2.3 Labour market status

The great majority of the services were targeted toward at-risk groups: young people at risk of exclusion. Half of the participants were still attending education or training on a full or part-time basis (51%) but many of them had been identified as being at risk of early school leaving. Most of the remaining participants were classified either as unemployed or inactive. A fifth of all participants were long-term unemployed. Young people who were in employment (including self-employment) constituted the lowest 0.4% of participants. Figure 5 below gives an overview of the different beneficiaries' status categories. The pilots from Lazio (IT), Avilés (ES), Miéchow (PL), Alba (RO) and Croydon (UK) engaged only young people still in education and training.

Figure 5. Labour market status of participants



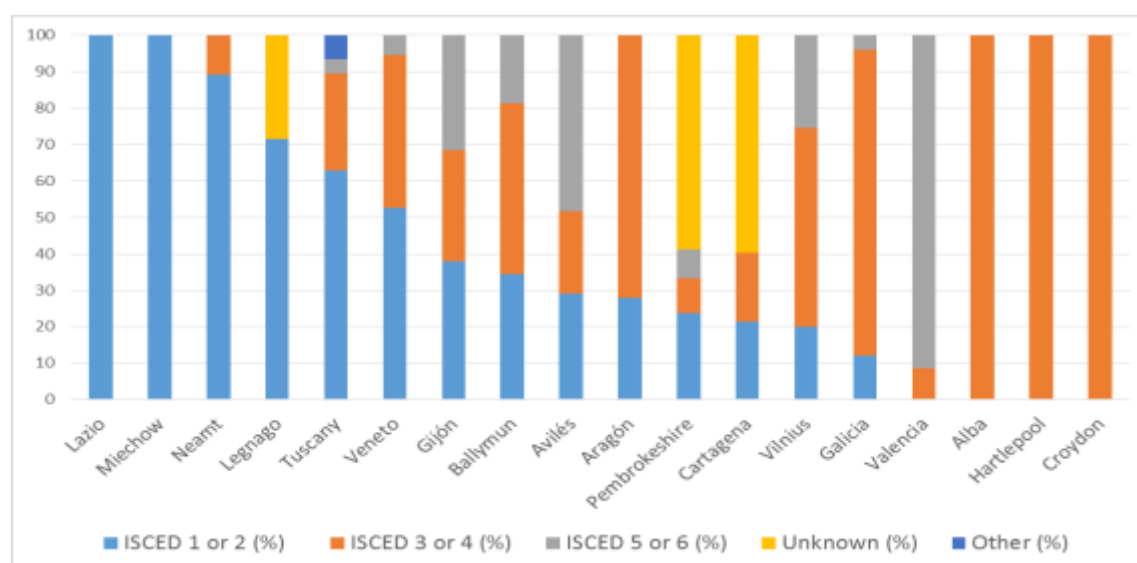
Source: The final pilot project survey

Regarding education level, the majority of participants involved in the pilot projects were low-skilled, holding either ISCED 1-2<sup>41</sup> (50%) or ISCED 3-4<sup>42</sup> (34%) level qualification. Only 9% of participants held a tertiary level of qualification: those participants that did were mainly concentrated in projects that provided business start-up support or accepted all local unemployed or inactive young people into the project.

The pilots from Lazio (IT) and Miéchow (PL) exclusively provided assistance to young people belonging to the ISCED 1 or 2, category, explained by the projects' focus on young people still attending full-time education. In contrast participants in the pilots from Alba (RO), Hartlepool (UK) and Croydon (UK) were all in the ISCED 3 or 4 category. The other pilots engaged young people from mixture of different levels of education.

The Figure below shows the share of participants per project based on their education level.

Figure 6. Education level of participants (core services only)



Source: The final pilot project survey

### 5.2.4 Other characteristics

The majority of pilots were unable to provide details on the migration background of their participants, but those who were able to do so reported that about a fifth of participants came from different migrant communities. As an example, around 16% of the participants of the Legnago (IT) pilot came from different migrant communities. More than a fifth of participants to the Veneto project (22%) had a migration background. The migrants in these pilots came from a range of countries, including other (mainly eastern) Member States, candidate countries, Africa and South America.

For projects that were able to provide data, it is evident that anything between 5% and 20% share of participants were young people that had been diagnosed with learning difficulties.

Following this overview, the report moves onto the assessment part looking at relevance, effectiveness, efficiency and organisation, together with added value and potential.

<sup>41</sup> ISCED 1 or 2 (up to primary and/or lower secondary education)

<sup>42</sup> ISCED 3 or 4 (up to upper secondary or post-secondary non-tertiary level education)

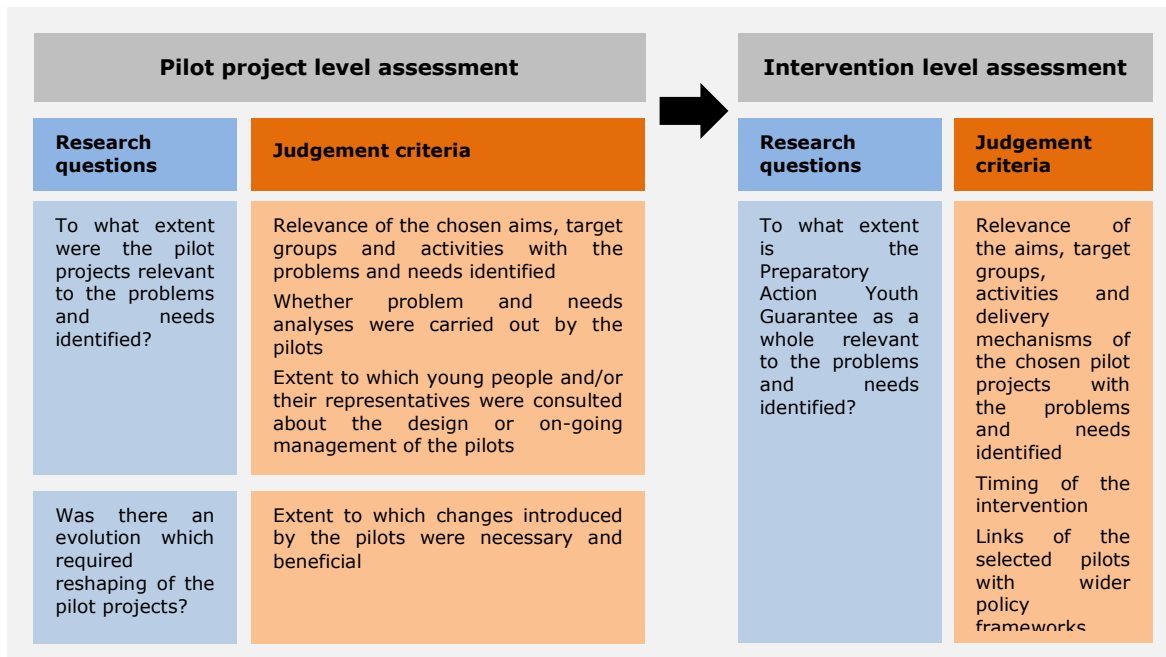


## 6 Assessment of relevance

The assessment of the pilot projects starts with a review of relevance. Primarily, this concerns the extent to which the pilot projects - in terms of their chosen aims, target groups, activities and delivery mechanisms - were relevant to the problems and needs identified. We will also discuss whether the pilot projects undertook problem and needs analyses to form a sufficiently robust evidence base for their chosen interventions. Consultations of young people, or lack of, is also considered. Another key question for the assessment of relevance is related to the possible changes to the chosen pilot projects and the extent to which they were deemed as necessary and beneficial.

The findings from the pilot project level assessment will lead into the assessment of relevance of the Youth Guarantee Preparatory Action as an intervention<sup>43</sup>.

Figure 7. Research questions and judgement criteria for the assessment of relevance



Source: ICF, 2014, on the basis of Terms of Reference

### 6.1 Target group and activity analysis

#### 6.1.1 Target group analysis

As shown in section 4.5, nearly all pilots targeted either unemployed/inactive youth, at-risk students (student at risk of dropping out of studies or students at risk of not making a successful transition into a positive post-school destination) or young people from disadvantaged communities. These groups are not only groups of particular concern in the pilot communities but they are also the target of broader policy action because:

- Early spells of unemployment, long-term unemployment in particular, have been shown to have longer-term negative effects on young people, including their employability, career and life course more broadly, and
- Achieving a minimum of upper secondary education is seen today as the minimum level of education required for a successful labour market integration.

<sup>43</sup> The research methodology focussed on the assessment of individual pilot projects, on the basis which conclusions related to the Preparatory Action as an intervention could be made.

In general terms, the pilots that did not aim their activities solely on the disadvantaged groups, had a sound rationale for choosing to do so, as shown by the examples below:

- A small number of pilots adopted an open-door policy to all unemployed/inactive youth, despite of their background, albeit had specific provisions to identify and support those with more complex problems (e.g. Ballymun, Vilnius). For example, the Ballymun pilot adopted a universal approach of supporting all local unemployed youth registering with the local jobcentre during the pilot year as well as all those already registered as unemployed in the area.
- Some pilots working with secondary schools made their offer of activities available to all students; this was the approach preferred by the teachers or the project leaders so as to avoid 'stigmatisation' of at-risk individuals (e.g. Alba, Lazio, Legnago, Miechów). As an example, the demands of teachers was the reason for expanding the target group in terms of numbers and profiles for the Lazio project (IT).
- Several pilots had specific targets for the involvement of 'hardest-to-reach' groups (e.g. Aragón, Avilés, Cartagena, Gijón, Galicia, Legnago, Valencia). As an example, the Gijón project (ES) had the target of involving participants from three main groups: NEETs/early school leavers without qualifications, unemployed VET graduates and unemployed HE graduates.
- Those pilots which had specific targets on the involvement of VET or HE graduates, did so due to the poor employment situation of these target groups, resulting from the lack of work experience and/or inadequacy of the original training in the eyes of local businesses in the industry (e.g. Avilés, Gijón). For example, the Avilés pilot (ES) created coaching/employability pathways for two groups of young people: the first group consisted of young people without qualifications and at risk of early school leaving but interested in a career in the hospitality industry and the second group of qualified, unemployed youth not successful at finding a job in the IT industry due to insufficient/irrelevant ICT skills.

On a more critical note, some pilots could have done more to avoid 'creaming' effects, which in this context refers to the project officers, teachers or other individuals in charge of participant selection choosing 'less challenging' individuals ('quick-wins') who are more likely to stay on and achieve positive outcomes for the project. This applied in particular to projects which did not have specific targets for the involvement of hard-to-reach groups or a clear, *objective* selection criteria. For example, no clear-cut evidence of teachers involved in the Miechów pilot trying to engage at-risk students was identified. The share of such students was not monitored but partners felt that their overall share was low. The schools and teachers taking part in the Croydon (UK) pilot were also given the freedom to choose the participants. While no evidence was gathered of the teachers or other stakeholders in this pilot preferring 'more capable' candidates over more 'vulnerable ones', it is a general risk that such strategies carry. Some of the Spanish projects prioritised 'motivated' candidates and thereby indirectly favouring less disadvantaged clients. On the other hand, the advantage of allowing beneficiary organisations such as schools to choose their own participants is that they know their potential target population better than anyone else.

The pilot from Hartlepool (UK) found it useful to rely on statistical indicators to identify at-risk students who had most to gain from the support offered by the pilot, together with feedback from teachers.

**Example: Hartlepool, UK**

The Hartlepool pilot (UK) developed an Early Intervention System RONI, a Risk Of NEET Indicator. A

range of data comprising predicated education results, absence rates, special educational needs, in receipt of free school meals, involvement in youth offending services, young people in local authority care plus the knowledge of schools identified those young people who would most benefit from the support provided by the scheme.

Around 90% of young people were recruited using this indicator; the rest (around 10%) were nominated by their teachers as being potentially at risk.

While the indicator system created a good basis, the pilot experience showed that it needs further refinement in terms of calculations for those young people that have additional support needs and such system should always be supported by some 'human element' (i.e. done in collaboration with those who know the target group individuals best).

Lessons were also learnt about the matching of 'activation' measures with the appropriate target groups. The partners from the Valencia project (ES) felt that the activities they delivered in relation to entrepreneurship are more appropriate for older age groups, adults over the age of 30. They felt that their younger participants were more interested in education, training and traineeships than in entrepreneurial pursuits. Many also lacked a business idea and wanted to gain work experience before pursuing their own business ambitions. Having said this, one of the other pilots, Galicia (ES), had great success in delivering entrepreneurship activities for 20-25 year-olds, which may indicate problems on the part of the Valencia project in the provision of support and activities to 'nurture' those potential entrepreneurs as well as with the identification and targeting of activities to individuals who had concrete aspirations or plans to pursue the set-up of their own business. The Galician project ensured that alongside the support in developing a business idea, preparing a business plan, financial and legal support etc., the participants were involved in practical training with real entrepreneurs in aspects relevant for setting up a business. It also shows the need for entrepreneurship support not only to be tailored to the needs of each individual but also to the particular stage regarding motivations and ideas.

Furthermore, the Valencia project experienced challenges in implementing such activities among vulnerable youth, which they sought to engage through outreach work undertaken by a local network of NGOs. Entrepreneurship measures can be difficult to implement among this target group *without* (sometimes) extensive, additional hands-on support to address personal, social, and skills barriers before being able to move onto practicalities related to entrepreneurship. Avoiding grouping of all participants, including those more ready and capable of setting up their own business and those coming from more challenging backgrounds with less experience and potentially less supporting network of people available to help financially or practically, could have also helped. It may have also been an over-ambitious plan to target this particular group as part of a short, 12-month pilot action when 12 months in itself is a very short time to identify participants, develop a business idea, put it in practice and be supported in the early stages of business formation. Supporting potential entrepreneurs should not stop when the basic building blocks of the business are in place but should continue for a few months to improve survival rates.

However, in broad terms, the chosen target groups demonstrate a high degree relevance with the groups identified by the pilots as groups 'in need', but the pros and cons of different target group and participant selection strategies require careful assessment and consideration when rolling out Youth Guarantee practices on a wider scale.

### **6.1.2 Activity analysis**

Figure overleaf offers an overview of the most important activities implemented as part of the Preparatory Action. It shows that the pilots were engaged in a broad array of action, but the most commonly implemented activities related to:

- One-to-one and group career guidance and counselling;

- Short work placements and longer traineeships in companies;
- Referrals to mainstream education and training, or organisation and delivery of short, tailor-made training courses for the project participants, and
- Individual action / employment planning.

Figure 8. Overview of pilot project activities implemented (non-exhaustive)

Pilot project activity analysis			
Workplace activities	Education and training	Career guidance and counselling	Capacity building and awareness raising
<b>Short work placements (1-4 weeks)</b>	<b>Qualification leading vocational training (school-based)</b>	<b>One-to-one (or group) guidance</b>	<b>Training of front-line staff</b>
Ballymun, Croydon, Gijón, Neamt County, Pembrokeshire, Valencia, Veneto	Aragón, Ballymun, Cartagena, Pembrokeshire	Alba County, Aragón, Avilés, Ballymun, Cartagena, Galicia, Gijón, Lazio, Miechów, Neamt, Pembrokeshire, Valencia, Vilnius	Guidance counsellors (Alba County, Avilés, Croydon, Cartagena), employment advisors (Cartagena)
<b>Traineeships (up to 6 months)</b>	<b>Apprenticeships</b>	<b>Individual action planning</b>	<b>Professional internships</b>
Alba County, Avilés, Ballymun, Cartagena, Galicia, Gijón, Legnago, Pembrokeshire, Valencia, Veneto, Vilnius	Aragón, Avilés, Ballymun, Galicia, Gijón, Hartlepool, Pembrokeshire	Alba County, Avilés, Ballymun, Croydon, Galicia, Gijón, Miechów, Neamt, Lazio, Pembrokeshire, Valencia	Teacher traineeships in companies (Croydon), job shadowing for employers in schools (Croydon)
<b>Company visits</b>	<b>Training on employability skills</b>	<b>Careers and information events, job fairs</b>	<b>Toolkits and guidebooks</b>
Alba County, Avilés, Galicia, Hartlepool, Lazio, Legnago, Miechów, Pembrokeshire, Veneto	Aragón, Avilés, Ballymun, Cartagena, Galicia, Gijón, Neamt, Pembrokeshire, Vilnius	Aragón, Avilés, Ballymun, Cartagena, Croydon, Galicia, Gijón, Hartlepool, Miechów, Lazio, Pembrokeshire, Tuscany, Valencia, Veneto, Vilnius	Employer mentor toolkit (Croydon), Employer/education partnership toolkit (Croydon), Self-assessment and career planning toolkit (Alba), Best practice guide (Gijón)
<b>Blended learning (formal training classes taking place in companies)</b>	<b>Training on job-search skills</b>	<b>One-to-one mentoring</b>	<b>Methodologies &amp; tools for identification of at-risk youth and NEETs</b>
Ballymun, Lazio	Ballymun, Cartagena, Vilnius	Hartlepool, Croydon, Legnago, Neamt County, Pembrokeshire, Valencia	Legnago, Neamt, Tuscany
<b>Employer outreach</b>	<b>Entrepreneurship training, including virtual companies, business planning support, incubator work</b>	<b>Taster sessions at and visits to colleges</b>	<b>New IT tools, databases, apps or portals</b>
Cartagena, Ballymun, Vilnius, Croydon and Galicia	Alba County, Galicia, Gijón, Valencia, Veneto	Avilés, Hartlepool, Pembrokeshire, Miechów	Alba county, Croydon, Neamt, Lazio
<b>Assignments for employers</b>	<b>Tailored training</b>	<b>Non-formal engagement methods</b>	<b>Data collection</b>
A regeneration plan for the city (Croydon), business incubator (Valencia), work credit scheme (Croydon), virtual start-ups (Alba county)	Language training (Avilés, Cartagena, Gijón), ICT training (Avilés, Ballymun, Cartagena, Gijón, Neamt), Financial awareness / tools (Ballymun, Cartagena, Galicia), Health & Safety (Ballymun, Pembrokeshire), volunteering (Gijón), communication (Alba)	Sports (Cartagena, Hartlepool), summer engagement programme to ensure transition into further E&T (Hartlepool), group projects (Ballymun)	Employer surveys (Aragón, Ballymun, Lazio), surveys of young people (Aragón, Ballymun, Neamt, Tuscany, Valencia, Veneto, Vilnius), focus groups (Aragón), E&T supply (Aragón)
	<b>Preparatory programmes into education and training</b>	<b>Motivational workshops run by multi-professional teams</b>	
	Ballymun, Pembrokeshire	Ballymun, Legnago, Vilnius New career / job club (Alba County)	

Source: ICF, on the basis of information from the pilot projects. The list is non-exhaustive.

Overall, the activities chosen by the pilots were in line with the needs experienced by the target groups in terms of them largely responding to the needs of individual participants (see Table 13). Particular strengths were the commitment to deliver participant-led activities, focus on one-on-one guidance / mentoring and the labour market responsiveness of activities. The participant-led focus was demonstrated for example by the freedom of the counsellors, mediators and mentors to choose interventions most suitable for individual participants (e.g. Pembrokeshire, Ballymun, Gijón, Cartagena, Hartlepool). The labour market responsiveness was demonstrated

by the prevalence of work placements, company visits, employer-led events and practical assignments for companies in the chosen activities.

**Example: Vilnius, LT**

The Vilnius pilot organised employer-led seminars for all participants which gave an opportunity for the participants and local employers to directly communicate with one and another, often for the first time. These seminar offered an opportunity to discuss expectations of employers, available job opportunities and the skillsets of young people. All participants were also directed towards a work placement, lasting up to one month.

Overall, the pilots also tried to fill in gaps in existing service provisions and thereby avoid duplication of activity. The Alba County (RO) project, for instance, sought to prevent early school leaving and improve labour market transitions of students by seeking to complement existing services with additional provisions. This included setting up a support network of professionals at county level, professional training of teachers, and by increasing career counselling and guidance, traineeships and company visits.

General weaknesses concerned the isolation of activities in terms of limited links to regional/national Youth Guarantee Implementation Plans or other youth strategies, which means that it was not always ensured that they would be in line with broader plans or be mainstreamed. This also included limited consideration of how to link school- and post-school activities under one framework, although it is recognised that the pilots could only do so much within a 12-month period, thus not all aspects could be considered as part of the pilots. In other cases, the pilots adopted a fragmented approach in terms of not necessarily taking into account the full life-cycle of participation from outreach, engagement and activation, to follow-up. The follow-up in particular was not always in place, partially as a result of time-constraints linked to time-bound projects but partially resources were not reserved for such activity from planning stage either.

When such links were in place, it was a strength that the pilots were able to innovate and try methods and practices, which had not been considered before at national/regional level or which were tested by the pilot in order to gather evidence/lessons to inform broader policies. The Ballymun pilot (IE), which was specifically set up to test and inform the national YGIP, concluded many useful lessons about 'eligible' Youth Guarantee offers. As an example, due to high demand by project participants for longer-term work placements, the age limit was lowered for the pilot participants in the national subsidised Community Employment scheme, which is designed to help long-term unemployed and other disadvantaged people to get back to work by offering part-time and temporary placements in jobs based within local communities. This proved to be a very popular option with pilot participants and the trial will be fully evaluated<sup>44</sup>.

Some of the planned activities were somewhat over-ambitious for a 12-month implementation period. For example, entrepreneurship activities among specific target groups and also, some of the activities of the Croydon (UK) project were difficult to implement within the timeframe, given the political and safeguarding contexts that schools are working in. This referred to the arrangement of education internships at schools for employers due to the need for security/safety clearances and the need to match the availability of employers with those of schools and teachers. The E-passport scheme for recording 'work credits', credits earned through any kind of work (paid or voluntary), was developed during the pilot but there was not enough time to allow the participants to make use of it. It will however benefit young people after the pilot. The Miechów (PL) project established a Local Council for Youth Competence Development

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<sup>44</sup> The pilot also concluded other lessons about the Youth Guarantee offers which are further explained in Section 13.

(LCYCD) of which goal was to provide a forum for employer-school interaction. This was not fully realised given that only a few employers were attracted to take part.

Table 13. Strengths and weaknesses of the pilots in terms of chosen activities

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>The chosen activities largely responded to the participants' needs and wishes to gain work experience and receive guidance and labour market / recruitment information directly from employers.</li> <li>They acknowledged the high demand for one-on-one career guidance as well as for more in-depth mentoring.</li> <li>Participant-led activities: Individual action planning featured strongly in most projects working with unemployed/inactive youth, stressing the need for individualised solutions.</li> <li>The pilots sought to address gaps in existing service provision</li> </ul>	<ul style="list-style-type: none"> <li>Some of the chosen activities were ambitious given the overall time period of 12 months</li> <li>The activities chosen did not always take into account the full life-cycle of participation, from identification, outreach, guidance and activation, to follow-up</li> <li>Few incorporated staff training as a way of supporting sustainable outcomes</li> <li>Insufficient links to regional/national Youth Guarantee Implementation Plans</li> <li>Limited consideration of how to link school- and post-school activities under one framework</li> </ul>

Source: ICF, on the basis of information from the pilot projects

## 6.2 Consultation of young people / their representatives

As shown by Table 14, young people as potential participants were consulted either directly or indirectly through NGOs, teachers or other experts working with them, at the planning / project design stage by 11 out of the 18 projects (Alba County, Avilés, Ballymun, Gijón, Hartlepool, Legnago, Neamt County, Miechów, Pembrokeshire, Veneto and Vilnius). A total of 11 pilots surveyed, interviewed or otherwise sought the opinions of participants during the implementation phase.

Table 14. Consultations of young people and/or their representatives

	Application stage	During implementation
<b>Participants</b>	Hartlepool (UK) Pembrokeshire (UK) Veneto (IT)	Alba county (RO) Aragón (ES) Avilés (ES) Ballymun (IE) Croydon (UK) Gijón (ES) Lazio (IT) Legnago (IT) Veneto (IT) Valencia (ES) Vilnius (LT)
<b>Representatives (such as NGOs) or experts working with young people</b>	Alba county (RO) Avilés (ES) Ballymun (IE) Gijón (ES) Legnago (IT) Miechów (PL) Neamt County (RO) Vilnius (LT)	

Source: ICF, on the basis of information from the pilot projects

In terms of consultation of young people during the planning of the pilot, this was typically done through the involvement of experts working with members of the target group in the planning group. As an example, Avilés (ES), Gijón (ES), Legnago (IT) and Vilnius (LT) projects relied on inputs from youth organisations, which were members

of the partnership from the start. The application of the Neamt County pilot (RO), which worked with young people leaving the state-care system, was prepared with inputs from representatives of the county department for social assistance and child protection as well as staff managing centres where young people from the target group live in. The Alba County (RO) and Miechów (PL) pilots relied on inputs from teachers and counsellors.

The general approach of relying on expert inputs from teachers and other front-line staff only was questioned by some of the interviewed experts and stakeholders. They reminded that outside, more objective viewpoints may be necessary, especially in situations where the attitudes and practices of front-line staff may be a part of the original problem (e.g. when the monotonous teaching methods have a direct impact of the motivation of young people to stay in learning). Furthermore, in some cases, the role of youth organisations was compromised by the crisis which brought reductions to their core funding. Therefore they had to focus on their own survival rather than on participation in projects.

The Hartlepool (UK) and Pembrokeshire (UK) projects relied on feedback of target group members who had taken part in similar measures previously.

**Examples: Pembrokeshire and Hartlepool, UK**

The Pembrokeshire project used feedback received from young people who had taken part in other (similar) programmes in the past – this included an ESF funded project called 'ENGAGE' and also young people (aged 18 – 24) who had taken part in work-based learning.

The Hartlepool pilot was developed together the Child and Adult Services department of Hartlepool Council which have established groups of young people who provide them with feedback on various services. Through the groups, the project officials were able to gain feedback on what the members of the target need. The project officials also used existing networks to meet with heads of secondary schools who are doing vocational and career guidance

Direct consultation of young people was more common during implementation than application stage. As stated earlier, 11 pilots put in place different mechanisms of participant consultation. Some did this by creating consultation groups (e.g. Alba County, Legnago), others employed outreach or youth workers to obtain feedback (e.g. Ballymun) and while others established surveys and feedback loops (e.g. Aragón, Croydon, Lazio, Valencia). The Gijón pilot (ES) interviewed young people who participated in the programme during the final evaluation of the project, but also organised parallel interviews with members of a control group (100 young people) with a similar profile and the same length of time unemployment for the purpose of acquiring comparative information. As there are plans to continue with the scheme in 2015, the partnership has already agreed that young people will be consulted on a more on-going basis during the next period to ensure their views are taken into account.

**Example: Valencia, ES**

Valencia project (ES) set up an on-going process of feedback collection, relying of various methods, including:

- Establishment of a good communication and working relationship with the participants, using face-to-face, email, telephone, WhatsUp and social networking to maintain on-going contact; and
- Organisation of on-going, anonymous online surveys evaluating every stage and requesting suggestions for improvement.

**Example: Alba County, RO**

Job Clubs were set up by the Alba County project to give participants the opportunity to discuss various aspects related to their careers. The ideas gathered during these meetings helped to shape the activities and services provided as part of the pilot. For instance, on the basis of feedback from participants, the number of company visits made available to students was multiplied. This led to an improved relationship between students and their teachers/staff involved in the project.

The majority of the projects concluded that the initial and on-going consultation of young people had a very positive effect on participants in terms of their attendance and satisfaction with the pilot. This was particularly evident in cases where the consultation extended to potential or actual participants themselves, rather than relying solely on the views of experts, teachers and counsellors working with them. Figure 9 below summarises some of the practical benefits of consultations and they are elaborated below with examples.

Figure 9. Examples of practical benefits from consultation of young people

<p><b>Improved information and communication materials</b> in terms of tone, language, visuals and content</p>	<p>More <b>responsive and useful portfolio of activities</b> / offers for participants</p>
<p><b>Rescheduling of training courses</b> and other activities to offer a better fit between participant availability and 'offers'</p>	<p>Work placements organised in <b>companies / sectors of particular interest</b> to the participants</p>

Source: ICF, on the basis of information from the pilot projects

In several cases, the consultation led to the rescheduling of planned training courses (and other activities) to offer a better fit between participant availability and 'offers'. As an example, the Ballymun pilot (IE) asked the local youth organisation to investigate the reasons for the low number of young people attending initial group information events. This informal consultation undertaken by youth and outreach workers identified problems in the timing and location of initial information events (early in the morning, taking place in offices which they have negative associations with) and the tone and content of initial invites (tone was found to be threatening and formal and the text was difficult to understand). Consequently, the youth organisation was asked to help to revise the communication materials in terms of physical appearance and content (to be more informal, inviting, interesting, clear and friendly) and the timing and location of the events was changed (re-organised in the premises of the youth organisation later during the day).

The consultations helped to shape the portfolio of activities by the pilots. As an example, the original application of the Neamt County project (RO) did not specify the nature of the two training courses that were provided for the participants. Instead, the decision regarding the type of courses was made after a needs analysis and consultation of participants. This led to a decision to organise IT and communication courses. Moreover, the scheduling of the training courses and counselling sessions was made after reviewing other commitments of the participants.

Information obtained from participants of the Valencia pilot (ES) improved several aspects of the project, including shifting the focus of the training from theoretical to more practical and involving experienced entrepreneurs in the training and mentoring process. In the case of Avilés (ES), the last phase of the pilot was modified on the basis of suggestions from the participants who requested a period of 'specialisation' at the end, with a freedom for each participant to choose the area they want to specialise in. The Lazio pilot (IT) shaped the format of the career days on the basis of a review of responses of the participants to a survey. This led to an organisation of opportunities for the participants to meet and 'interview' local employers.

The consultations of participants also helped to shape the type of employers approached by the pilots to offer work placements (i.e. Neamt County).

### 6.3 Background analyses (of supply and demand)

The assessment sought to gather evidence on the extent to which the pilots undertook a systematic analysis of supply and demand before the start of the pilots. No systematic analysis of the work of the pilots in this area could be undertaken as a result of conflicting information received.



Key findings however point out that needs analyses gathering and mapping information to understand the needs and wishes of the target group was more commonly done than analyses of supply in terms of services (the depth and breadth of existing service provision and the extent to which it is sufficient/insufficient in addressing the needs of the unemployed youth in the locality/region/country) or resources (assessment of the current level of funding dedicated to youth services by different service providers). About a third of the pilots carried a review of the needs of their target populations before going ahead with the implementation of activities (e.g. Aragón, Ballymun, Neamt County, Valencia, Veneto and Vilnius). The Aragón pilot (ES) carried out a survey of some 400 young people. The Ballymun (IE) project undertook a survey among the existing stock of 750 unemployed young people in Ballymun registered on the Live Register, to understand their profiles, their needs and the appropriate type of intervention that would be required. A important finding was that 50% left school after completing early primary education and only 1% had a tertiary level education or above. These findings had an important impact on the design of the service offer.

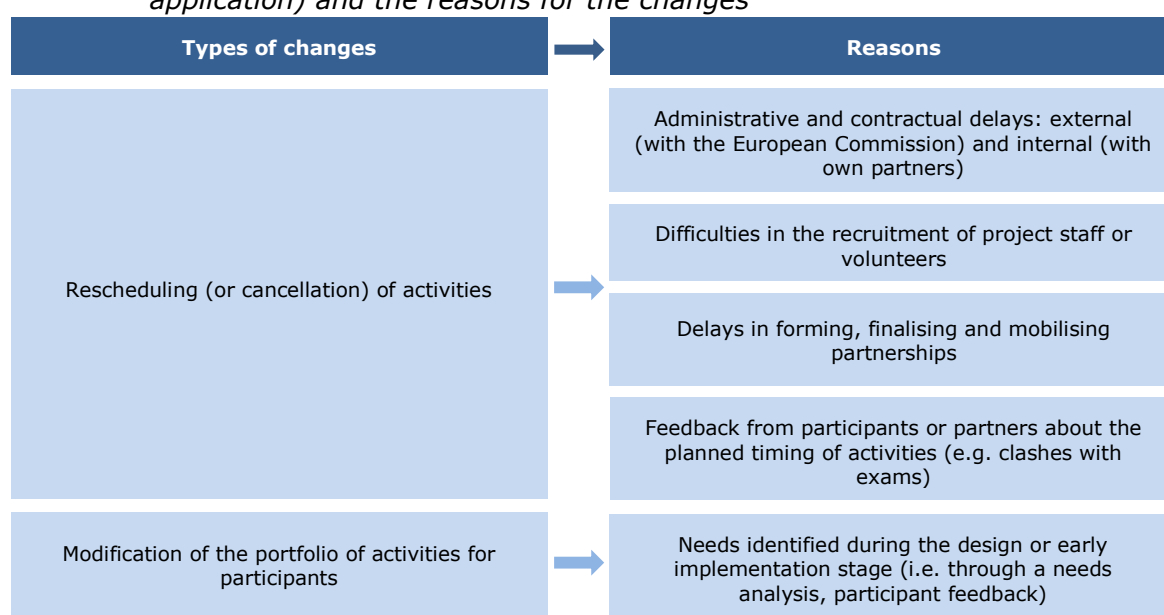
Cohort analyses to understand scale (how many young people currently belong to the target group and how many will in the months and years to come) and scope (what is the profile in terms of educational, employment, personal, social and health background) of the target group, were only done by individual pilots.

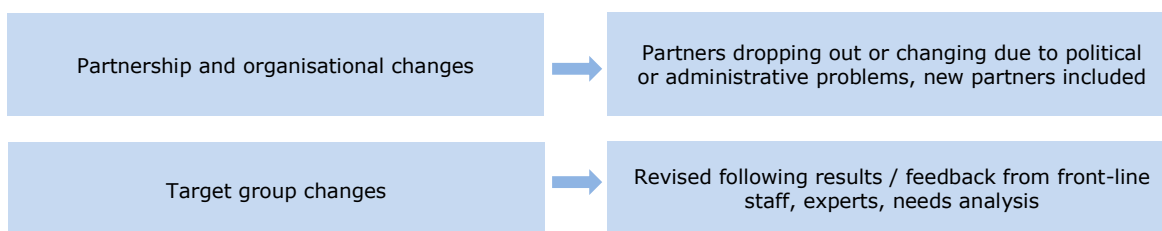
Most of the remaining projects identified the short implementation period and the availability of existing, relevant materials as the main reasons for not pursuing such analyses. For example, the Pembrokeshire pilot (UK) did not identify particular need for such reviews as the project partners had a long-standing experience of working with the members of the target group and the pilot was a follow-up on an ESF-funded project called ENGAGE to support activation of disadvantaged young people. The data from the ENGAGE project was used as a basis for the pilot.

## 6.4 Project changes

The possible changes to the pilots were examined in order to assess the extent to which those changes were necessary (and indeed beneficial) and demonstrate flexibility on the part of individual pilots and the Preparation Action as a programme to adjust to changing circumstances. Figure 10 below highlights some of the most commonly reported changes to the pilots and associated reasons, with a more detailed analysis below.

Figure 10. Overview of the main types of changes to the pilots (from original application) and the reasons for the changes





Source: ICF, on the basis of information from the pilot projects

Many of the changes to the pilots were caused by administrative, contractual, partnership and recruitment related delays. At least half of the pilots experienced deferrals in the beginning as a result of administrative or contractual matters. This refers to the reported delays in the signing of grant agreements with the European Commission or internal complications in finalising contracts with individual pilot partners. At least, Alba, Avilés, Croydon, Miéchow and Tuscany projects had to deal with the withdrawal of individual partners. As an example, in the case of Legnago project (IT), the municipality of Legnago left the partnership while the School of Banking and Management in Cracow (HEI) withdrew from the Miéchow project (PL). Changes in the institutional context in Italy delayed the start of the Tuscany (IT) pilot. Provinces were abolished, responsibilities of different authorities working with unemployed youth were in the process of being re-classified and changes were introduced to the way in which areas were classified as being vulnerable to “decline and unemployment”, with far reaching consequences on the potential for further funding. These, together with a reduction in the pilot budget, led to a delay which meant that the pilot ran parallel with a separate regional pilot of the Youth Guarantee, rather than being implemented beforehand and feeding into its methodology. This also meant that the social partners withdrew from the pilot and chose to be involved in the regional pilot only. Overall, as a result of early contractual delays, the Commission granted 2-3 month extensions for a number of pilots.

Difficulties in the replacement of project staff (e.g. due to resignations or personal reasons) or recruitment of direct front-line or volunteer staff caused some delays too. For example, the project coordinators of the Miéchow (PL) and Tuscany (IT) pilots had to be re-appointed. Croydon and Pembrokeshire (UK) projects had to reschedule some of their activities due to the delay in the recruitment of key front-line staff: volunteer mentors in the case of Croydon pilot and personal advisers in the case of Pembrokeshire project.

A few projects modified the portfolio of activities they planned for end-users – the young people – on the basis of a needs analysis, early or on-going feedback from participants or information from front-line staff and experts. This affected at least Aragón, Avilés, Gijón, Hartlepool, Lazio, Miéchow and Veneto pilots, with examples introduced in the box below.

#### Examples

The Miéchow (PL) project added information events for parents as a new activity so as to increase parents’ labour market awareness and re-allocated some of the budget dedicated to publication and printing to the organisation of a job fair.

The Lazio project (IT) decided to introduce the development and dissemination of a new careers application for smart phones, known as the ‘Skilly APP’, to the portfolio of its activities and deliverables for the participants as smart phones play an increasingly important part in young people’s lives.

The Hartlepool (UK) pilot requested to move some budget from translation costs to run an entrepreneurial course for 10 – 15 young people. The course taught the participants how to be leaders and how to set up their own business. The idea originated from feedback from the participants.

The Aragón (ES) pilot introduced training workshops on specific skills, such as transversal skills, as a form of preparatory training to apprenticeships. The themes of the workshops were identified during the survey and analysis of personal and skills profiles of some 400 local youth.

The Gijón (ES) project increased the number of activities offered to the participants of the Youth

Guarantee pilot through additional locally sourced funds. Subsidised work placements, a form of internships, whereby companies which agreed to collaborate with the project by offering placements, committed themselves to covering the accident insurance while the City Council of Gijón paid a nominal salary of EUR 3,25 per hour for 240 hours of work over a three-month period for four hour shifts. As an added activity to the pilot, funded by the city council, the project officers developed an 'outreach' programme so as to engage right employers on the pilot as providers of work placements. This involved identifying companies of which activities matched the interests of the participants and requesting them to get involved. Those that did, obtained an official hallmark of "enterprises committed to young people" as a recognition of their collaboration. At least 7 of the 42 participants to the work placements received a formal offer of employment immediately after participation and the city council is committed to continuing both strands of the activity after the pilot.

Following a closer research and analysis of the proposed methodology, the Veneto (IT) project decided to split the original target group of 15-24 year youth into two distinctive groups with their own dedicated activities: 15-18 students were targeted with company visits and career guidance and 19-25 year olds were provided three month work placement opportunities.

## **6.5 Overall assessment of relevance**

On the basis of evidence presented above, the overall relevance of the target groups, activities and working methods of the projects funded by the Preparatory Action was fairly high when compared with the identified needs and problems. Apart from a small number of exceptions, the pilots almost exclusively targeted and reached either unemployed/inactive youth, at-risk students or young people from disadvantaged communities, with many pilots also having specific targets and strategies for the involvement of hardest-to-reach members of their target groups. Indeed, the Preparatory Action as a whole involved a higher than average share of young people who were not regarded as 'labour market ready' in terms of vocational or employability skills. This gave the pilot projects an excellent platform to learn and share their experiences of providing quality 'offers' to vulnerable YG participants. The Youth Guarantee, when implemented at national (or regional) level, works (typically) with a much more diverse group of young people who vary in their level of labour market readiness. In practice this means that the average level of support required by the participants of a national or regional scheme is expected to be lower than the average level of support offered by many pilots and required by their participants. Typically, larger, mainstreamed schemes do not come with similar level funding for one-to-one support as time-bound, pilot projects either.

In terms of timing, the Preparatory Action responded in a timely manner to the objectives related to the Youth Guarantee by funding pilots which could develop and test elements of national and regional plans and feed into their revision.

The reported changes introduced by the pilots appear necessary and beneficial, responding to the institutional and administrative changes and feedback from participants. Delays in early stages of contracting were unfortunate but largely addressed through the three month extensions granted to the pilots requesting it. Some degree of unexpected changes caused by the need to revise the team in light of personal and professional reasons for example, can be 'expected'.

Positively, most of the pilots undertook consultations/reviews of the needs of their targets groups and/or involved youth organisations in the design and implementation of activities; although both of these could have been done in a more systematic and comprehensive manner had the implementation period been longer with more involvement of potential and actual participants. On a more critical note, a small number of pilots did less in these areas and this could have potentially been prevented with a more stringent application criteria what came to the needs analysis and consultation of young people or their representatives (such as youth organisations and mentors).

Another area where the individual pilots funded by the Preparatory Action fell short of expectations in the terms of relevance was the low number of pilots funded with direct

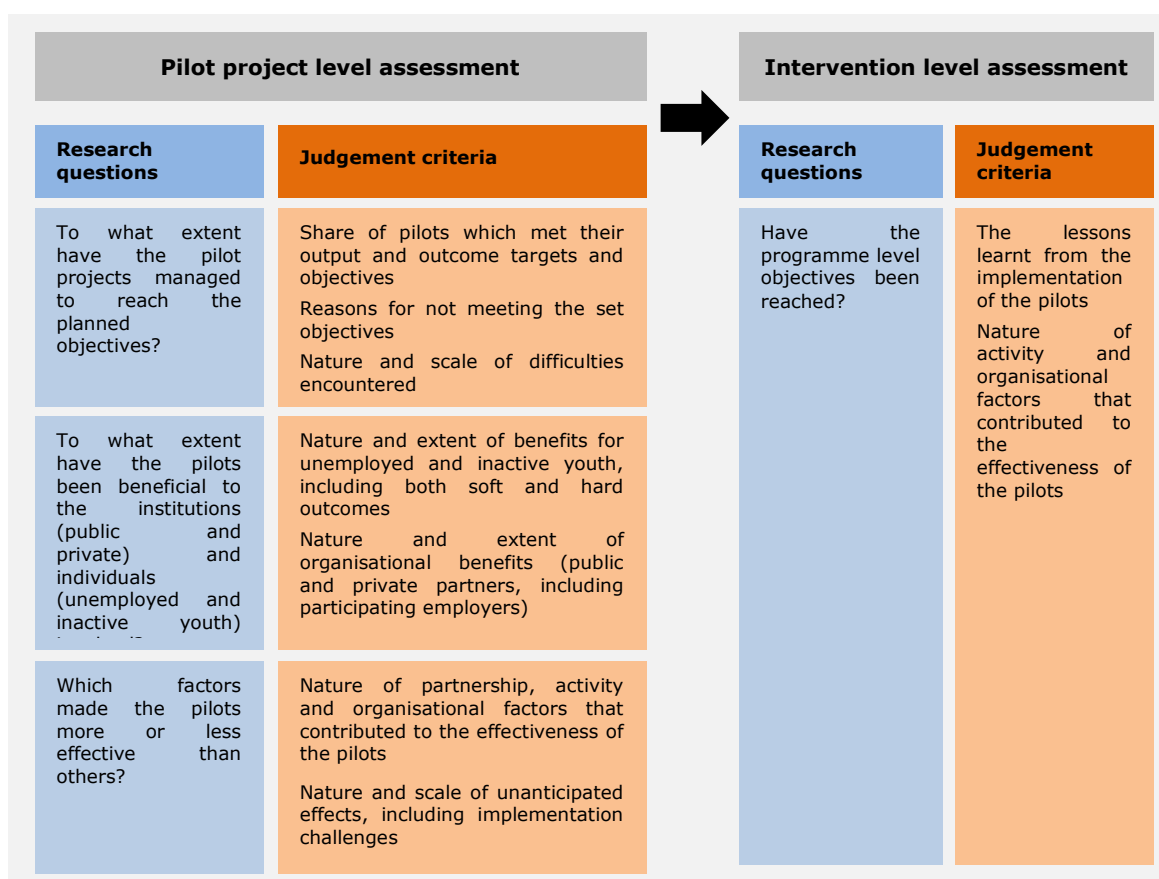
/ early established links to national Youth Guarantee plans / schemes / coordinators, which meant that the majority of pilots were working in isolation without concrete plans on how to link the pilot achievements with the design and implementation of larger YG schemes. In some cases however, this was done retrospectively and the dissemination conference funded by the Preparatory Action and associated evaluation and lessons reports also support the dissemination of lessons from the pilots to authorities in charge of larger YG schemes as well as ESF/YEI funds. In this regard however, the application criteria could have been more directly linked to the Youth Guarantee by requesting and rewarding links to existing or forthcoming plans/strategies and authorities in charge of those.

## 7 Assessment of effectiveness

The assessment of the pilot projects in terms of effectiveness focussed on the extent to which the chosen pilot projects managed to reach their planned objectives. In this regard, the pilot project performance was considered against their output and outcome targets. The nature and scale of difficulties encountered and unanticipated effects were examined. The lessons on the organisational, partnership and activity factors that contributed to the successes and failures of the pilots were also analysed. Finally, the assessment of the extent to which the pilots have been beneficial to the institutions (public and private) and individuals (unemployed and inactive youth) involved, were considered. This was done by examining the nature and extent of organisational benefits (public and private partners, including participating employers) as well as benefits for unemployed and inactive youth (including both soft and hard outcomes).

The findings from the pilot project level assessment will lead into the overall assessment of the effectiveness of the Youth Guarantee Preparatory Action as an intervention<sup>45</sup>.

Figure 11. Research questions and judgement criteria for the assessment of effectiveness



Source: ICF, 2014, on the basis of Terms of Reference

<sup>45</sup> The research methodology focussed on the assessment of individual pilot projects, on the basis of which conclusions related to the Preparatory Action as an intervention could be made.

## 7.1 Pilot project performance against output targets

This section is divided into two parts. It looks into the performance of the pilot projects against output targets related to the involvement of young people in the pilots and delivery of agreed activities to them.

### 7.1.1 Involvement of young people in the trialling of services for them

The output analysis presented in Table 15 below illustrates the outputs achieved by each of the 18 projects presented alongside the total number of young people engaged through the funded activities. This analysis illustrates that there were 3,300 young people that completed measures as defined in the project outputs<sup>46</sup>, with a further 1,592 young people engaged in project activities, but not reflected in the outputs achieved. This includes students and unemployed young people who have taken part in career and job fairs, project 'recruitment' events, needs assessments, etc. This brings the total number of young people involved in the Preparatory Action to 4,892.

It also means that only around two-thirds of those that participated in funded measures are captured in the project output data. This is an important consideration when evaluating the impact of these projects. It may be that those not included in the output count for these projects also received benefit from the activities that they participated in. There were ten out of the eighteen projects for whom there were additional young people involved in core activities but not captured in the main output count (Alba, Aragón, Galicia, Gijón, Legnago, Miechów, Neamt County, Tuscany, Valencia, Veneto).

Table 15. Number of participants in pilot projects

Group 1: Projects supporting positive post-school outcomes and preventing ESL			Group 2: Projects working primarily with unemployed and inactive youth		
Pilot project	Core activation measures	Total no of young people involved	Pilot project	Core activation measures	Total no of young people involved
Lazio, IT	<b>715</b>	<b>715</b>	Ballymun, IE	<b>739</b>	<b>739</b>
Legnago, IT	<b>280</b>	<b>350</b>	Vilnius, LT	<b>270</b>	<b>270</b>
Hartlepool, UK	<b>245</b>	<b>245</b>	Cartagena, ES	<b>122</b>	<b>122</b>
Pembrokeshire, UK	<b>192</b>	<b>192</b>	Gijón, ES	<b>104</b>	<b>538</b>
Miechów, PL	<b>150</b>	<b>200</b>	Aragón, ES	<b>75</b>	<b>475</b>
Alba County, RO	<b>88</b>	<b>282</b>	Tuscany, IT	<b>56</b>	<b>105</b>
Croydon, UK	<b>73</b>	<b>73</b>	Veneto, IT	<b>55</b>	<b>243</b>
Neamt County, RO	<b>20</b>	<b>103</b>	Galicia, ES	<b>50</b>	<b>100</b>
			Valencia, ES	<b>35</b>	<b>60</b>
			Avilés, ES	<b>31</b>	<b>31</b>

Source: The final pilot project survey

Note: Includes participants who benefitted from the core services trialled and implemented and excludes those who took part in events / interviews / surveys organised by the pilots.

<sup>46</sup> Young people taking part in a range of 'core' activation measures, with the primary objective of either supporting their transition from education to positive post-school outcomes or helping them to access employment

The Table overleaf provides a breakdown of outputs (core services) targeted by the eighteen projects. The output targets across all projects varied from 14 – 810.

Participant reach rates, the extent to which projects achieved their target outputs, varied considerably across the eighteen projects. The overall range varied from 65-88% to 286%. Of the eighteen projects only four (Aragón, Ballymun, Pembrokeshire, Valencia) have a reach rate of less than 100%, with two of these within 10 percentage points of target. Most of the pilots achieved their outputs in terms of identifying and engaging the target number of participants within six months of delivering measures.

When considered by project group, there was only one project (out of the eight) engaged in project group 1 activities has a reach rate lower than 100%, whereas three (out of ten projects) delivering group 2 activities have reach rates less than 100%. This is understandable given the challenges in engaging unemployed youth (as opposed to those still attending education / training), especially when many projects were dealing with some of the most vulnerable members of the youth cohort and also had targets related to unregistered, inactive youth. A varying degree of ambition was also evident in the extent to which projects were committed to testing their new services with young people (in terms of total number and diversity of target groups); this was reflected in the level of targets established.

Table 16. Performance against output targets related to the involvement of young people in the trialling of core services

Group 1: Projects supporting positive post-school outcomes and preventing ESL				Group 2: Projects working primarily with unemployed and inactive youth			
Pilot Project	Target	No achieved	Participant reach rate	Pilot Project	Target	No achieved	Participant reach rate
Lazio, IT	250	715	286%	Tuscany, IT	40	56	140%
Croydon, UK	50	73	146%	Vilnius, LT	200	270	135%
Neamt County, RO	14	20	143%	Veneto, IT	52	55	106%
Hartlepool, UK	200	245	123%	Gijón, ES	100	104	104%
Legnago, IT	250	280	112%	Avilés, ES	30	31	103%
Alba County, RO	80	88	110%	Cartagena, ES	120	122	102%
Miechów, PL	150	150	100%	Galicia, ES	50	50	100%
Pembrokeshire, UK	200	192	96%	Ballymun, IE	810	739	91%
				Valencia, ES	50	35	70%
				Aragón, ES	16-20	13 + 62 <sup>47</sup>	65-88%

Source: ICF surveys of projects, includes participants to core services only and excludes participants to events, surveys, etc.

The performance of the pilots should not be assessed purely on the basis of their ability to reach the target number of participants but seen within the wider context of the level of original targets as well as outcomes achieved for participants. This is particularly pertinent given that the original understanding of some project coordinators of the difference between outputs and outcomes was weak; indeed, many had not considered the outcomes of their actions at all or recorded 'outputs' as 'outcomes'.

Originally, several pilots lacked SMART<sup>48</sup> output and outcome targets too and in some cases, various different target rates were reported to the evaluators over the course of

<sup>47</sup> Additional 62 young people benefitted from VET training in workshops

the assignment. This implies that some of the targets were set in a more concrete manner only after a more realistic picture was obtained of what was achievable and what was not for the pilot period. In other cases outputs targets were difficult to set as there was no intelligence (data) on the baseline situation. For example, the Legnago (IT) partnership did not have a clear targeted plan in relation to outputs and outcomes from the outset due to the lack of data on early school leaving. On a positive note, a particular improvement in the target setting practice was noticeable after the first Coordination Meeting, where the monitoring and evaluation arrangements were discussed. This prompted some project coordinators to pay more attention to the assessment of outputs and outcomes of their activities and setting more quantitative targets.

Tables 17 and 18 offer more detail on the performance of individual pilot projects against targets related to the involvement of young people. The first table presents the results for those pilots which worked primarily with young people still attending full-time education. It shows that generally, the pilots in this group experienced no problems in engaging participants; their target individuals were a captive audience as they were still attending education on a full-time basis. The main reasons for significantly exceeding their original targets included:

- Decisions of teachers / school coordinators to extend the pilot activities to whole classes, rather than identifying (and thereby possibly even stigmatising) certain individuals by making additional activities only available to them;
- Willingness and enthusiasm on the part of students to take part, especially when the pilots were offering something that was not available as part of the mainstream provision (e.g. Alba and Neamt county pilots);
- Supportive policy framework on school-to-work transition, thus schools very interested to take part (e.g. Hartlepool, Lazio);
- Involvement of non-final year students in the pilots, as opposed to final year students who have a lot of more pressured and full timetable (e.g. Croydon and Lazio); and
- The outputs targets were not particularly high for half of the pilots in this group, indeed three pilots had a 'low' overall target number of participants (less than 100).

The challenges related to meeting output targets groups for this group of pilots were rare and minimal, but when such challenges were faced, they mainly concerned timing of activities in terms of them clashing with exams and other pressures of schools, lack of interest on the part of individual schools or teachers to participate in extra-curricular activities, and involvement of other target groups in the pilots (e.g. the Pembrokeshire pilot had no problems in involving students in the pilots but found it more challenging to meet output targets related to the engagement of unemployed and inactive youth).

*Table 17. Performance of individual pilot projects against output targets related to the involvement of young people: Group 1 pilots*

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
Alba county, RO	Low	Target exceeded The pilot involved 88 students aged 15 – 19 years old from four high schools in the core activation measures, thereby exceeding the	Successful recruitment, no problems; students from the four high schools were very interested in taking part in new and attractive careers activities, which were different from normal activities of the schools especially in terms of their non-formal character. The involvement of County School Inspectorate helped to ensure there were no barriers to participation.

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<sup>48</sup> Specific, measurable, attainable, realistic and timely



Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
		target of 80	Although the target group involved students at high risk of school dropout, no outreached methods were needed. A relatively low overall number of participants in comparison to other pilots
Croydon, UK	Low	Target exceeded The pilot involved 73 young people in full time vocational training who were at risk of long-term unemployment in the core activation measures, thereby exceeding the target of 50	Successful recruitment in a sense that the target for the involvement of students was exceeded, however a relatively low overall number of participants in comparison to other pilots Some recruitment challenges with individual schools: some schools far more responsive and interested than others. Activities offered by the pilots advertised as rewards. Easier to work with young age groups (Year 10: 14 – 15 year olds than working with Year 11s: 15 – 16 year olds) as they had more time available to take out of class, thus more flexibility.
Hartlepool, UK	High	Target exceeded The pilot involved 245 young people (20% of students in Year 11, aged 16-17, in Hartlepool, most at risk of leaving early or disengaging from post-16 activity) in the core activation measures, thereby exceeding the target of 200	Successful recruitment in a sense that the target for the involvement of students was exceeded and no problems experienced At-risk students identified by using a Risk Of NEET Indicator and feedback from teachers.
Lazio, IT	High	Target exceeded The pilot involved 715 students aged 17-18 years from 20 secondary schools (technical institutes and VET schools) in Rome and the Province of Frosinone, in the core activation measures, thereby exceeding the target of 250	Successful recruitment in a sense that the target for the involvement of students was exceeded by a significant margin; facilitation of school-to-work transitions is an important policy priority for E&T providers, employers and social partners so the partners took the pilot seriously. The target was exceeded by such a significant margin due to: 1) the wish of the teachers to allow whole classes to join in, rather than make them available to at-risk individuals only; and 2) the change in the target group of students from final to the 4 <sup>th</sup> year students who were not as burdened by exams as final year students.
Legnago, IT	High	Target exceeded The pilot involved 280 15-18 year-old students from partner schools with high numbers of ESL / NEETs at risk of exclusion, in the core activation measures, thereby exceeding the target of 250	Target exceeded without specific problems in recruitment. A dual recruitment strategy highlighting a need for a different recruitment method for each target group: The classes of students with a high number of students at risk of dropping out were identified by teachers (according to a set of indicators and a pre-determined methodology) and the unemployed youth were identified through the database of the transition-to-work service (SIL, <i>Servizio Integrazione Lavorativo</i> ).
Miechów, PL	Medium	Target met The pilot involved 150 students aged 15-24 from second and third level schools in Miechów in the core activation measures, thereby meeting the target of 150	Target met, but limited effort to engage at-risk students. Recruitment by teachers (e.g. biology teacher, IT teacher, librarian, tutor, and psychologist) - referred to as 'school coordinators'. The school coordinators presented the project to specific classes, and typically all wanted to participate, often 'out of curiosity'.
Neamt County, RO	Low	Target exceeded The pilot involved 20 young people aged 16-24 who had just left, or were due to leave, the state care system in the core activation measures,	A low overall number of participants in comparison to other pilots, but no problems in participant engagement. The recruitment of participants was easy given the involvement of the Department for Social Assistance and Child Protection and staff from the social centres where young people who are in state care live or have lived (psychologists, educators). Therefore, the potential had a

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
		exceeding the target of 14	trust-based relationship with experts from the project which made them very open to the idea of being engaged in the project.
Pembroke shire UK	Medium	Target not met; performance slightly below the target  The pilot involved 192 young people aged 15-25 deemed at risk of becoming NEET, or who were NEET in the core activation measures, thereby falling slightly short of the target of 200  This included: <ul style="list-style-type: none"> <li>90 students aged 15-17 (against the target of 90)</li> <li>39 NEETs aged 16-17 (against the target of 35)</li> <li>63 unemployed youth aged 18-24 (against the target of 75)</li> </ul>	Performance slightly below the target in relation to the involvement of young people: the main reasons given included: <ul style="list-style-type: none"> <li>Delays at the start, including time taken to recruit a project coordinator</li> <li>Delays and some resistance in getting referrals from some stakeholders</li> <li>Older participants requiring more intense level of support ('hand-holding') than expected</li> </ul> No problems in engaging the younger age groups: they were school based and a captive audience  Those who were older, unemployed youth (18-24) were slightly more tricky to engage with but the project used existing contacts and networks to do this e.g. some of the older participants were referred to the project through JobCentrePlus and there were also self-referrals (fewer than 10)  Participation in the project was voluntary – word of mouth was critical to the success

Source: The final pilot project survey

Note: Original targets have been classified in the following manner: Low (less than 100 participants in core activation measures), Medium (100-200) and High (200+)

\*Non-exhaustive

The second group of pilots experienced a more challenging environment what came to the involvement of their target groups in the pilots. As mentioned above, this stemmed from the 'less engaged' audience given that the target group individuals were mainly unemployed or inactive youth. Many pilots in this group also had specific targets for the engagement of hardest-to-reach groups, which - by definition – can be more difficult to involve. Indeed, some members of the target group were not registered with the PES so resources had to be dedicated on identifying and locating such individuals, then convincing them to take part. This problem was faced by the Aragón project (ES), for example.

A lack of motivation to engage - caused by a myriad of factors, ranging from low self-confidence, feeling of apathy caused by the economic situation and low level of education, to distrust of authorities – was another barrier. The Avilés pilot (ES) appointed youth services to deal with this group of youth while the Ballymun (IE) and Gijón (ES) pilots appointed outreach street workers to involve these individuals. Overall, the pilots that chose a multi-channel strategy whereby different stakeholders, including both formal and informal actors, were given the responsibility for the recruitment of participants from different target groups, proved successful at meeting their participant targets.

Table 18. Performance of individual pilot projects against output targets related to the involvement of young people: Group 2 pilots

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
Aragón, ES	Low	Target not met: performance slightly below the original target although to a degree compensated by workshop activities  The pilot involved 13 young	The pilot project used the database of the PES and the regional employer's organisation to identify and involve young people in the pilot.  No significant engagement challenges were faced. The main difficulties surrounded around following factors:

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
		<p>people in the core activation measures (testing of the dual system), falling short of the target of 16-20. However, further 62 took part in shorter workshop based training programmes</p> <p>Participants were unemployed and low qualified young people aged 16 to 25</p>	<ul style="list-style-type: none"> <li>Difficulties in recruiting low qualified NEETs aged 16-19, as they were not registered with PES, following any type of education and lacked motivation to get involved.</li> <li>Difficulties in ensuring the commitment of employers; partially due to the difficult economic situation and on part due to the temporary nature of the pilot and difficulties in ensuring their availability with the deadlines of the project.</li> <li>Lack of tradition of combining work-based learning with school-based learning, together with missing mediation services working with young people, employers and E&amp;T providers.</li> </ul>
Avilés, ES	Low	<p>Target exceeded</p> <p>The pilot involved 31 young people in the core activation measures, exceeding the target of 30</p> <p>Young people aged 16-24:</p> <ul style="list-style-type: none"> <li>with no qualifications and at risk of school failure</li> <li>Unemployed youth not successful at finding a job</li> </ul>	<p>No participant engagement challenges due to the small size of the pilot and involvement all key partners in the project. Indeed, demand exceeded supply in that 90 young people applied to take part.</p> <p>Recruitment of unemployed youth took place through education and training centres and the PES.</p> <p>Recruitment of unqualified participants took place through youth service offices and guidance teams.</p>
Ballymun, IE	High	<p>Target not met: performance slightly below the original (ambitious) target</p> <p>The pilot involved 739 unemployed youth (including long-term unemployed) in the core activation measures, falling slightly short of the target of 810</p>	<p>The pilot activities were made available for all unemployed young people in the area of Ballymun, including those that just registered as unemployed and those who had registered before the start of the pilot.</p> <p>The main reasons for the shortfall were:</p> <ul style="list-style-type: none"> <li>The target was an ambitious one and based on an estimate of how many young people will register as an unemployed during the pilot period: all potential beneficiaries were supported</li> <li>More young people joined at the end of the pilot period which were not included in the calculations</li> <li>Early difficulties in engaging young people in the pilot (the early engagement strategy and practice were improved with the involvement of a local youth organisation)</li> </ul>
Cartagena, ES	Medium	<p>Target exceeded</p> <p>The pilot involved 122 young people in the core activation measures, exceeding the target of 120. The participants came from 3 target groups:</p> <ul style="list-style-type: none"> <li>Young people about to finish education (selected by schools) (28 participants against the target of 60)</li> <li>Long-term unemployed youth registered with the PES (selected by PES) (40 participants against the target of 40)</li> <li>Hard-to-reach NEETs (selected by Youth organisations) (22 participants against the target of 20)</li> <li>Other (32 participants)</li> </ul>	<p>No challenges related to the engagement of young people to the pilot apart from identification and engagement of young people about to finish compulsory education. The main reason for the successful strategy was a three-pronged strategy whereby three different stakeholders were given the responsibility for the recruitment of participants from the three different target groups.</p>

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
Galicia, ES	Low	<p>Target met</p> <p>The pilot involved 50 young people aged 18-25 from rural areas of Galicia in the core activation measures, matching the target of 50</p>	<p>No difficulties in meeting the output target related to the involvement of young people.</p>
Gijón, ES	Medium	<p>Target exceeded</p> <p>The pilot involved 104 young people from three target groups in the core activation measures, exceeding the target of 100:</p> <ul style="list-style-type: none"> <li>• Highly educated, unemployed youth (30 participants)</li> <li>• Young people with medium qualification level (28 participants); and</li> <li>• Young people without qualifications (35 participants)</li> </ul>	<p>No specific challenges in the recruitment of participants. A multi-channel strategy in place:</p> <ul style="list-style-type: none"> <li>• The recruitment of hard-to-reach youth was ensured through the appointment of street counsellors to undertake outreach work, as well as support of two organisations working with this group (Association Mar de Niebla and Second Chance School).</li> <li>• Young job-seekers with a VET education were contacted via email or text message on the basis of data provided by the PES (around 1,000 SMS were sent out)</li> <li>• Unemployed youth were identified through the use of PES databases</li> <li>• Use of local media and PES presentations in schools to raise awareness</li> <li>• Direct face-to-face communication in the Youth Centre</li> </ul> <p>104 out of 163 young people who signed up on the website were selected to take part.</p>
Tuscany, IT	Low	<p>Target exceeded</p> <p>The pilot involved 56 NEETs aged 15-25 in the core activation measures, exceeding the target of 40</p>	<p>The primary objective of the pilot was to develop and pilot a methodology for the identification and mapping of NEETs and increase collaboration between key actors. The part related to the provision of services to the NEETs played a more marginal role.</p> <p>Even if the target for the involvement of young people was met and exceeded, the identification and mapping of NEETs was the most challenging part of the pilot. This was due to the lack of data on NEETs and incompatibility of different database, most of which were out of date (i.e. the databases from PES have different information from those of schools and social services and it was not possible to triangulate the data). Incomplete and out-of-date databases meant that first, the project officers had to do a first selection and then call people to clarify their position; in total 770 people were contacted. The first section was done by selecting people who had registered as unemployed in the PES in the last year but had never returned to the PES, selecting people who dropped out of education and collection of names from social services. In this way a pool of potential NEETs was created and the operators phoned each person to clarify their position in the labour market; those young people who replied stating that they would be interested in finding a job were then invited to participate to the pilot.</p> <p>The PES officers in charge of recruitment reported significant challenges in finding contact details for the young people in question, convincing them to take part, organising and re-organising meetings with them, etc.</p>
Valencia, ES	Low	<p>Target not met: performance against the ambitious target slightly below original target</p> <p>The pilot involved 35 young</p>	<p>The pilot faced problems in identifying and recruiting right candidates. A communication campaign was set up as a main recruiting method, making use of partners' databases to contact potential participants via email or by disseminating information about the</p>

Pilot and MS	Original target	Performance	Reasons for meeting / not meeting targets
		<p>people aged 18-29 from three target groups in the core activation measures, falling short of the target of 50:</p> <ul style="list-style-type: none"> <li>• Unemployed for at least six months</li> <li>• Just finished university or VET and are unemployed</li> <li>• Groups at high risk of social exclusion</li> </ul> <p>The performance against targets linked to priority groups was mixed:</p> <ul style="list-style-type: none"> <li>• 63% of participants were women, thereby exceeding the target of 60%</li> <li>• 6% of participants came from disadvantaged backgrounds, thereby falling short of the 20% target</li> </ul>	<p>pilot at events (i.e. the entrepreneur event organised by the University of Valencia).</p> <p>The communication campaign did not work in terms of reaching participants from disadvantaged groups. Also, pilot programme planning in terms of dates and locations was not finalised when the recruitment process started. This ended up being a barrier for those trying to recruit participants on the project as the potential participants wanted to know more details about the activities before committing. In the end, the engagement process lasted longer than expected and resulted in a more compressed training stage.</p> <p>Other reasons mentioned included:</p> <ul style="list-style-type: none"> <li>• Lack of motivation among young people to pursue entrepreneurships</li> <li>• Insecurity / fear of setting up own business in the current economic climate</li> <li>• Lack of business ideas</li> </ul>
Veneto, IT	Low	<p>Target exceeded</p> <p>The pilot involved 55 young people from two target groups in the core activation measures, exceeding the target of 52:</p> <ul style="list-style-type: none"> <li>• Students aged 15-18</li> <li>• NEETs aged 19-24</li> </ul>	<p>No particular recruitment challenges related to the engagement of young people in the pilot. A communication campaign was developed and ran by a partner university together with students. The most effective engagement and information-dissemination methods were social networks (mainly Facebook) and an informal 'cocktail event' with buffet, music and 'corner information points' to inform young about the pilot.</p>
Vilnius, LT	High	<p>Target exceeded</p> <p>The pilot involved 270 unemployed youth from the Vilnius area in the core activation measures, exceeding the target of 200</p>	<p>The participants were identified by the PES from the pool of registered young unemployed with the PES.</p> <p>Despite of significant exceeding the target, the challenge of engaging young people was the main obstacle in the implementation of the project. There was a significant proportion of young people who did not want to work or search for work or who had been unemployed for longer than 6 months.</p> <p>The project used the first motivational seminar to tackle this by giving real and practical life examples from the world of work, discussing the expectations and possibilities for young people. The second seminar where the young people could meet with real employers and discuss directly the job opportunities was also contributing in engaging the young people and changing their attitudes. However, this challenge was not fully resolved and is identified as one of the key lessons for the future, where specialist advisors and psychologists should be involved in a very intensive way to reach the participants.</p>

*Source: The final pilot project survey*

*Note: Original targets have been classified in the following manner: Low (less than 100 participants in core activation measures), Medium (100-200) and High (200+)*

*\*Non-exhaustive*

### 7.1.2 Performance against activity output targets

The assessment also sought to review the performance of the pilots against their activity targets. The analysis was only possible at an individual pilot project level, not across the pilots, because the activities and target groups of the pilots were very different: there were no two pilots which had adopted the same approach, with same target groups and activities. Another key reason for this is that a number of the pilots, especially those that were piloting the Youth Guarantee model in a more comprehensive manner, especially what came to the provision of offers, were unable to set activity targets when the provision of activities ('offers') was decided on the basis of needs and requests of individual participants – and such an approach was being piloted for the first time in the country.

Finally, the activities offered by different pilots are not directly comparable with one and another. As an example, some pilots offered one week part-time work placements while others offered such placements for over three month periods. Some of the education and training activities offered were mainstream, qualification leading provisions while others were pilot-specific short workshops on transversal or specific vocational skills.

Table 19 below nevertheless offers a pilot-by-pilot overview of the activities they offered, with details on the number of participants per activity and against the target, when possible.

Table 19. Performance of individual pilot projects against activity targets

Pilot and MS	Performance against activity targets
<b>GROUP 1</b>	
Alba county, RO	Counselling and guidance by the newly-established job clubs (88 participants against the target of 80) Entrepreneurship education (82 participants against the target of 80) Virtual start-ups (85 participants against the target of 80) Work placements (87 participants against the target of 80) Study visits (87 participants against the target of 80) Workshop training on entrepreneurship, communication, professional orientation, career patterns and practice interviews with employer (87 participants against the target of 80)
Croydon, UK	Mentoring (54 participants against the target of 50) Work related learning events, such as practical business assignment (70 participants against the target of 50) Work placement (60 participants against the target of 50) Mock interviews (60 participants against the target of 50) Careers fair (15 participants)
Hartlepool, UK	30 additional hours of mentoring and support 15-16 year-old students identified as being the most at risk of leaving early or disengaging from post-16 education (233 participants against the target of 200) Practical support, such as additional literacy or numeracy training Mentoring and engagement activities during the summer so as to prevent disengagement during the summer months
Lazio, IT	Training modules (715 participants against the target of 250) 'Open enterprise workshops' (laboratories) (620 participants against the target of 250) Career days / information events giving students the opportunity to talk directly with local employers and receive information on careers (450 participants against the target of 250) Final dissemination event (50 participants against the target of 50)
Legnago, IT	Motivational activities for 190 students aged 15-16 at risk of ESL, including workshops with experts (psychologists, teachers, labour market experts, social workers) Supportive STW activities for students aged 16-18, such as traineeships, workshops with local education/employment experts, etc.

<b>Pilot and MS</b>	<b>Performance against activity targets</b>
Miechów, PL	<p>Provision of careers information and guidance in terms of future employment prospects and further opportunities of education and training (150 participants against the target of 150)</p> <p>Meetings with employers (150 participants against the target of 150)</p> <p>Job fairs (200 participants against the target of 200)</p> <p>Activities of the school coordinator (150 participants against the target of 150)</p>
Neamt County, RO	<p>An in-depth needs analysis of young people in state care (103 participants against the target of 100)</p> <p>Testing of the methodology for the integration to the labour market (20 participants in training for communication and IT skills of which 18 also took part in mentoring including guidance and one week traineeships in companies, against the target of 14)</p>
Pembroke shire UK	<p>One-to-one support / mentoring (192 vs 200)</p> <p>Bridge programme (16-24yr olds) (3 vs 8)</p> <p>Rough Guide to Work programme (16-24yr olds) (9 participants, no target)</p> <p>Induction (192 vs 200)</p> <p>Job Clubs (29 participants, no targets)</p> <p>BTEC Vocational Studies Course (13 vs 28)</p> <p>BTEC Work Skills Course (15 vs 29)</p> <p>Key Skills/Other qualifications (5 vs 4)</p> <p>British Safety Council Health &amp; Safety at Work Qualification (60 participant, no target)</p> <p>Careers roadshow (transition preparation Year 11 school leavers) (24 participants, no target)</p> <p>Enterprise activities for 15-24yr olds (16 participants, no target)</p> <p>Work Placements (16-24yr olds) (13 participants, no target)</p> <p>Vocational Tasters (15 – 24yr olds) (105 participants, no target)</p>
<b>GROUP 2</b>	
Aragón, ES	<p>A survey of local youth aged 16-24 (400 participants)</p> <p>Focus groups with local youth aged 16-24 (25 participants)</p> <p>Pilot scheme of dual training (13 against the target of 20)</p> <p>Preparatory training for employment on transversal skills (62 against the target of 96)</p>
Avilés, ES	<p>Individual employment planning (30 participants against the target of 30)</p> <p>Group counselling (30 participants against the target of 30)</p> <p>Training courses:</p> <ul style="list-style-type: none"> <li>• Transversal and key skills (e.g. IT skills, worklife preparation) (15 participants in all, against the target of 15);</li> <li>• English lessons – classroom based (14 participants against the target of 15) and practical (10 against the target of 15); and</li> <li>• vocational (e.g. kitchen assistant, waiter/waitress) (16 participants against the target of 16)</li> </ul> <p>Work placements in companies (29 against the target of 30)</p> <p>Study visits (20 against the target of 21)</p>
Ballymun, IE	<p>Group engagement sessions (609 participants)</p> <p>Client profiling, individual career guidance, individual employment planning (739 participants)</p> <p>Pre-offers: Mental Health support (10), Addiction Counselling (15), Pre-college course (19)</p> <p>Financial support / interventions: Flexi-support fund to overcome barriers, including cost of transport, course fees, materials, clothing (94), Post-Pilot Pathways (76), Horticulture Programme (10), BallyRunners Programme (basic skills &amp; personal development) (22), Premier Dining Programme - blended learning programme which includes a work placement element (5), ICTU Employment Programme (22)</p> <p>Other: BRYR (youth organisation) programme (3), Positive 2 Work Programme - blended learning programme which includes a work placement element (43), UCD Innovation Academy - innovative course in enterprise, innovation and entrepreneurship (7), Gateway (publicly-funded employment scheme) (5), BITC (career guidance including work placement) (11), IKEA Traineeship (15), Worklink (mentors) (3), Community Employment (publicly-funded employment scheme) (90), TUS (publicly-funded employment scheme) (12)</p> <p>Mainstream provisions: Further Education and Training, Active Labour Market Measures</p>
Cartagena	Return to formal education (40 participants)

Pilot and MS	Performance against activity targets
, ES	<p>Vocational training (17)</p> <p>Subsidised employment (51)</p> <p>Employment contracts (16)</p> <p>Self-employment advice (1)</p> <p>Training of employment/ guidance counsellors</p>
Galicia, ES	<p>Entrepreneurship training consisting of business advice, business plan development, etc.</p> <p>Mentoring and guidance from established professionals on funding, production, marketing, subsidies, business planning, ICT, etc.</p> <p>Work placements in companies linked to the business idea</p> <p>Company visits</p>
Gijón, ES	<p>Orientation sessions (95 participants against the target of 70)</p> <p>Coaching sessions (95 vs 70)</p> <p>Self-employment session (72 vs 70)</p> <p>Volunteering workshop (69 vs 70)</p> <p>Communication skills workshop (15 participants)</p> <p>Workshop of personal skills (4)</p> <p>ICT (64)</p> <p>Accreditation of language competences (23)</p> <p>English courses (12)</p> <p>Interview skills workshop (17)</p> <p>Workshop training on work in Europe (8)</p> <p>Subsidised employment (42 vs 40)</p>
Tuscany, IT	<p>In total:</p> <ul style="list-style-type: none"> <li>• 3,445 young people were selected from the databases as potential NEETs</li> <li>• 770 people were contacted with phone calls (against the target of 180)</li> <li>• 86 people were included in personalised paths (against the target of 70)</li> <li>• 105 have been included in the pilot (against the target of 120)</li> </ul> <p>The services offered included orientation, information, CVs writing and site visits.</p>
Valencia, ES	<p>A multidisciplinary training programme to develop participants' competences, attitudes and skills related to self-employment and to foster their self-esteem: on-line and classroom based courses on communication, self-presentation, self-employment / entrepreneurship and social enterprise (35 participants against the target of 50)</p> <p>Work placements (13)</p> <p>Assessment in the development of the business plan (19)</p> <p>Business incubator (6)</p> <p>Mentoring by other young or experienced entrepreneurs (5)</p> <p>Networking (6)</p>
Veneto, IT	<p>12 participants to school visits (against the target of 10)</p> <p>12 participants traineeships for people under 18 (against the target of 12)</p> <p>25 participants to work experience (against the target of 25)</p> <p>6 participants entrepreneurship laboratories (against the target of 5)</p> <p>In addition, 16 visits to schools, 22 short traineeships for people under 18, 266 candidates and 94 interviews in companies for work experience, 135 participants to the initial cocktail event, 32 participants in a work lab, 691 likes on Facebook page, 600 subscriptions on the website, 54 self-diagnostic questionnaires</p>
Vilnius, LT	<p>270 participants in the programme, against the target of 200. The programme included:</p> <ul style="list-style-type: none"> <li>• A motivational seminar oriented towards stimulating young unemployed towards participation in the labour market, by giving them practical and real life examples and managing their expectations</li> <li>• A job-search focussed seminar bringing together young unemployed and local employers where the two sides communicated directly about the needs of employers and available job opportunities and the skillsets of young people</li> <li>• Skills and career tests and individual consultation to draft personalised employment plans</li> </ul>



Pilot and MS	Performance against activity targets
	<ul style="list-style-type: none"> <li>• 2-4 week work placements</li> </ul>

Source: The final pilot project survey

## 7.2 Pilot project performance related to outcomes for young people ('hard' outcomes)

The key findings in this section summarise the measurable, hard outcomes for the young people who took part in the trialling of the various measures developed and implemented by the pilot projects. This section has been divided into eight parts:

- Overview findings
- Employment outcomes, including work placement outcomes
- New business creation outcomes
- Education and training related outcomes
- Prevention of potential cases of early school leaving
- Outcomes related to the school-to-work transition
- Outcomes related to the provision of Youth Guarantee 'offers'
- Pilot by pilot assessment of quantifiable outcomes

### 7.2.1 Overview findings

As shown by Figure 12 below, the Preparatory Action led to the creation of some 330<sup>49</sup> jobs for at-risk youth in areas of exceptional high youth unemployment. A further 255 young people took up a traineeship or a subsidised job placement<sup>50</sup> following their participation in the pilots. The implementation of the 18 pilots led to the creation of 22 new businesses, with a further 30 in the process of being set up by the participants at the end of the project periods. A further 57 participants indicated a firm intention to set up a new business in the near or more distant future after gaining further work experience. Over 1,700 young people continued their pathway in education or training following their participation in the pilots. Alongside this, over 480 potential cases of early school leaving were prevented and in excess of 1,100 young people were better equipped for the school-to-work transition

Figure 12. A summary of key findings related to outcomes for young people

EMPLOYMENT OUTCOMES	ENTREPRENEURSHIP OUTCOMES	EDUCATION OUTCOMES
<ul style="list-style-type: none"> <li>• 331 young people mainly from disadvantaged backgrounds supported into employment</li> <li>• 255 young people supported into traineeships or subsidised work placements after participation in the pilot</li> </ul>	<ul style="list-style-type: none"> <li>• 22 new businesses set up by young people</li> <li>• 30 new businesses in the process being set up</li> <li>• 57 young people with an intention to set up a new business in the near or more distant future</li> </ul>	<ul style="list-style-type: none"> <li>• Over 1,700 young people supported into further education or training following participation in the pilot</li> <li>• Up to 480 potential cases of early school leaving prevented</li> <li>• Hundreds young people better equipped for the school-to-work transition</li> </ul>

<sup>50</sup> 11 projects had specific employment goals (Tuscany, Veneto, Aragón, Avilés, Cartagena, Galicia, Gijón, Valencia, Ballymun, Vilnius, Pembrokeshire); the remaining 7 had mainly outcome targets related to prevention of early school leaving or supporting transition to further education or training. No outcome data received for Tuscany, Miechow and Croydon projects.

Source: ICF, on the basis of information provided by the pilot projects

## 7.2.2 Employment outcomes

On the whole, the pilot projects facilitated 331<sup>51</sup> young people – mainly at-risk youth or young people from areas of exceptional high youth unemployment – into positive employment outcomes after their participation. These statistics are based on the information available to the pilot project coordinators at the end of their pilots.

As shown by Table 20 below, in absolute terms, Vilnius (LT) and Ballymun (IE) projects were most successful in finding employment opportunities for their participants in the open labour market, with 120 and 77 participants, respectively, finding employment following participation in the pilots (with further 176 participants from the Ballymun project continuing subsidised employment, work placements and internships).

The Galicia (ES), Vilnius (LT) and Avilés (ES) projects achieved the highest employment vs participant ratios. This was led by the Galician project which secured employment or self-employment for more than two-thirds (68%) of the participants. Galicia was followed by Vilnius and Avilés projects, with employment outcome rates of 44% and 42%, respectively. These are particularly positive results given high youth unemployment in these regions. The results of the Gijón project compare particularly well against the results of a control group, achieving more than three-times higher employment rate and reducing inactivity to zero against the rate of six per cent among the members of the control group.

Table 20. Employment outcomes

Pilot and MS	Group	Participants (core activation)	No of young people helped into employment	Share (%) of participants who found employment
Galicia, ES	2	50	34	<b>68%</b>
Vilnius, LT	2	270	120	<b>44%</b>
Avilés, ES	2	31	13	<b>42%</b>
Gijón, ES	2	104	36	<b>35%</b>
Pembrokeshire, UK	1	192	30	<b>16%</b>
Cartagena, ES	2	122	16	<b>13%</b>
Ballymun, IE	2	739	77	<b>10%</b>
Legnago, IT	1	128*	4	<b>3%</b>
Veneto, IT	2	55	1	<b>2%</b>
Aragón, ES	2	13*	0	<b>0%</b>
Valencia, ES	2	35	0	<b>0%</b>
Tuscany, IT	2	56	NA	<b>NA</b>
<b>TOTAL</b>	-	-	<b>331</b>	-

Source: The final pilot project survey

\* Only the situation of the 13 participants to the dual education trial were followed.

\*\* 128 NEETS were in the target group: the rest were following the motivational pathway

When looking at employment outcomes of pilots working primarily with unemployed and inactive youth (group 2 pilots), nearly a quarter of their participants found a job

<sup>51</sup> Figures reported at the end of the project period, no information provided on quality and sustainability of those jobs.

(23%) after their participation<sup>52</sup>. In these projects, just over a third (36%) took up a place in education or training following participation in the pilot, 18% found a subsidised job or a work placement, and a further 4% had set up, or were in the process of setting up, their own business. Just under a fifth (17%) of the participants were unable to find a solution and were re-registered as unemployed. The outcomes of the remaining 2% were either unknown or 'other' (e.g. volunteering).

In addition to participants being supported into employment in the open labour market, the pilots facilitated access to (often very first) work placements or subsidised employment opportunities for their participants. A total of 258 young people took up a traineeship or a subsidised job placement following their participation in the Preparatory Action. Ballymun (IE) facilitated most such opportunities, providing such opportunities for 176 youth, constituting nearly a quarter of the participants.

Table 21. Work placement / subsidised employment outcomes

Pilot and MS	Group	Participants (core activation)	No of young people	Share (%) of participants
Gijón, ES	2	104	55	<b>53%</b>
Ballymun, IE	2	739	176	<b>24%</b>
Pembrokeshire, UK	1	192	14	<b>7%</b>
Galicia, ES	2	50	3	<b>6%</b>
Legnago, IT	1	128**	4	<b>3%</b>
Veneto, IT	2	55	1	<b>2%</b>
Vilnius, LT	2	270	5	<b>2%</b>
Aragón, ES	2	13*	0	<b>0%</b>
Avilés, ES	2	31	0	<b>0%</b>
Cartagena, ES	2	122	0	<b>0%</b>
Valencia, ES	2	35	0	<b>0%</b>
Tuscany, IT	2	56	NA	<b>NA</b>
<b>TOTAL</b>	-	-	<b>258</b>	-

Source: The final pilot project survey

\* Only the situation of the 13 participants to the dual education trial were monitored.

\*\* 128 NEETS were in the target group: the rest were following the motivational pathway

In general terms, the pilots that forged close working relationships with employers, made considerable effort to identify right employers where their participants could undertake a work placement, made thorough assessments of the participants' skills, interests and aspirations as well as local labour market needs and opportunities, and provided a supported pathway (when needed) towards employment goals, succeeded in achieving particularly positive employment outcomes. The general weakness in the approaches of the pilots in securing employment for their participants was (in some cases) limited focus on outcomes. In these cases, a greater focus was placed on organisational or structural aspects of the pilot or an output driven mentality whereby the resources and energy went into ensuring the participants go through the process of engagement, training and support designed for them, rather than focussing on the end results (i.e. finding a job, re-entering education).

<sup>52</sup> This refers to the following 10 projects: Veneto, Aragón, Avilés, Cartagena, Galicia, Gijón, Valencia, Ballymun, Vilnius and Tuscany. No outcome data received for the Tuscany project so it has been excluded from the calculations.

### 7.2.3 Entrepreneurship outcomes

Two pilots, Galicia and Valencia (ES) projects, had a specific goal of helping unemployed and inactive youth to turn their business ideas into small enterprises. In addition to these two pilots being dedicated on youth entrepreneurship, a number of other pilots also ran training in this area (e.g. Veneto).

As already explained above, the Preparatory Action exceeded its business creation expectations with potential for over 100 new businesses. Table 22 overleaf shows that the pilots led to the creation of 22 new businesses, with a further 30 in the process of being set up by the participants at the end of the project periods. A further 57 participants indicated a firm intention to set up a new business in the near or more distant future after gaining further work experience.

Unsurprisingly, the Galicia pilot performed especially well in terms of their participants producing the highest shares of new entrepreneurs from all pilots. Seven new businesses had been set up by their participants by the end of their pilot periods. This project pilot was rather unique in a sense that even if many participants wanted to pursue entrepreneurial pursuits, many of the companies where the participants did their placements ended up hiring them as they showed a lot of potential and interest in the sector. Consequently, a total of 22 out of the 50 participants decided not to establish their own business straight after participation but to build up more work and other experience before doing so. The Valencia pilot also demonstrates promise in terms of the number of potential new business that will be set up in the longer term future.

In absolute terms, the Vilnius (LT) pilot also performed well in that 14 new businesses had been set up or were in the process of being established by its participants, with a further 22 indicating an intention to do so in the future. The new business creation outcomes of other pilots were marginal.

Table 22. Outcomes related to new business creation

Pilot and MS	Group	Participants (core activation)	New businesses set up	New businesses in the process of being set up	No of participants indicating an intention to set one up
Vilnius, LT	2	270	7	7	22
Valencia, ES	2	35	7*	15	-
Galicia, ES	2	50	7	3	22
Gijón, ES	2	104	1	3	-
Veneto, IT	2	55	-	2	4
Pembrokeshire, UK	1	192	-	-	6
Ballymun, IE	2	739	-	-	2
Cartagena, ES	2	122	-	-	1
<b>TOTAL</b>	-	-	<b>22</b>	<b>30</b>	<b>57</b>

Source: The final pilot project survey

\* or in the process of being set up

The pilot projects experience highlighted entrepreneurship and self-employment as valuable options for young people. But they also recognised that this option is not for everyone; the most successful efforts begin with the initiative coming from young people themselves. For others, there is an initial stage, where the support raises awareness among young people regarding what enterprise is and what it takes to own and manage a business. This understanding enables young people to consider self-employment/setting up their own business as a realistic career option. Business development training, provision of personalised advice, support to access finance and the value of intergenerational support were cited as important follow-on support

required to make this option a reality. However, all this support should also take into account the additional needs and challenges that some young people may face, for instance those coming from hard-to-reach groups.

The intensity of the support and flexibility offered were identified as important to maintain engagement and commitment from the participants and in developing their business projects into realistic propositions. The coordinators of the Galicia project also reported that the team supporting the young people had a key role in motivating them, ensuring that they took part in the activities, provided guidance on the business ideas and advice on any problem they might have. Building trust and ensuring a fluid communication were deemed essential. Their role went beyond the end of the pilot activities and highlighted the need for follow-up activity. This is a particularly important aspect when dealing with entrepreneurial support as preparing a business plan or even setting up the business is only the starting point.

#### 7.2.4 Education and training outcomes

Some 1,733 young people continued their pathway in education or training following their participation in the pilots (see Table 23). The majority of the positive education and training outcomes were a result of the group 1 projects supporting young people to remain in learning and continue onto positive post-school outcomes. Indeed, nearly 1,300 of them were students at the start of their time in the pilots and they continued in learning, either the same level or a level up, upon taking part in the Preparatory Action. The focus of the MS on this area stems from the growing recognition of the need to ensure young people leave the education system with at least an upper secondary level qualification and the supporting trend of increasing the length of compulsory education in a number of countries across the EU. The pilots working primarily with unemployed and inactive youth secured further education and training opportunities for some 440 participants.

Table 23. Number of participants in education or training following participation in the pilots

Pilot and MS	Group	Total number of participants	No of participants who continued in E&T	
			Participants still in full-time education at the start of the pilot	Participants who were unemployed or inactive at the start of the pilot
Lazio, IT	1	715	<b>715</b>	-
Hartlepool, UK	1	245	<b>222</b>	-
Legnago, IT	1	280	<b>190</b>	-
Alba county, RO	1	88	<b>88</b>	-
Pembrokeshire, UK	1	192	<b>68</b>	-
Neamt County, RO	1	20	<b>10</b>	-
Miechów, PL	1	150	<b>NA</b>	-
Croydon, UK	1	73	<b>NA</b>	-
Ballymun, IE	2	739	-	<b>338</b>
Cartagena, ES	2	122	-	<b>40</b>
Gijón, ES	2	104	-	<b>27</b>
Aragón, ES	2	13	-	<b>13</b>
Vilnius, LT	2	270	-	<b>9</b>
Veneto, IT	2	55	-	<b>7</b>
Galicia, ES	2	50	-	<b>4</b>
Avilés, ES	2	31	-	<b>2</b>

Pilot and MS	Group	Total number of participants	No of participants who continued in E&T	
			Participants still in full-time education at the start of the pilot	Participants who were unemployed or inactive at the start of the pilot
Tuscany, IT	2	56	-	0
Valencia, ES	2	35	-	0
<b>TOTAL</b>	-	-	<b>1,293</b>	<b>440</b>
			<b>1,733</b>	

Source: ICF, on the basis of information from the pilot projects

\* Only the situation of the 13 participants to the dual education trial were monitored.

A number of lessons were learnt from the offers of education and training for the participants of the 18 pilots. In terms of general lessons, the pilot experiences showed the following:

- The training experiences incorporating a strong business element proved popular among participants. As an example, the Blended Learning Model, used by the Ballymun (IE) pilot proved both popular and successful among the target group (see example below). The participants to the entrepreneurship led pilots (Galicia and Valencia) appreciated the involvement of other young or more experienced

entrepreneurs in the training programme, either as mentors, supporters or trainers.

- Many pilots had to respond to the participants' lack of key employability skills (such as time-keeping skills, positive attitudes to work, interpersonal skills and ability to work in a team) among young people with all levels of education (e.g. from the low skilled to qualified graduates). This was highlighted by the participating project officers and employers alike.

As a response, Avilés (ES) project for example delivered training on employability skills before allowing participants take part in employer-led activities. Other projects, such as Hartlepool (UK) and Vilnius (LT), had to invest in a considerable amount of resources and time to 'chasing' to manage the sometimes unrealistic expectations of young people (e.g. in relation to early career and salary position) and ensure they attend their meetings and interviews, arrive on time and are prepared.

- Non-formal learning as well social and motivation methods such as games, leisure time activities and mentoring were found to be useful tools that helped engage some young people while helping to maintain the interest of others. Offering young people social activities between the more 'formal' training and other activities, along with mentoring, also helped to teach a 'routine' (i.e. having to turn up to a specific location on time).

Specifically in relation to the Youth Guarantee model, the pilot project practices suggested the following:

- Provision of high quality education and training offers especially for young people with considerable 'distance' to the labour market should provide not only

vertical (e.g. higher qualifications) but also horizontal progression opportunities (e.g. qualifications at the same level at which the person already holds a qualification, but in a different field). This means that sometimes a higher level of qualification may not be the most suitable / ideal option for a Youth Guarantee client. As an example, they may have pursued a wrong VET course before, which did not match their career aspirations, and now want to pursue another course at the same level.

- Many of the most disadvantaged participants showed a much stronger interest to take up employment / attend work placement than attend a training course. Often this stemmed from the history of failure in education/training. When such placement opportunities were made available to this target group, retention tended to be strong(er).

This can be an important lesson, especially for those countries which have adopted a strong 'train first' focus and where young people without a specific level of qualification are automatically directed towards education and training options (rather than employment, for example). The rationale behind the model is the 'obvious' wish to improve the employability of such individuals on a longer term basis by increasing their qualification level, but if the school-based model does not work for them, it is essential to have education and training opportunities available that combine both school- and work-based learning (such as apprenticeships, blended learning programmes, validation of non-formal learning, etc.). Ideally, especially with this target group, such opportunities should start with a strong work-based, practical element.

- Training displacement effect can be a concrete risk associated with the Youth Guarantee. It could be avoided by increasing the total number of training especially if/when training places are prioritised for Youth Guarantee clients over other groups; otherwise the situation of YG clients could improve at the expense of non-YG client groups.

### **7.2.5 Prevention of potential cases of early school leaving**

Two pilot projects had the explicit goal of supporting students at risk of early school leaving into positive post-school outcomes (employment, education or training):

- The Legnago (IT) project did this by designing new models and testing new approaches to the prevention of early leaving from education. The partnership gathered baseline information on the scope and scale of the problem of early school leaving, designed a methodology for identifying and supporting potential early school leavers, and developed and trialled new models of support for students identified as having a high probability of dropping out.
- The Hartlepool (UK) project relied on mentoring and 'bridging support' to extend the quality of support for such students from just addressing school and education specific issues to dealing with personal and social barriers, and offering 'bridging' support during vulnerable transition points within the education system.

Many other partnerships had side goals or targets in this area. For example, they had targets for the involvement of early school leavers (e.g. Avilés, Cartagena) or they sought to eliminate potential cases of early school leaving by improving the quality and quantity of school-to-work transition support (e.g. Alba County) or by forging new links between employers and schools as a way of enhancing employability skills of students (e.g. Croydon).

As illustrated by Table 24 below, a total of nine project partnerships supported young people belonging to this target group. Overall, some 480 potential cases of early school leaving were prevented by the six pilot partnerships, which had data available.

The Hartlepool pilot had particularly strong quantifiable achievements in this area; 95% of the participants took part in the 30 hours of mentoring offered to them and a total of 91% of those who participated in the scheme completed their year and made a successful transition to the next level of learning, which can be regarded an excellent achievement for a new model of delivery. The Legnago partnerships succeeded in ensuring all 190 participants to the 'early school leaving' path of the pilot remained in learning.

*Table 24. Prevention of potential cases of early school leaving*

<b>Pilot and MS</b>	<b>Group</b>	<b>No of participants</b>	<b>No of potential cases of ESL prevented</b>
Hartlepool, UK	1	245	<b>233</b>
Legnago, IT	1	190*	<b>190</b>
Pembrokeshire, UK	1	192	<b>17</b>
Avilés, ES	2	31	<b>2</b>
Cartagena, ES	2	122	<b>28</b>
Veneto, IT	2	55	<b>7</b>
Alba county, RO	1	88	<b>NA</b>
Croydon, UK	1	73	<b>NA</b>
Miechów, PL	1	150	<b>NA</b>
<b>TOTAL</b>	-	-	<b>477</b>

*Source: ICF, on the basis of information from the pilot projects*

*\*190 participants following the motivational pathway*

Further assessments of the extent to how 'close' cases of early school leaving these were are not possible to make due to lack of such detailed data on the background of participants and the choice given by several projects for schools to select their participants (e.g. Alba county, Croydon). However, as explained above, Hartlepool used a combined indicator/teacher feedback model to select the most vulnerable students and Legnago worked with social services, indicating that at least a considerable portion of the participants were considered 'at-risk'.

It was the practical approach to motivation and addressing the barriers each individual was facing that were the most important factors in achieving positive outcomes.

### **7.2.6 Outcomes related to school-to-work transitions**

Preparing students for the transition from school to working life was the primary or secondary objective for several partnerships, including Lazio (IT), Croydon (UK), Alba County (RO) and Miechów (PL). These projects used career guidance, skills audits, labour market information provision, company visits, work placements, business mentors and assignments, careers events and virtual companies as ways of equipping students for this major transition in their lives. Work placements as well as practical, business orientated assignments and practices, such as the set-up of virtual companies, as well as preparation and presentation of assignments to panels of experts from the business world were elements that sparked the interest of participants.

The reporting of the projects in this area was inconclusive for a number of reasons. First, most did not have robust monitoring systems. Second, the implementation period did not typically extend to allow the partnerships to monitor the outcomes after the participants left education; this is because many of the participants were not in their final year of education so the true outcomes would not be known until year(s) later. And third, the goal related to the STW support tended to be one of the many



goals of the pilots, which means that there was an element of double-counting related to this indicator.

As outcome data is not available, table 25 below provides indications of the number of participants to the Preparatory Action who benefitted from additional – quantitative or qualitative terms – of support in this area. The beneficiaries in this area are in their hundreds.

*Table 25. Estimates of the number of participants*

<b>Pilot and MS</b>	<b>Group</b>	<b>No of participants</b>	<b>STW transitions supported</b>
Lazio, IT	1	715	<b>715</b>
Hartlepool, UK	1	245	<b>222</b>
Miechów, PL	1	150	<b>150</b>
Alba county, RO	1	88	<b>88</b>
Croydon, UK	1	73	<b>73</b>
Pembrokeshire, UK	1	192	<b>71</b>
Neamt country, RO	1	20	<b>20</b>

*Source: ICF, on the basis of information from the pilot projects*

### **7.2.7 Outcomes related to the provision of Youth Guarantee ‘offers’**

The three pilots (Ballymun, Cartagena, Gijón) which had a specific goal of testing the capacity to provide a good quality offer of employment<sup>53</sup>, education, training or traineeship within four months, were able to make such an offer to 83-98% of the participants within the defined time period

The Cartagena (ES) project secured an offer to 83% of participants within the four month period<sup>54</sup>. Of these participants, 32% received an offer of education, 14% an offer of occupational training, 41% took up a traineeship/work placement, 13% accepted an offer of employment in the open labour market and the remaining 1% decided to pursue self-employment<sup>55</sup>. Nearly a third were made more than one offer.

The Gijón (IE) pilot secured an offer for 93% of its participants within the four month period.

The Ballymun (IE) project had an ambitious target of guaranteeing all newly-registered unemployed young people aged between 18 and 24 year in the Ballymun area a good-quality offer of a job, apprenticeship, traineeship, work-experience, or continued education within four months of registration. For those young people already on the unemployment register, the project targeted an employment offer for participants within four months of an initial guidance interview. These targets were met with 98% of clients receiving their offer on time<sup>56</sup>: 57% of offers were of further education and training and the remaining 43% were offers of employment, subsidised employment and traineeships. The profile of offers were a reflection of the background of the participants in the area, with many of them being early school leavers holding few qualifications and little or no labour market experience. Unsurprisingly, the profile of offers to the higher educated members of the client group featured much higher rates of employment and higher levels of further education and training offers. For

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<sup>53</sup> In some pilot cases this also included subsidised employment schemes

<sup>54</sup> Only 8% were left without an offer, others dropped out for one reason or another.

<sup>55</sup> The figures are rounded so may not add up to 100%.

<sup>56</sup> Does not include those that joined the scheme at late stages, thus whose four month period did not end before the end of the pilot

many others the 'offer' was the start of a process and not the end<sup>57</sup>: instead they were stepping stones along a pathway to employment.

Table 26. Number of participants in education or training following participation in the pilots

Pilot and MS	Group	Total number of participants	Provision of offers within a 4 month period
Ballymun, IE	2	739	98%
Gijón, ES	2	104	93%
Cartagena, ES	2	122	83%

Source: ICF, on the basis of information from the pilot projects

In general terms, the main difficulties relating to securing offers related to: the need to increase the volume and range of options available to meet the disparate needs of the client base; finding the right offers of education and training due to the inflexibility of education systems to accept new students throughout the year; practical barriers in accessing some employment support schemes (such as age limits); and a lack of job and work placement opportunities which prompted many pilot partnerships to undertake proactive work with employers to identify such opportunities.

### 7.2.8 Pilot by pilot assessment of quantifiable outcomes

This section provides a pilot by pilot summary assessment of the outcomes of the pilot projects. Table 27 summarises the key outcomes against the targets (when available). In addition, a general assessment is given comparing the results against other pilots by providing some critique as well as information on highlights.

Overall, only a minority of the project partnerships had established outcome targets from the outset. As indicated earlier, in many cases the outcome targets were only considered during implementation which affected the objectivity of some of the targets set; the targets were set once an understanding of what may be achieved had been gained rather than the premise of funding in itself being outcome driven. Conversely, a number of projects which had established targets at the application stage had set outcomes targets that were (too) ambitious, and therefore highly unlikely to be met even under the most ideal circumstances. As an example, 100% activation target can in itself be next to impossible to achieve, especially when dealing with larger or more challenging target groups, as people move, fall ill and other personal circumstances come into play.

At the end, 10 out of 18 pilots had quantifiable outcome targets against which their results, when available, could be compared against. The eight projects with no measurable outcome targets include Aragón, Croydon, Lazio, Legnago, Miechów, Neamt County, Tuscany and Veneto. In general terms, the group 2 projects, those dealing primarily with unemployed and inactive youth, adopted a more outcome driven approach: 7 out of 10 pilots from this group had quantifiable outcome targets from the beginning or such targets were established during the process of implementation. Only 3 out of 8 projects working mainly within the ESL/STW transition arena had any measurable outcome targets.

The majority of the pilots however established indicators so as to monitor the outcomes of the pilots for the participants. Understandably, the true outcomes of many of STW projects working with non-final year students will only be known in the year(s) to come when they come to leave the level of education where they were at. But the outcomes for participants of other pilots were easier to monitor and establish.

<sup>57</sup> Towards a Best Practice Youth Guarantee Model" Emerging Lessons from the Ballymun pilot Youth Guarantee (BYG) Report of the National Steering Group

This was particularly true to the early school leaving focussed projects where the participants continued their education within the same or similar school structure following completion of the project. This clearly makes forecasting (and in some cases also achieving) outcomes easier than in cases where continuation activities and environments are not well known to participants.

Several project partnerships with measurable outcome targets and results met or exceeded the targets they had set for themselves (Alba, Galicia, Gijón, Vilnius). Many of the projects that did not achieve outcome targets were close to achieving them (e.g. Avilés, Pembrokeshire). Other projects set outcomes targets that were extremely ambitious, and therefore highly unlikely to be met (for example, Cartagena, Ballymun and Hartlepool).

A common factor between 'successful' projects appears to be the fact that the measures provided involved employers through placement and other activities. In this context participants were able to gain valuable experience and skills which assisted them to gain employment. Another common feature concerns the provisions for supportive pathways to employment for at-risk youth. This may consist of higher than average levels of guidance and counselling, preparatory programmes and other interventions before to an offer of employment, education, training or traineeship can be made. In addition the measures provided appear to have been popular with high levels of satisfaction among participants.

The main difficulties in reaching the planned outcomes for the participants were caused by the challenges in the identification of NEETs and/or associated engagement problems. This was a particularly acute problem for the Italian projects. For example, for the Tuscany pilot, the mapping of NEETs was especially difficult due to lack of or out-of-date data and incompatibility of different databases. Thus significant resources had to be allocated to the identification, selection and engagement of potential participants. The Legnago project also had to invest in collection of baseline data on the scale and scope of problem associated with the target group, before being able to move onto the implementation of other planned activities.

The failure to involve employers in a meaningful manner was another common barrier. This was experienced by Aragón, Lazio, Legnago, Miechów and Pembrokeshire projects. The Miechów pilot did not manage to involve any in the local partnership: limiting the number of meetings and avoiding meetings during working hours could have helped in this particular case. The experience of the Aragón project highlighted the need to further develop the recently established dual system, improve the engagement of employers in the provision of quality apprenticeship places and establish effective mediation services for young people, employers and E&T providers.

Partnership and administrative difficulties were also mentioned (e.g. Legnago, Pembrokeshire) as well as challenges in managing the timetables of different partners or activities of the pilot and participants (e.g. Avilés, Croydon). Avilés and Gijón projects learnt specific lessons about the sequencing of activities and their relevance for the young person's journey and the achievement of meaningful outcomes.

Finally, a longer implementation period could have benefited especially projects working with a particularly vulnerable target group, generally requiring more time to improve their employability, and pilots working within the youth entrepreneurship agenda. As an example, the representatives of the Galicia project felt that despite of the high (self)employment outcomes, the time available fell short to develop tailor made activities to the needs of all participants, particularly in terms of making the business idea a reality and supporting the establishment of a new business or becoming self-employed.

Table 27. Pilot by pilot summary of performance against outcome targets, including association commentary and highlights (by group, in alphabetical order)

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
<b>Group 1</b>				
Alba county, RO	100% of participants to continue in further education or training after participating in the project	Target met: 100% of participants continued in further education or training (school or work-based) after participating in the project	<p>The relatively small project target group were students from upper secondary education, who continued their education in the same school/similar school structure. Thus, achieving the target in this context was not especially challenging.</p> <p>Late consideration of the target: no indication of it in earlier stages.</p> <p>No information on how 'at-risk' the target group members were and real outcomes can only be monitored in the longer-term.</p>	<p>Students enthusiastic to take part and a high level satisfaction in the activities: 80% of the interviewed students believed the extra support they received will help them in the future and 45% felt that participation influenced their professional career path.</p> <p>Led to the creation of 8 virtual start-ups.</p> <p>Plans to continue at least two strands of activities post-pilot: counselling and virtual start-ups.</p> <p>Regular surveys of participants and partners: activities slightly adjusted on the basis of on-going feedback from participants.</p> <p>Four job-clubs created and a network of 18 school professional trained in career guidance and counselling</p>
Croydon, UK	No targets set	No outcome data available.	<p>No outcome data is available; no outcome targets set either. A relatively low output target rate, which was however exceeded.</p> <p>Difficulties in managing expectations and timetables of participating schools and employers; also difficulties in starting an education related pilot in the middle of the school year.</p> <p>Challenges in ensuring the right profile for the pilot due to the challenging and changing political landscape dominated by cuts and temporary nature of the pilot.</p> <p>The IT-tool for recording work experiences can only be used post-pilot due to the time taken to develop it.</p>	<p>A high level satisfaction among participants detected during focus groups. They particularly enjoyed the opportunity to work with different people, the opportunity to experience the business environment and the fact that an adult had taken the time to listen to them and what they want to be; learned to take (more) life seriously, raised aspirations and learned to use their time wisely.</p> <p>A range of tools (e.g. work credit IT-tool) and business/education materials developed to benefit in the longer term.</p> <p>The project also raised awareness of apprenticeships for young people and developed tools (i.e. a tool for recording work related skills and experiences) that can be used post-pilot funding.</p>
Hartlepool, UK	100% of participants achieve positive post-school outcomes for the final year students participants	Performance slightly below the target: 91% of those who participated in the scheme have gone into post-16 provision.	<p>The project took a result orientated approach from the start. The original target may have been too ambitious as it is nearly impossible or at least very difficult to achieve a 100% success rate especially given the profile of the target group. The project used a combined participant selection process using indicators and teacher feedback to ensure the right individuals benefit</p>	<p>The outcomes achieved are regarded as an excellent achievement for a new model of delivery, especially considering the profile of the target group (20% of students identified as being at most risk of dropping out) – also confirmed by an external evaluation.</p> <p>Participants have shown signs of increased self-confidence,</p>

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
	(continue in formal, further education or training after participation in the pilot).		from the pilot; the process requires further revision but regarded as a useful approach. The main challenges were related to the management of administrative and financial matters with schools.	improved relations with teachers, better awareness of post-school options, improved exam results and improved motivation. Mentoring adopted a holistic approach, not only focussing on school or education specific matters but personal and life matters, and included home visits when needed.
Lazio, IT	No targets set.	So far it is known that 715 out of the 715 participants (100%) stayed in learning following participation in the pilot.	Limited result orientated approach: focus on monitoring outputs. Overall, the true outcomes of the project (i.e. their integration in the labour market / STW) will only be available once the participating students leave education. The main difficulties concerned the involvement of employers.	Practical (e.g. how to prepare a CV) and theoretical (e.g. what opportunities there are in the labour market) benefits for participants. The satisfaction survey result suggest that the participants were highly satisfied with the activities, in particular appreciating mock interviews and more concrete and better information about different employment contracts. The mobile app developed as part of the project can be used post-pilot.
Legnago, IT	No targets set.	190 out of the 190 participants (100%) on a motivational path remained in learning, thus up to 190 potential cases of ESL were prevented. Out of the 128 participants on the STW route, 4 (3%) found employment and further 4 (3%) found a work placement, following participation in the work placements organised by the pilot	Statistically, the outcomes on the motivational path were considerably stronger than those in the STW path. No target driven outcome mentality; partly related to the lack of data on the scale and scope of the problem of early school leaving at the start of the pilot – this data had to be collected during the duration of the pilot. Challenges in the involvement employers' organisations and individual employers: better contacts were established to improve the situation in the future but remains as a difficult area. Administrative complications related to the management of EU funds, but also administrative challenges related to the Italian system.	Very positive feedback from participants and their families: the main benefits included a revived interest in learning, better understanding of study choices and careers, and a better sense of team work within classes that took part. A more holistic approach adopted by social workers to support for at-risk youth, including more group discussions between social workers, young people, parents and schools. More emphasis on monitoring and new monitoring processes developed, which partners especially the social services showed commitment to. Participating schools committed to continuing with the activities developed as part of the pilot. An observatory on ESL/NEETs established.
Miechów, PL	No targets set.	No outcome targets related to employment or participation in E&T set. Instead, participant outcomes were based on a pre and post participation test. This resulted in 83% increase in participant competences in education-career planning; More than half of the participants (55%) agreed that the provided support can help	Overall the project provides evidence of positive benefits for participants. However, it is unclear from the evidence collected whether this has led to positive employment and/or continued learning outcomes for participants as the participants were students from upper secondary education, who continued their education in the same school/similar school structure. No evidence of particularly 'at-risk' students being targeted. Some participants wished the group practices had been complemented by one-to-one counselling and more	The pilot had a considerable (positive) impact on the students' sense of independence, fear of future, self-awareness and sense of community. The job fairs were the activity most appreciated. Teachers pleased with the teaching materials prepared as part of the pilot. Teachers also praised the pilot for improving relationships between them and students, on encouraging students to become more open to asking questions and more motivated.

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
		<p>them to plan their future career.</p> <p>150 out of the 150 participants (100%) continued in education or training following participation in the pilot.</p>	<p>emphasis on practical elements like how to prepare a CV or prepare for a job interview.</p> <p>Difficulties in involving employers in a new partnership created: avoiding (too) frequent meetings and avoiding meetings during working hours could have helped.</p>	
Neamt County, RO	No targets set.	<p>50% of project participants (10 out of 20) moved to formal learning after the end of the project period</p> <p>79% of participants to the in-depth assessment phase (81 out of 103) remained in formal learning after the end of the project period</p>	<p>Limited consideration for quantifiable outcome targets.</p> <p>A small target group for the supporting activities; however, a targeted, very vulnerable target group so the outcome targets would have had to reflect this.</p>	<p>A significant amount of evidence that these impacts are unlikely to have occurred in the absence of the project. The most important outcome for participants was a raised self-confidence.</p> <p>Online platform for companies and NGOs to record willingness to host and mentor young people from this target group to benefit in the longer term.</p> <p>Activities designed on the basis of an in-depth needs analysis (i.e. content of the training courses).</p> <p>Peer learning effects amongst partner organisations.</p>
Pembroke shire, UK	80% of all participants (160 out of 200) to receive an offer of employment, continued education, training within 4 months, of which: <ul style="list-style-type: none"> <li>32% (63 out of 200) to continue in further education or training</li> <li>20% (40 out of 200) to be in employment</li> </ul>	<p>Targets partially met:</p> <ul style="list-style-type: none"> <li>137 out of 192 participants (71%) received an offer of employment, education or training within 4 months, further 13 took up a voluntary work</li> <li>68 out of the planned 63 continued in further E&amp;T following the pilot (35% of all participants)</li> <li>30 out of the planned 40 found employment (16% of all participants)</li> <li>14 (7%) found a work placement</li> <li>74 (39%) were unemployed or inactive</li> <li>The rest (3%) found voluntary work or the situation was unknown.</li> </ul>	<p>Early administrative, contractual and staffing difficulties causing delays.</p> <p>Challenges in engaging employers.</p> <p>Some competition, or fear of it, among agencies involved in this arena.</p>	<p>The project was particularly successful in maintaining participant engagement in learning.</p> <p>Strong outcome driven approach with quantifiable targets.</p> <p>The careers 'roadshow' element of the project is being sustainable post-pilot.</p> <p>Participants developed skills and qualifications they would not have had access to otherwise; activities also raised aspirations and self-esteem. Group activities broke down social barriers. Activities also incorporated 'fun' elements to ensure on-going engagement.</p> <p>Permanent changes (improvements) in the way in which data on NEETs is shared among agencies.</p>

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
		17 potential cases of early school leaving were prevented		
<b>Group 2</b>				
Aragón, ES	No targets set.	All 13 (100%) participants on the trial dual education scheme continued in their dual education placements at the end of the pilot period. The situation of the 62 participants on workshops was not monitored.	Limited result orientated approach: target setting limited to outputs. 'True' outcomes will not be available until a later date when the dual training has come to an end. Small target group for the dual education pilot: extended with the involvement of a high number of youth in workshop based training. Difficulties in ensuring the commitment on employers, including lack of tradition of combining work-based learning with school-based learning, together with missing mediation services working with young people, employers and E&T providers	The participants reported improved self-esteem, become more aware of their strengths and weaknesses and have a better general labour market awareness. A new dual education methodology for the region: a guide for employers also developed.
Avilés, ES	40 % (Group 1) & 50% (Group 2) participants in employment after participating in the project Other: <ul style="list-style-type: none"> <li>60% benefit from education or training</li> <li>40 % (G1) &amp; 50% (G2) to benefit from a work placement</li> </ul>	Performance slightly below outcome targets: 38% (Group 1) & 47% (Group 2) participants were in employment after participation; 62% (G1) & 53% (G2) participants registered unemployed. Other: <ul style="list-style-type: none"> <li>12.5% of benefited from further education or training</li> <li>38% (G1) &amp; 47% (G2) participants found a work placement</li> </ul>	A strong outcome driven approach demonstrated by the multitude of quantifiable outcome targets. The outcome target relating to employment was close to being achieved. Overall, 42% found employment, which is one of the highest employment outcome rates of the pilot projects. Difficulties due to early delays and grouping of various training elements, which could have been better suited around the demands of participating employers.	Post-project evaluation indicated that the support provided was very well received by participants. The quality and targeted nature of the training provided was praised in the external evaluation report, especially in the way in which it incorporated technical/vocational and soft skill development. The results compared with those of a control group: the results significantly better for the pilot participants in terms of employment outcomes, employability and vocational skills and improved labour market preparedness. In addition, participants in the pilot project showed a bigger improvement in self-esteem, confidence and trust than individuals from the control group. There was significant demand for this project, far in excess of capacity to deliver. Coaches played an important part in the success of the pilot.
Ballymun, IE	100% of participants receive an offer of employment, continued education, training	Performance slightly below the outcome target. 98% of eligible participants received an offer of employment, continued education, training (including apprenticeship or traineeship)	Successful outcome, especially given the size as well as the background and profile of the participant group and the ambition level of the target; the outcome (as well as output) targets were extremely ambitious. The residual 2% relates to clients who disengaged, but subsequently re-engaged in the process and/or who	By the end of the project the number of youth registered as unemployed in Ballymun had dropped by 29%, which compares positively against the national rate of reduction of 19%. Given the primary aim of this project was to establish and test a delivery model for the Youth Guarantee services in a

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
	within 4 months of the first guidance meeting.	<p>within 4 months of the first guidance meeting:</p> <ul style="list-style-type: none"> <li>57% of offers were of further education and training</li> <li>43% were offers of employment, subsidised employment and traineeships.</li> </ul>	<p>face significant barriers. 11 clients did not have the capacity to avail of a "quality" offer, but were instead given a "pre-offer", including mental health/addiction counselling.</p> <p>The main difficulties centred on the time needed to revise the youth and employer engagement strategies on the basis of feedback and input from both groups and ensuring consensus, understanding and meaningful participation from all partners.</p>	<p>disadvantaged community and to extract the learning so as to inform policy, the outcomes achieved should be seen as very positive. Many of the invented activities will continue post-pilot, albeit not all, and similar approaches will be expanded to other age groups.</p> <p>Significant commitment to identifying individualised, right offers to the participants, which matched their career aspirations.</p> <p>A two-tier partnership structure of local and national partnerships was developed to address practical, 'on-the-ground' challenges through local action and policy/funding challenges through national partnership action.</p>
Cartagena , ES	100% of participants to receive an offer of employment, continued education, training within 4 months	<p>Performance slightly below the outcome target: 83% (101 out of 122) of participants accepted an offer of employment, continued education, training within 4 months of participation</p> <p>Following participation, 13% found employment, while further 33% found a place in further E&amp;T. The outcomes of the remaining participants (54%) are unknown or unemployed.</p>	<p>The project met the initial plan and has successfully achieved the level of participation and commitment expected from young people and partners. The outcome target of 100% was very ambitious, however. The achieved outcome figure of 83% is a positive outcome, especially given the diverse profile of the participant group, which included hardest to reach groups.</p> <p>In terms of offers provided, 32% accepted a return to education, 14% vocational training, 41% work placements, 13% employment and 0.8% advice on self-employment. A third, 33%, received more than one offer and 8% remained without any opportunity.</p>	<p>A coordinated package of measures had a positive impact on less easily quantifiable outcomes, such as motivation and self-esteem of the participants. The majority were very demotivated at the start, compounded by their awareness of the crisis and its impact on their localities. Participation kept them 'active', giving structure to their day. The ongoing support made them aware of their own potential and capacity, built up their self-esteem and showed them that they were able to use their skills, thus opening up new opportunities that they would not have considered otherwise.</p> <p>The support was effectively personalised to the needs of the individual so it was empowering. Participants were encouraged to have an active role in their own job search, with support from the project. The role of guidance counsellors was rated highly, at 4.25 out of 5.</p>
Galicia, ES	40-50% of participants in employment, including self-employment, after participating in the project. 50-60% of participants to continue in further education or training after	<p>The employment target was substantially exceeded: 68% of participants in employment, including self-employment, after participating in the project.</p> <p>8% of participants to continue in further education or training (school or work-based) after participating in the project.</p> <p>6% to take up a work placement.</p>	<p>The project was more successful than anticipated in assisting participants to gain employment and setting up own businesses. It was less successful, perhaps as a result of successful employment outcomes, in participants continuing in education or training.</p> <p>The difficulties reported related to the nature of the project: dealing with rural territories, mobilising young people (disperse population, motivation...) and working with very young people who are, in some cases, not clear about their business ideas. A longer implementation period would have helped: despite of the high success rate in terms of employment</p>	<p>7 participants had already set up their own business at the end of the pilot, further 3 were in the process of doing so and further 22 had plans to do so.</p> <p>The main benefits for the participants included increased confidence and self-esteem, development of the competences needed to launch their own business and to understand their expected role in the business, knowledge of rural enterprises and their functioning, learning on how to work in a group, its value and the benefits of being part of a network, improved their capacity to identify and value the resources and opportunities provided by the rural territories, accepting failure as key in the learning process and future</p>



Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
	participating in the project.	The remaining 18% are unemployed	outcomes, it was felt that the time available was not sufficient to develop tailor made activities to the needs of the participants and the rural territories and to secure their labour market integration.	success, improved decision making capacity and the value of respect and solidarity.
Gijón, ES	65% of participants to receive an offer of employment, continued education, training (including apprenticeship or traineeship) within 4 months: <ul style="list-style-type: none"> <li>25% to find employment</li> <li>40% to find a work placement</li> </ul>	Targets exceeded: <ul style="list-style-type: none"> <li>85% of all participants (93% of those who remained with the project) received an offer of employment, continued education, training within 4 months of participation</li> <li>35% in employment, including self-employment</li> <li>26% continued in further education or training (school or work-based) after participating in the project</li> <li>58% found a work placement during/after pilot</li> </ul>	The activation, employment and work placement targets were exceeded, thereby demonstrating the pilot's success against set outcome targets. The project representatives feel that the time initially allocated to the training phase could have been shorter to keep participants more engaged. If the pilot was re-implemented, they would also re-sequence some of the activities by concentrating all the training for the first 3-4 months to ensure all participants take part in all the planned activities before they start their internships.	The results compare very positively against the results of a control group. When the results were compared: <ul style="list-style-type: none"> <li>23% of the pilot project participants were working against 7% of people from the control group</li> <li>39% of the pilot project participants were in further education or training against 33% of people from the control group</li> <li>All the pilot project participants were active, while 6% of people from the control group are inactive.</li> </ul> <p>In addition, 1 participant had set up their own business and 3 were in the process of doing so.</p> <p>The approaches developed as part of the pilot, including the setup of the 'one-stop-shop' youth employment agency, will continue following the pilot; further funding options are explored too.</p>
Tuscany, IT	Not targets set.	No outcome data was available on the performance of the pilot in relation to results for young people	The main objective of the project was to finalising a methodology to map NEETs and establishing a local partnerships with the aim of offering services to this target group. Therefore the main outcomes referred to these objectives, rather than on the piloting of services among young people. The pilot project faced a number of administrative, political and methodological challenges. Contractual matters and public sector reorganisation in Italy caused delays and difficulties for the partnership. The mapping of NEETs was particularly challenging due to lack of or out-of-date data and incompatibility of different databases. Thus significant resources had to be allocated to the identification, selection and engagement of potential participants.	Better awareness of how limited the data on NEETS is; it was the first time anyone tried to triangulate data from PES, schools and other services. The importance of acquiring more accurate and up-to-date data was recognised. The pilot led to new working relationships between actors or even departments within the same administration(s) that had no or only limited tradition of working together. A new, realistic methodology for the identification and engagement of NEETS. The main benefits for the young people relate to their re-activation; re-activating them to look for a job and/or improve their employability. The participants highlighted the particular benefit of 'having someone to talk to'. They however remained sceptical about their possibilities of finding a job due to lack of work experience and high level of unemployment.

Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
Valencia, ES	20-30% of participants expected to find a job after taking part in the pilot	<p>Performance slightly below the outcome target:</p> <ul style="list-style-type: none"> <li>Out of the 35 participants, 7 (20%) had set up or were in the process of setting up a business at the end of the pilot.</li> <li>15 (43%) had plans to establish one but prefer pursuing work experience elsewhere first.</li> </ul>	<p>A clear outcome target of 30% of participants setting up their own business was set from the outset but the project faced recruitment challenges and achievements fell slightly short of expectation.</p> <p>The pilot faced difficulties in recruiting young people with strong entrepreneurial aspirations, especially given that it chose hard-to-reach groups as one of its target groups. Problems were also experienced around implementation of activities within the pilot project period, concerns among young people about the economic climate, etc.</p>	<p>The highlights of the pilot included a holistic approach to business support, including multidisciplinary training (including practical training in companies), mentoring and counselling; the flexibility of the project to adapt to the needs of the participants to facilitate their participation; the proximity to young people from the beginning of the project; and employer involvement through training in companies and through the mentoring process.</p>
Veneto, IT	No outcome target set.	<p>No outcome targets were set and no data available for all: multiple target groups and activities.</p> <p>Overall, out of 55 participants: 7 (13%) continued in further education or training after participation; 1 (2%) found a job; 1 (2) found a traineeship; 2 (3%) are in the process of setting up their own business; 4 (6%) have plans to set up a business; and 7 (13%) cases of potential ESL were prevented.</p>	<p>Relatively small target group and limited result orientated approach. But no obvious challenges and the positive response and interest of young people surprised many partners.</p>	<p>Strong information and awareness raising strategy and implementation.</p> <p>A methodology for the identification and integration of NEETs.</p> <p>The main benefits for the participants include the opportunity to see and experience real work environments, to 're-connect with themselves' - become aware of their strengths and the opportunities that might be available to them, and familiarise them with the services available to support them.</p>
Vilnius, LT	20-30% of participants expected to find a job after taking part in the pilot	<p>Outcome targets exceeded:</p> <ul style="list-style-type: none"> <li>Out of 270 participants, 120 (44%) found a job or set up a business (7 participants have set up a business)</li> <li>9 (3%) continued in further education or training</li> <li>5 (2%) found a temporary work placement</li> <li>91 (34%) registered as unemployed</li> </ul>	<p>Can be regarded as a good result, especially considering the new model of service delivery (a new type of work placement scheme facilitated by an employer's organisation together with partners), a higher than planned number of participants and a higher than expected employment outcome rate. The demand for project activities to continue is high, also outside Vilnius, further demonstrating the success of the pilot.</p> <p>The challenge of engaging young people was the key obstacle. There was a significant proportion of young people who did not want to work or search for work. The project used the first motivational seminar to tackle this by giving real and practical life examples from the world of work, discussing the expectations and</p>	<p>7 had already set up their own business, further 7 were in the process of doing so and 22 had plans on doing so in the future.</p> <p>The particular benefit of the pilot was the systematic delivery approach from the first motivational seminar, to the second meeting with real employers, to a third seminar with individual consultations and finally a work placement. This provided a pathway for progression for young people from their situation of unemployment to an experience in the real world of work. The pilot committed to offering significant support ('hand-holding') to participants who required additional help in securing a successful pathway for progression.</p> <p>Another strength is the opportunity it offered for young</p>

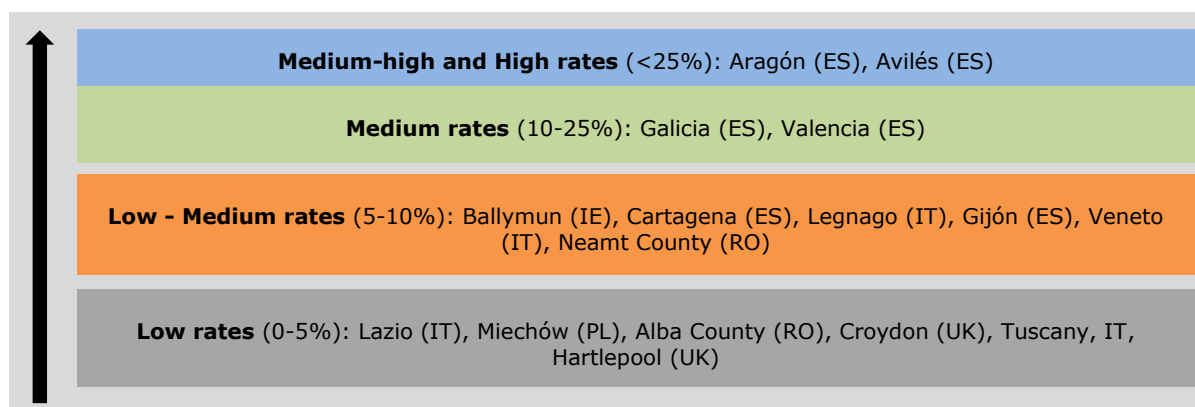
Pilot and MS	Outcome target	Assessment of reported outcomes against targets	Comments	Examples of highlights
		<ul style="list-style-type: none"> <li>The situation of 45 (17%) participants was unknown</li> </ul>	<p>possibilities. The second seminar allowed the young people meet with real employers and this also helped to change attitudes. However, this challenge was not fully resolved and was identified as one of the key lessons for the future, where specialist advisors and psychologists should be involved in a very intensive way to reach the participants.</p>	<p>people to meet real local employers and hear directly about their needs as well as undertake a work placement in a real workplace. This had a positive effect on the desire and motivation to be employed, pursue a career or establish own business. For some young people, this was the first time they met a real employer. For employers, the work placements provided an opportunity to test a potential employee in the workplace and explore their suitability. The public employment service expanded the range of employers they work with.</p>

Source: ICF final pilot project survey

### 7.3 Participant completion rates

Figure 13 presents the non-completion rates for each of the projects. Two of the pilots managed to ensure all their participants completed their time in the project and further 10 pilots had a dropout rate of less than 10%. One project on the other hand lost more than half of its participants before completion, although some left to take up employment, which is a positive outcome in itself.

Figure 13. The non-completion rates of participants



Source: The final pilot project survey

Note: No information available for Vilnius and Pembrokeshire projects, no information to distinguish between positive (i.e. dropped out to take up employment) and negative (e.g. lack of motivation) reasons for non-completion

The table presented overleaf provides a full breakdown of non-completion rates for each project, along with the main reason for not completing their time in the pilots. The following issues can be observed from this analysis:

- Within the group of projects characterised as having low rates of non-completion there are two projects (Lazio, IT and Miechów, PL) that achieved a 0% dropout rate. These two projects achieved this through delivering assistance to young people using existing class meetings. In this context, transferable lessons from these projects relating to methods of engaging with young people are limited. The other four projects in this group of low non-completion rates all appear to have designed activities which young people were enthusiastic to take part in, with reasons for drop out mostly relating to changes in personal circumstances.
- The projects characterised as having low-medium non-completion rates also cite personal circumstances as a reason for some young people dropping out of measures. Additionally the complex, multiple barriers faced by some young participants were also noted. Further, one project (Gijón, ES) noted that the timing of the provision did not suit some young people, whilst another (Veneto, IT) stated that the companies engaged to provide support to young people were not satisfied with the young people they were provided with, or had no capacity to support and therefore chose not to continue with the provision of placements.
- Similar reasons were also provided for medium, medium-high and high rates of non-completion. For example, changes to personal circumstances and lack of interest / motivation to participate. There were also positive reasons for non-completion. As an example, 3 out of the 12 individuals who dropped out of the Galicia (ES) pilot did so to take out employment. Finding employment was also the most common reason for a dropout from the Avilés and Valencia (ES) pilots.

Table 28. The level of non-completion from the pilot projects

Pilot and MS	Group	No of participants*	No of dropouts	Non-completion rate (%)	Assessment**	Main reasons
Lazio, IT	1	715	0	0%	Low	The partner schools involved the whole classes. Any absences during activities were due to illness of the students or, as in the case of the career day, the combination of a transport strike
Miechów, PL	1	150	0	0%	Low	To prevent dropout teachers persuaded students to stay on the after-school activities or moved the counselling to form period (a weekly meeting of the whole class).
Alba County, RO	1	88	3	3%	Low	The reasons were personal (e.g. moving to another school starting with 1 <sup>st</sup> September 2014). In these cases, the target group was completed with another 3 young people who fulfilled the target group characteristics
Croydon, UK	1	73	3	4%	Low	Mix of reasons include changes of participant personal circumstances, for example, moving home
Tuscany, IT	2	56	2	4%	Low	Overall, the participants were very motivated. The young people interviewed said the work they were doing with the PES staff was interesting and they would not leave the project unless a job opportunity came up
Hartlepool, UK	1	245	12	5%	Low	The reasons for drop out that some young people refused to take part in activities planned by the schools
Ballymun, IE	2	739	54	7%	Low-Medium	Clients presented with a myriad of complex issues and had a high risk of falling between the services because of the lack of clarity/severity of their needs. Responses included multi-agency, multi-disciplinary and multi-level responses and tailored interventions. Notwithstanding the comprehensive response, a small number of clients have not re-engaged.
Cartagena, ES	2	122	21	7%	Low-Medium	Lack of interest in measures provided, sickness and financial problems
Legnago, IT	1	280	NA	7%	Low - Medium	Difficult family background / social situation, refusal of families to meet with social services and teachers
Gijón, ES	2	104	9	9%	Low-Medium	Young people refused to engage in the activities planned for the last part of the formation phase because it overlapped with the internships period and/or the starting of the formal education.
Veneto, IT	2	55	NA	9%	Low - Medium	Contributory factors: personal issues, a new job, companies not satisfied with the trainees or able to look after them
Neamt County, RO	1	20	2	10%	Low - Medium	Personal circumstances, which meant that measures were no longer suitable
Galicia, ES	2	50	12	24%	Medium	7 participants left without apparent reason; 1 did not have family support for his/her personal project; 1 moved house; 3 found a job
Valencia, ES	2	35	9	25%	Medium	A new job (4), new studies (1), uninterested (3), personal reasons (1)
Avilés, ES	2	31	8	26%	Medium-High	The main reasons: Finding a job; Moving to another city; Health issues; Unavailability to undertake the internships; Changes in expectations and demotivation; Access to minimum income; and, Dismissal for non-justified and repeated absence.
Aragón, ES	2	13	7	54%	High	This information was not provided

Pilot and MS	Group	No of participants*	No of dropouts	Non-completion rate (%)	Assessment**	Main reasons
Pembrokeshire, UK	1	192	N/A	<b>N/A</b>	<b>N/A</b>	Participants did not sign up to a specific time period. Participants have differing needs, length of engagement with the project dependent on these needs.
Vilnius, LT	2	270	NA	<b>NA</b>	<b>NA</b>	NA – but the dropouts were quickly replaced by others referred by the PES

\* Participants in so-called 'core activation' measures only

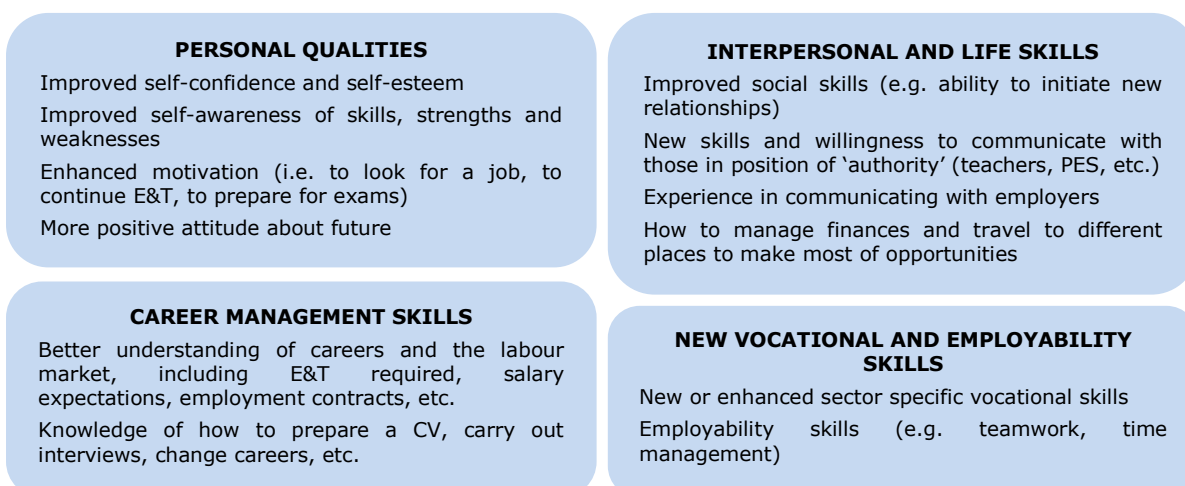
\*\*Note: The assessment rating is based on the following bandings: **Low** (0-5%), **Low-Medium** (6-10%), **Medium** (11-25%) **Medium - High** (26 - 50%), **High** (more than 50%)

Thus, overall, the success in ensuring the participants stayed on to complete the activities depended partially on the profile of the target group (those still attending compulsory education are more likely to stay on than unemployed youth), partially on the relevance of the activities offered with the skills and interests of the participants and finally, on the depth and breadth of support provided for those with personal, social or health problems. In general, the projects with low non-completion rates designed activities which young people were enthusiastic to take part in, for example, by integrating motivational, leisure time or non-formal learning elements into the programme.

## 7.4 Soft outcomes

Soft outcomes are outcomes from training, work placements, support or guidance interventions, which unlike hard outcomes, such as jobs and new businesses created, cannot be measured directly or tangibly. The main types of soft outcomes reported by participants, project coordinators, partners and pilot project evaluators are summarised in Figure 14 and elaborated on in the sections below.

Figure 14. Typology of the main reported 'soft' outcomes



Source: ICF, on the basis of information from pilot project participants, coordinators, partners and evaluation reports.

One of the main benefits across the different pilot projects was an increase in the confidence of the participants. This was evident in two specific ways. Firstly, the support provided by the coaches or the mentors contributed to making young people feel that there were people out there who cared about their situation, and gave them confidence that they were not alone and were worthy of attention and help. Many unemployed participants in particular were demotivated or feeling very 'low' at the start, compounded by their awareness of the crisis and its impact on their localities. As highlighted by some interviewees, participation in the projects kept them occupied and

'active', given structure to their days. Secondly, the ongoing support made them aware of their own potential and capacity, supporting them in making informed choices, built up their self-esteem and opening up new opportunities that they otherwise would not have considered. The interviewed participants indicated that the new skills they had acquired through the projects gave them a new self-awareness of their own abilities, which translated into an increased confidence in their capacity to find employment.

The acquisition of new skills, both to be used to enter and be competitive in the labour market as well as to be used in everyday life, was the second most cited 'soft' benefit of the pilot projects. In Pembrokeshire (UK), Ballymun (IE) and Gijón (Spain), for example, young people pointed out that the activities they undertook with the pilot projects allowed them to acquire – and at times discover – new skills that they would not have discovered otherwise. Similarly, in Alba County (Romania), the necessity to work with other people imposed by the nature of the activities favoured the development of the ability to initiate new relationships and interactions with people from different backgrounds; a skill they felt they could use in their personal life as well.

The participants reported particular benefits from coaching, mentoring and counselling, especially from one-to-one provisions with mentors who helped them with personal, education and careers related matters. One-to-one services from counsellors who were available on an on-going basis was also appreciated; to the participants, this was a unique opportunity to sit down with careers experts and work with them to understand their interests, skills and motivations in order to be directed towards a suitable career path. During the focus groups and interviews, the participants indicated that they felt that the support was effectively personalised to their needs of the individual so it was empowering. Participants were encouraged to have an active role in their own job search and in making choices on the activities.

At the same time the support provided increased their awareness of the job market, the opportunities open to them and how to pursue them. In Hartlepool (UK) as well as Lazio, Tuscany and Veneto (IT) participants indicated that they had become more aware of the employment and related support services available to them and on the type of employment they could look for. In Miechów (PL) young people benefitted from job fairs aimed at facilitating exchanges with different types of employers because it provided them with new knowledge on what type of skills employers are seeking. Overall, the participants indicated that they felt they were much more employable than before taking part in the pilots.

The ability to experience a real work environment was seen as a benefit by many, giving them the opportunity to see how companies function and the consistency and discipline that are required. The chances to undertake work placements, internships or 'taster days' were highly appreciated because they allowed them to get a better sense of the type of work they could and would like to be doing. This was reported by the participants of Avilés (ES), Ballymun (IE), Cartagena (ES), Gijón (ES), Hartlepool (UK), Lazio, Legnago and Veneto (IT), Neamt County (RO) and Vilnius (LT) projects, for example.

Other benefits reported by the participants were more closely related to the type of pilots in question. In Hartlepool (UK), because the project aimed to prevent young people from leaving school early and becoming NEET, the benefits highlighted by the participants showed school and education-related benefits such as improved relationships with teachers, better exam results and a renewed motivation to study. In Pembrokeshire (UK) and Miechów (PL), young people noted that the activities they carried out as part of the pilot project allowed them to get a better sense of working with people from varied socio-economic backgrounds, including a better understanding of how to work through differences and how to feel part of a community. In Legnago (IT) and Vilnius (LT), participants felt the activities they were involved in prompted them to think about their future in a more concrete manner, especially in terms of

what they would like from it and how to achieve it. Finally, the participants of the Irish and Romanian projects indicated that the activities they took part in helped to re-shape their career aspirations.

There were also positive outcomes relation to rebuilding trust between young people, parents and the education system. In Hartlepool (UK) and Alba County (Romania), for instance, the provision of school-based counselling / mentoring career services improved young people's perceptions of their schools' interest in their lives, thereby (re)building and increasing trust in the institution. In those same projects, seeing the positive impact of the activities on their children also contributed to increasing parents' trust in the institution and, in the case of Hartlepool, deconstructed some of the parents' misconceptions about certain career paths.

Equally, an improvement in the way in which young people rated the services available to them and their perceptions about public authorities was notable in a number of cases. In the Ballymun (IE) project, the interviewed participants praised the excellent support provided by their own respective counsellors from the local job centre - who they referred to as their 'mentors', indicating how close the relationship was. The participants felt that their 'mentors' went out of their way to discuss different potentially interesting options with them and tried to do their best to help them in getting a work placement or a course.

Two projects compared the soft outcomes and satisfaction levels of participants with those of a control group. The results have been presented in the box below.

**Example: Valencia, ES**

The improvement of soft skills of participants against those of a control group was evident, in favour of the pilot project participants. The pilot project participants showed a stronger improvement in self-esteem, confidence and trust than individuals from the control group.

**Example: Miechów, PL**

The impact of the career counselling programme provided by the project was assessed by using pre- and post-tests on participants and members of a control group. Pupils were asked if they agreed (1 - strongly disagreed to 5 - strongly agreed) with 24 statements which were grouped into nine factors likely to have an impact on their professional career. The differences in changes to two positive opinions (4 - agreed and 5 - strongly agreed) provided information about the net impacts of the support:

- One of the project's objectives was to increase pupils' knowledge about the local labour market and thereby reduce the level of youth unemployment and emigration from the country. The project increased the interest to find a local job (+2 pp) and self-employment (+4 pp), and importantly decreased the share of students who had a plan to find work in another country (-13 pp).
- In comparison with the changes in the control group, the self-awareness of participants increased in all three analysed dimensions: understanding of own career preferences (+15 pp), planning of educational path (+34 pp) and having a clear vision for the future (+13 pp).
- In terms of sense of security the impacts of the project are mixed. On one hand the results suggest that the participants are now more open to challenges but on the other hand they appear to be less inclined to for a job where they would have more responsibilities.
- Already before project the majority of pupils were aware of the need for lifelong learning, therefore the project did not have a significant impact in this regard.
- The project had an impact on the participants' view of skills. After the project, co-operation and promotion were less likely to be viewed as a confirmation of their skills (-7 pp) and more often participants would like to make a use of their skills (+12 pp).
- The sense of control over own development increased with participation in the project (+15 pp).
- Feelings of sense of community increased due to the project: the participants became more aware of the social aspects of work and became more inclined to do something which is useful to others (+10 pp).
- The pilot had a big impact on pupils' sense of independence. The pilot also reduced the level of fear over the future (-10 pp). However the fear of being unemployed increased (+5 pp).

It is interesting to note that the major benefits to young people related first and foremost to the positive outcomes the activities had on their personal life and skills;



findings clearly indicate that to many of these young participants what was more important than anything else was to feel again that they mattered to someone, had the support they needed to find their place in society and were better equipped to make choices. As a result of their involvement in the pilots, the young people also saw their employability increased by improving their skills/tools and/or confidence to find a new job or acquiring new skills.

#### **Testimonies of beneficiaries<sup>58</sup>**

"I got to meet my mentor every week. I also did a work placement. After the placement ended, I got a training place. I enjoyed the work placement the most. CV building was necessary but not as enjoyable. I have finally developed a sense of routine. I am still studying towards my qualification in business administration."

"I am now doing a three month placement in a place for homeless men. It has really put things into perspective for me, I have learnt to appreciate what I have. I don't think I will want to work there in the long term because it is very hard. But I am interested in a career in care"

"The main benefit was having someone to talk to, but I still don't believe in finding a job - all jobs are for people with experience, how can we get experience if they don't give us a chance?"

"The Youth Guarantee gave me an opportunity to go and do what I really wanted to do, which was to go back to college. There were so many barriers before preventing me from returning"

"My mentor was helpful. She was always calling me and organising appointments. I could also call her when I needed to speak with someone."

"I was unemployed for two years before the pilot project and was getting really down about it. I wasn't even getting interviews. Now I have a job and a permanent contract; I work for the company where I did the traineeship found for me by the project"

"My counsellor went from business to business to look for the right traineeship for me. I really appreciated this"

"I really appreciated that someone took the time to listen to me and what I want to be. But I hated if my mentor wasn't there, I didn't like it when a different person turned up. It needs to be one person"

"I was getting quite frustrated before the project; it was getting difficult to get up in the mornings. The project made a huge difference. The group activities I participated in motivated me because I learnt from other young people in a similar situation about how to make most of all possibilities. I have a lot of energy now and I work very hard"

"I learned to take my life more seriously. And use the time in college more wisely. It's hard to get jobs so I can't afford to just mess around with my friends."

"I became more confident and learnt to speak better in different circumstances. I also work better with people, even those I don't like"

The main sources of dissatisfaction for the participants included conflicting timetables (i.e. the timings of the projects' activities clashing with their school or work placement commitments), inflexible entry requirements to training and employment support programmes (i.e. not accessible for young people of certain age) and physical accessibility problems (i.e. the lack of or the high cost of transportation to access training courses). Others called for a more balanced programme of motivational (including non-formal and leisure time programmes) vs. skills related activities. A clear communication on the expected benefits from each activity was also highlighted as was the need to explain how they all fit together. For instance in Cartagena (ES), the purpose of some of the activities appeared not to have been properly understood by some participants who took part in the pilot project, therefore limiting their ability to fully benefit from them. Finally, while some really enjoyed mixed groupings which included participants from a range of backgrounds, others called for the projects to make sure the individuals within such groups have broadly the same goals so that the group can move with career planning at a fairly similar speed.

By far the great majority of the participants that were interviewed as part of the final assessment remained positive or very positive about their experiences with the Preparatory Action. While it is not feasible to expect every participant to have equally

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<sup>58</sup> Testimonies of participants to focus groups and to the Youth Guarantee dissemination conference

positive experiences, it is fair to say that the pilots added to the mainstream provision by offering services (especially in relation to the depth of counselling and mentoring), which would not have been available without the pilot funding. Unsurprisingly, not all were aware of having been involved in a Youth Guarantee pilot from the start; especially in cases where the activities were integrally incorporated with mainstream provisions.

## **7.5 Organisational outcomes**

This section provides an overview of the main benefits the lead and partner organisations drew from the pilot projects. Overall, the main organisational benefits from the implementation of the pilots in a partnership structure yielded both external (service) and internal (in-house) benefits to the organisations involved. Lead and partner organisations benefitted from the implementation of the pilot projects in two main ways. On one hand, the partnership focus facilitated the development of new networks, relationships and information sharing exercises that had not been initiated previously. On the other hand, it also provided the opportunity for these organisations to improve their functioning by increasing the capacity and skills of their staff, facilitating better intra-organisational communication and expanding the tools, resources and expertise at their disposal for tackling youth unemployment. The pilot projects also developed grass-roots capacity in the Youth Guarantee arena. In most cases effective partnership working was not easy to establish but it was not only beneficial but found to be an indispensable working principle of the Youth Guarantee at all levels.

If we then look at the specific benefits for the lead organisations, which in the case of pilot projects ranged from local and regional authorities, to public-private partnerships, ministries, NGOs and employers organisations, the most commonly cited benefit was the contribution to the establishment and improvement of the working relationship between the lead organisation and the other agencies involved in the youth employment / STW arena. For instance, in Cartagena (ES), the project raised awareness of the benefits of working as part of a 'network', breaking down barriers and setting up systems to make it a reality, and ultimately, improving coordination of the services for young people. More specifically, staff from three different institutions (PES, city council and youth organisations) were trained together to act as guidance counsellors for beneficiaries. In Tuscany (IT), the project favoured the development of relationships between actors that do not normally have formal interactions by encouraging information exchanges between different departments of the regional administration as well as between PES and schools. In Croydon (UK), Legnago (IT) and Hartlepool (UK) the projects improved relations between schools and employers and in Ballymun (IE) between public authorities and youth organisations.

Secondly, some projects reported that the implementation of the pilot project provided an opportunity for the lead organisation to access additional support and build capacity that would not have been available otherwise. This was the case, for example, for the development of new provisions for the young people leaving the state care system in Neamt County (RO) and the opportunity for the Miechów (PL) library to re-define its role within the community. The interviewees from Romania (Alba and Neamt County) as well as Avilés (ES) specifically indicated that the lead organisations benefitted from the Preparatory Action by being able to bridge the gap between the demand for action in relation to youth unemployment and the services provided by public authorities.

Thirdly, the pilots facilitated the implementation of new tools to share information on NEETs and early school leavers so as to improve policy development and reach. This was of particular relevance in Italy (Tuscany and Veneto) where there is a significant lack of comparable, up-to-date data to allow mapping of the magnitude of the NEET phenomenon. Also in Aragón (Spain), Neamt county (RO) and Gijón (ES) the

implementation of the projects brought about the development of new tools, new skills and image improvement for the organisations involved. In Hartlepool (UK), the fact that the project included a wider variety of actors than normally provided an opportunity to think more broadly about NEET-related issues. In Ballymun (IE), the main learning outcomes derived from the implementation of the Youth Guarantee pilot in a two-tier partnership structure where the local level was in charge of implementation and bringing up bottlenecks and problems to the attention of the national steering committee of which goal was to address practical barriers, make ultimate funding decisions and disseminate lessons.

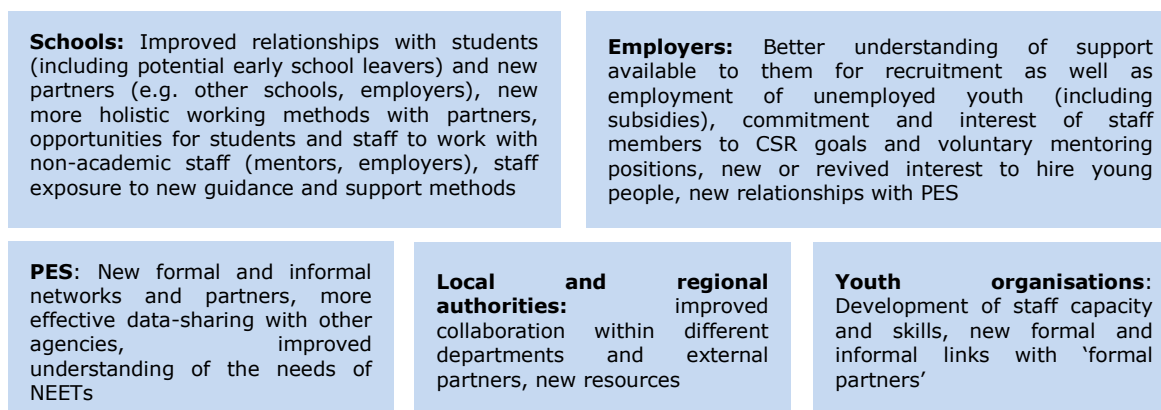
Table 29. The main organisational effects for lead partners

Organisational effects – lead partners	Examples of projects
New or improved relationships with other key agencies, including sharing intelligence (e.g. databases)	Hartlepool (UK), Ballymun (IE), Tuscany (IT), Legnago (IT), Alba County (RO), Galicia (ES), Cartagena (ES), Gijón (ES)
Provided additional support and much-needed resources, thereby bridging the gap between demand and supply for services	Alba County (RO), Avilés (ES), Ballymun (IE), Hartlepool (UK), Neamt County (RO), Miechów (PL), Pembrokeshire (UK), Tuscany (IT)
Ability to improve policy through improved knowledge and information base (on NEETs and related issues)	Hartlepool (UK), Ballymun (IE), Tuscany (IT), Veneto (IT), Alba County (RO)
Improved organisational image	Gijón (ES)
Development of new working practices and tools	Aragón (ES), Croydon (UK), Ballymun (IE), Lazio (IT), Legnago (IT), Tuscany (IT)
Improved staff skills and exposure to new working practices and methods	Neamt County (RO), Cartagena (ES), Gijón (ES)

Source: ICF, on the basis of information from pilot projects

In addition to the general main benefits to the lead organisations detailed above - which generally highlighted the fact that the pilots contributed to improving the way in which these organisations deliver their services within a wider context of partners and networks - certain partners yielded specific benefits from collaboration in the Preparatory Action. These are summarised in Figure 15.

Figure 15. Examples of organisational outcomes for different types of organisations involved in the pilot projects



Source: ICF, on the basis of information from pilot projects

With reference to the specific benefits for participating schools, in Hartlepool (UK), the pilot allowed the participating schools to provide a more holistic set of support, partly as a result of increased funding for such activity and partly as a result of an increased interaction between students, teachers and non-academic staff, and therefore making the school appear more approachable to young people – the latter a benefit also pointed out by the project in Miechów (PL). Furthermore, Veneto (IT) and Legnago (IT), the project implementation improved the quality of the organisation within

schools, raising more awareness of all the services they provide, improving staff skills and fostering relationships with other schools.

Employers acquired a broad range of benefits from participation in pilot projects where their involvement was closely facilitated and supported. In Ballymun for example, work with individual employers as well as their representative organisations, led to a better understanding of support available to them for recruitment as well as employment of unemployed youth, including a better understanding of available subsidies and shortlisting. They also received information on the plethora of different ways they can get involved in the Youth Guarantee if they are not able to hire new staff (e.g. they can give talks to groups of young people, welcome visits from job-seeking youth, participate in mock interview sessions, etc). Interestingly, in some cases participation also raised awareness of general challenges faced by today's youth in accessing the labour market for the first time, which in Aragón (ES) appeared to contribute to increased appreciation of the fact that the Youth Guarantee established a useful, more straightforward connection between young unemployed and companies. In Ballymun, it improved the image of young people who are out of work in the eyes of employers. In Vilnius (LT), this facilitated the hiring process.

Youth organisations gained from the opportunity to develop new and improve existing formal and informal links with the statutory sector, although in too many cases the partnerships relied on voluntary contributions from youth organisations, rather than providing them with their own pot of funding. Indeed, the net gains of partnerships from youth organisations were great in many cases, with youth organisations contributing to the identification, selection, guidance and feedback services related to NEETs, in addition to playing their part as advisors.

Public employment services benefitted from the establishment of new or improvement of existing relationships with other partners and, more specifically in Italy (Veneto and Tuscany) these new relations facilitated the emergence of new networks for NEET services, improved data-sharing practices and new staff skills.

## **7.6 Unexpected outcomes**

A wide variety of unexpected outcomes emerged from the implementation of the pilot projects; they were largely pilot project and context specific. Whilst it is difficult to make a systematic analysis of these varied outcomes, it is nevertheless interesting to point out that, if brought together into broader categories, they largely mirror the findings highlighted above in relation to the benefits for lead organisations. The list below offers an overview of such outcomes grouped into three categories:

- Group 1 pilots feature a number of school- and education-related unexpected achievements. As an example, in the case of Hartlepool (UK) pilot, although difficult to evidence, both the schools and the young people thought that the project had improved exam results. The teachers stated that the students became more aware of what grades were required to access courses and the importance of achieving such grades. Additionally the pupils valued the extra support they received with revision and preparation for exams. The representatives of Neamt County (RO) and Miechów (PL) projects highlighted the increased value of education in the eyes of students as an outcome that they had not considered at the start of the project.
- The visibility and high profile of the pilot projects, and consequent commitment and drive from partners to make the project a success was highlighted by a number of interviewees as a positive, unanticipated outcome. The Ballymun (IE) and Vilnius (LT) pilots attracted significant media attention, including from the national press and national employers organisations. As an example, the final project conference in Vilnius was organised at the Parliament and attracted participation of two ministers and other high ranking officials. These projects,

as well as the ones from Avilés and Gijón (ES), also stressed changes in the attitudes of participating employers as an unforeseen outcome, facilitating more hiring by local employers of local, unemployed youth. The Veneto pilot (IT) was positively surprised by the initial reaction of young people about the project and what it sought to do, indicating successes in the recruitment and engagement strategies. The representatives of the pilots also had not anticipated such

- Acquiring a true understanding of the state-of-play what comes to the comparability and accuracy of databases of different actors on young people. On one hand, this forced the projects to invest in triangulation (when possible) and collection of relevant data, and on the other, also to share intelligence with other agencies, rather than see them as 'competitors' for funding.

## **7.7 Overall assessment of effectiveness**

As shown by the evidence in this section, several lessons were learned:

- The pilots were overall, very successful in meeting their output targets, although it must be pointed out that the targets themselves were in several cases deemed as low and a number of pilots, especially those working with fewer or around 50 participants could have tested their services with a larger and broader group of young people.
- In relation to effectiveness in achieving outcome targets, the funding itself could have been more outcome driven in that many projects only set outcome targets late into the implementation. In this regard, the monitoring and evaluation seminar funded by the Preparatory Action did support the chosen project coordinators in this activity. Apart from a minority of the pilots, the outcomes achieved were positives, especially in light of the challenging target groups and the time period for implementation.
- Several pilots learned important lessons about the need for accompanying strategies and resources to retain participants in the projects until the end: non-formal engagement activities, a discretionary 'pot' of funding for counsellors to support individual participants in addressing their education and labour market access barriers (e.g. by paying public transport costs) and one-to-one case management approach through counsellors, mentors and other practitioners were identified as successful strategies.

Moving onto intervention level conclusions about effectiveness, the Call for Proposal identified the following as key objectives of the Preparatory Action:

To build up partnership based approaches that;

- Strengthen cooperation between employment/career services/schools to ensure that young people make informed decisions about future professional steps and are aware of the services available to them when leaving school;
- Empower labour market actors to develop partnerships with employers aimed at boosting employment, apprenticeships and traineeship opportunities for young people, whilst ensuring better alignment of ALMPs with labour demand;
- Develop partnerships between public and private employment services, as well as other specialised youth services (NGOs, clubs...) that help to smooth transitions from both unemployment and education into work; and
- Ensure the involvement of youth and/or youth organisations in the design and the implementation of youth guarantee schemes to better tailor services to the needs of beneficiaries and to have them support with awareness raising.

Overall, the Preparatory Action met these objectives given that the funded pilots:

- Included a combination of projects focussing on the school-to-work and youth unemployment arenas;
- Formed new and enhanced existing local and regional partnerships; and
- Created better working methods especially for work with employers but also for work with youth organisations, albeit in both cases the performance was mixed across the projects.

The areas of weakness included the following:

- No evidence was identified on funded efforts to improve links between public and private employment services;
- A small number of selected pilots formed more narrow partnerships than expected, especially in terms of not having a formal requirement to form links with national/(regional) youth guarantee plans/schemes and/or national youth guarantee coordinators; and
- Some pilots missed links to higher levels of administration where many policy, regulatory and funding decisions are made, thereby missing a chance to address system specific challenges and plan concretely for post-pilot sustainability.

## 8 Assessment of efficiency

The assessment of the pilot projects with reference to efficiency relates primarily to the costs of outputs and outcomes achieved. Before doing so, it is important to explain the rationale for the calculations, especially in terms of clarifying the main objectives of the pilots as they have a direct impact on the analysis of efficiency.

First of all, the main objective of the pilot projects was to 'build up partnership based approaches' to 'carry out activation measures targeting young people', to implement 'measures to prevent young people at risk of leaving education early', and/or to design 'innovative approaches supporting labour market integration of young people facing multiple barriers'. In addition, the funded pilot projects were expected to develop and test related services with members of their target group.

The achievements related to the main objective (building of partnerships) are difficult to quantify as are outcomes (hard and soft outcomes, structural as well as organisational). Even the quantification of costs of hard outcomes is not straightforward given that the pilot projects varied strongly in their focus on education vs. employment/entrepreneurship outcomes.

Thus the assessment of efficiency is mainly related to the assessment of outputs; per participant costs. In this section, the 'per participant costs' are compared against those of so-called comparator cases (time-bound projects seeking to achieve similar goals, working with similar target groups through the implementation of similar supporting activities). On this basis, an assessment will also be made of the sizes of the budgets, possibility to achieve the same results with less funding and possible alternative methods for achieving the same objectives.

Figure 16. Research questions and judgement criteria for the assessment of efficiency

Pilot project level assessment	
<b>Research questions</b>	<b>Judgement criteria</b>
Have desired outputs and results been achieved at a reasonable cost?	Per participant costs The size of the project budgets appropriate and proportional to the objectives and targets Ability to achieve the same results with less funding Possible alternative methods for achieving the same objectives

Source: ICF, 2014

### 8.1 Analysis of per participant costs

Table overleaf presents a breakdown of costs per participant, comparing the per participant costs in core services with those related to all participants. It shows that the average per participant rate in core services was EUR 2,551 and while the corresponding figure for all participants was EUR 1,497.

This table also provides a breakdown of the difference between the two types of projects (Group 1 and Group 2). It shows that the cost per participant is higher for Group 2 projects than for Group 1 projects:

- For Group 1 projects – projects working primarily with students - the average cost was EUR 1,805 per participant (core services) and EUR 1,029 per participant (total).

- For Group 2 projects – projects working primarily with unemployed and inactive youth, the average was EUR 3,148 per participant (core services) and EUR 1,871 per participant (total).

Consequently, the average per participant rates were over 70% higher for Group 2 projects than for Group 1 projects. This is in line with earlier findings and typically stems from the greater resource need to identify, engage and then support unemployed and inactive youth in comparison to work with students who are, generally speaking, easier to identify and engage by being a more ‘captive audience’.

Table 30. Average per participant costs, total and for each group of pilot projects

Group	Total funding*	Average no of participants in core services	Per participant costs / core services	Average total no of participants	Per participant costs / Total
Group 1	EUR 185,196	220	EUR 1,805	270	EUR 1,029
Group 2	EUR 199,438	154	EUR 3,148	268	EUR 1,871
<b>TOTAL</b>	<b>EUR 193,029</b>	<b>183</b>	<b>EUR 2,551</b>	<b>269</b>	<b>EUR 1,497</b>

\* Refers to total funding, including EU funding and national/regional/local resources. Based on amounts applied for by the projects at the final reporting stage. The amounts for individual projects are subject to EC approval.

This is also reflected in Table 31 below which illustrates that when looking at participation in core services alone, Group 1 has more projects in ‘very low’ and ‘low’ categories than Group 2. It also indicates that the extent to which the resources deployed via the Preparatory Action had been used efficiently varied. Lazio (IT), Vilnius (LT) and Ballymun (IE) pilots demonstrated particularly efficient use of resources what came to the provision of core services to their participants. The cost per participant rates for these projects were well below EUR 500. The per participant rates related to the core services were ‘very high’ in the case of Avilés (ES), Neamt county (RO) and Valencia (ES).

Table 31. Average per participant costs for each pilot project

Category of cost	Participants in core services		Total participants	
	Group 1	Group 2	Group 1	Group 2
<b>Very low</b> (< EUR 500)	Lazio (IT)	Vilnius (LT) Ballymun (IE)	Lazio (IT) Alba country (RO)	Vilnius (LT) Ballymun (IE) Gijón (ES) Aragón (ES)
<b>Low</b> (EUR 500–1,000)	Legnago (IT) Miechów (PL) Pembrokeshire (UK)		Legnago (IT) Miechów (PL) Pembrokeshire (UK)	Veneto (IT)
<b>Medium</b> (EUR 1,000–2,500)	Alba county (RO) Hartlepool (UK)	Cartagena (ES) Gijón (ES)	Hartlepool (UK) Neamt county (RO)	Cartagena (ES) Galicia (ES) Tuscany (IT)
<b>High</b> (EUR 2,500–4,000)	Croydon (UK)	Aragón (ES) Galicia (ES) Tuscany (IT) Veneto (IT)	Croydon (UK)	Valencia (ES)
<b>Very high</b> (> EUR 4,000)	Neamt county (RO)	Valencia (ES) Avilés (ES)		Avilés (ES)

\* Refers to total funding, including EU funding and national/regional/local resources. Based on amounts applied for by the projects at the final reporting stage. The amounts for individual projects are subject to EC approval.



There was no direct correlation between high employment or education related outcomes and per participant costs. For example, Vilnius (LT) pilot featured some of the highest employment outcomes but it also had the lowest per participant rates. At the same time, the Neamt County (RO) project did not display strongest, quantifiable outcomes for participants but had one of the highest 'per participant' rates. But overall, those projects working around the youth entrepreneurship agenda were characterised by some of the highest per participant costs, reflecting the type of theoretical and practical support needed to foster new business creation, especially among atypical target groups for these activities.

The average costs also varied far more widely for Group 2 than for Group 1 projects:

- For Group 1 projects the cost per participant (core services) vary from just over EUR 260 (Lazio, IT) to around EUR 5,900 (Neamt county, RO).
- For Group 2 projects the costs per participant (core services) vary from just over EUR 310 (Ballymun, IE) to just over EUR 7,410 (Avilés, ES).

## **8.2 Comparison of per participant costs against those of comparator cases**

Table 32 overleaf offers a comparison between cost per participant data for the projects included in this assignment and relevant comparator projects, for which cost data is available. In total 15 comparator cases were identified from the seven countries in which the pilot projects were implemented, which resembled the pilot projects in terms of timescale, activities, target groups and objectives. A significantly longer 'long-list' of potential cases were collated, but the majority were missing relevant cost, output and outcome data. Overall, the comparator cases with per participant cost data came from Lithuania (1), Poland (1), Romania (4) and UK (3). Relevant projects were also identified from Italy and Spain, with output and outcome data but no cost information. Where projects have provided lower cost per participant than comparators they are highlighted in **green**, where they have delivered lower cost per participant they are highlighted in **red**.

Interestingly, while the projects are not directly comparable with one and another, especially when considering country and broader structural and partnership developments, this analysis illustrates that most projects have performed at a lower cost per participant than their comparators. Perhaps surprisingly, this trend was particularly evident in the case of pilot projects from group 2: the group which had a higher average cost rate per participant. This further indicates that it is indeed realistic to expect that actions for the unemployed youth are more costly to implement than pre-emptive and preventive measures in the early school leaving and school-to-work transition arenas.

From group 1 projects, Lazio (IT), Legnago (IT), Hartlepool (UK), Miechów (PL) and Pembrokeshire (UK) projects tended to perform at a lower cost than their comparators. Alba County (RO), Croydon (UK) and Neamt County (RO) tended to perform at a higher per participant cost rate than their comparators. This was particularly evident in the case of Neamt County project of which cost rate did not compare well against another Romanian project working with the same target group (young people leaving the state care system) either, demonstrating a cost rate that was more than three times higher than that of its closest comparator case.

From group 2 projects, the following five were characterised by an efficient use of resources in comparison to their comparators: Ballymun (IE), Cartagena (ES), Gijón (ES), Pembrokeshire (UK) and Vilnius (LT). Contrary, Avilés (ES), Tuscany (IT) and Veneto (IT) pilot projects tended to perform at a higher per participant cost rate than

their comparators. No direct comparator cases with cost information could be obtained for the two entrepreneurship projects (Galicia and Valencia). As mentioned above, both of these featured relatively high per participant costs, but with different outcome rates; in relative terms, Galicia (ES) project came on top in terms of employment and business creation outcomes, while the quantifiable results of the Valencia (ES) project were more modest.

Table 32. Comparison of per participant costs with available cost comparator information

MS	Description of relevant benchmark (name of project, delivery period, region)	Target group	Activities	Benchmark performance data	Comparison with per participant costs of relevant pilot projects
<b>EARLY SCHOOL LEAVING OR SCHOOL-TO-WORK TRANSITION FOCUS (Group 1)</b>					
UK	<b>Raising Partnership in West Berkshire</b> Since 2010 West Berkshire	Young people aged 16-19 across Berkshire and those aged up to 25 if subject to a learning difficulty, specifically: <ul style="list-style-type: none"> <li>Current Year 11 students who were identified by their school as being likely not to participate but with additional support could remain in learning</li> <li>Young people who were likely to drop-out of learning post 16</li> </ul>	A developed curriculum/provision offer and support mechanisms to reduce the likelihood of non-participation, social disengagement and/or exclusion	Cost per participant was <b>€1,250</b> (based on a total project cost of EUR 337,751 and 270 young people participating in measures)	Miechów, PL: €820 Legnago, IT: €825 Pembrokeshire, UK: €866 Hartlepool, UK: €1,244 Alba County, RO: €1,536 Croydon, UK: €2,957
RO	<b>I DO NOT leave school (RO: EU NU abandonez scoala)</b> 2010-2012 Alba	Students at risk of dropping out – with high absenteeism, low grades, coming from disadvantaged families.	Development of local Action Plan on reducing ESL; "School after school" programme (additional classes in mathematics, Romanian, English, French, computer science); financial support for students (EUR 58 / RON 260); computers for schools; and a campaign.	Cost per participant was <b>€3,506</b> (based on a total budget of EUR 262,975 and 75 assisted young people)	Miechów, PL: €820 Legnago, IT: €825 Pembrokeshire, UK: €866 Hartlepool, UK: €1,244 Alba County, RO: €1,536 Croydon, UK: €2,957
PL	<b>Azimuth of educational and professional career (PL: Azymut kariery edukacyjno-zawodowej)</b> 01.08.2009-31.12.2011 Cracow (ESF)	Students of lower-secondary schools, between 14 to 16 years old.	Workshops (10 hours) for 5,517 students; individual career counselling; establishing 'Business Clubs' at schools (8 hours); on-line platform (chat, forum, test – 4,435 individual entrances); development of didactic materials (workshop programme, tests, 'Business Clubs' programme); and conference (c. 60 participants)	Cost per participant was <b>€82</b> (based on a total project cost of EUR 454,618 and 5,517 supported young people in 35 schools)	Lazio, IT: €261 Miechów, PL: €820 Alba County, RO: €1,536 Croydon, UK: €2,957
RO	<b>Equal opportunities in our community (RO: Șanse egale în comunitatea noastră)</b> 01.10.2013-01.04.2015 Bucharest (ESF)	The target group are people from vulnerable groups, including Roma, young over 18 leaving the state care system and disabled. In total, 220 out of which 56 Roma, 10 young people over 18 leaving the state care system and 154 people with	People from vulnerable groups were offered counselling and training. Youth over 18 leaving the state care system was offered vocational trainings (textile manufacturer, salesman, landscape architect). All participants received diploma which confirms the acquisition of qualifications. The financial support is worth	Cost per participant was <b>€1,433</b> (based on a total project cost of EUR 315,346 and 220 assisted young people)	Neamt County, RO €5,930

MS	Description of relevant benchmark (name of project, delivery period, region)	Target group	Activities	Benchmark performance data	Comparison with per participant costs of relevant pilot projects
		disabilities. Additionally support was provided to 70 representatives of employers, local government, civil society organizations, public / private agencies providing social services and employment for vulnerable groups.	EUR 337 / RON 1,500.		
RO	<b>Youth centre – a model of career counselling for youth during high school</b> (RO: <i>Centru de tineret – un model de consiliere a carierei tinerilor pe parcursul perioadei liceului</i> ) 2012-2013 Mehedinti county (ESF)	Students enrolled in the upper secondary education within the national education system	The general objective of the project was to improve the socio-professional and educational integration of young people by ensuring them a better access to jobs and labour market information.  The project activities targeted students with poor access to career counselling services and personal and professional development services in accordance with the evolutions of the labour market. Main activities were as follows: <ul style="list-style-type: none"> <li>Developing and piloting a career counselling model; and</li> <li>Extending the application of the services within a newly established youth centre.</li> </ul>	Cost per participant <b>EUR 1,588</b> (based on a total project cost of EUR 476,409 and 300 participants)	Lazio, IT: €261 Miechów, PL: €820 Alba County, RO: €1,536 Croydon, UK: €2,957
<b>PROJECTS WORKING PRIMARILY WITH UNEMPLOYED AND/OR INACTIVE YOUTH (Group 2)</b>					
UK	<b>Inspire!</b> 01.11.2011-31.03.2015 London ESF NEET Programme, tackling the problem of youth unemployment amongst 16-19 year-olds.	Unemployed and inactive 16-19 year-olds.	Six-phase approach started with a support worker assessing each candidate on their personal circumstances, skills, learning style and interests so that, together, they can draw up a personalised action plan. A series of workshops and skills development sessions followed. Tailored to individual need but employability skills were a focal point. The young person may have undertaken work experience, attended a CV or interview workshop or brushed up on their maths and English. Thereafter, they were supported into sustained education, employment or training with milestones at six, 13 and 26 weeks.	Cost per participant was <b>€2,799</b> (based on a total project cost of EUR 1,192,340: 426 young people took part out of which 232 moved into education, employment or training)	Ballymun, IE: €311 Vilnius, LT: €492 Pembrokeshire, UK: €866 Cartagena, ES: €1,644 Gijón, ES: €1,864 Tuscany, IT: €3,662 Veneto, IT: €3,949 Avilés, ES: €7,411

MS	Description of relevant benchmark (name of project, delivery period, region)	Target group	Activities	Benchmark performance data	Comparison with per participant costs of relevant pilot projects
UK	<p><b>Jumpstart Employment &amp; Develop your Initiative (JEDI)</b> 01.10.2008-30.11.2010 South London (Bromley, Kingston, Merton, Sutton and Richmond)</p>	The programme focused on learners aged 14 to 19 who were classified as NEET or who were at risk of becoming NEET.	To provide at risk young people with the skills and confidence to pursue further education opportunities, training or employment. Each learner taking part could receive up to 94 hours of face-to-face learning support: 1. An initial interview that included both a skills for life assessment and the development of an Individual Learning Plan; 2. Dedicated workshops designed to address poor employment related skills as well as issues surrounding self confidence and self-esteem. Some participants progressed into a work experience placement; 3. A series of more advanced workshops that resulted in a work experience placement; 4. All programme participants were individually supported by their Youth Organisation Development Advisor (YODA). These advisers acted as both mentors and advocates for the programme's beneficiaries.	Cost per participant was <b>€4,125</b> (based on a total project cost of EUR 944,639 and 229 NEET participants)	<p>Ballymun, IE: €311 Vilnius, LT: €492 Pembrokeshire, UK: €866 Cartagena, ES: €1,644 Gijón, ES: €1,864 Tuscany, IT: €3,662 Veneto, IT: €3,949 Avilés, ES: €7,411</p>
LT	<p><b>Youth employment (LT: Jaunimo užimtumo didinimas)</b> 01.08.2012-30.11.2013 Lithuania (ESF funded)</p>	The activities were targeted to people under 29 years old (men, women, rural residents, people with disabilities and long-term unemployed). Including graduates who started their first job and young people registered with PES.	<p>The aim of the project was to promote youth employment by helping them to acquire practical skills on the labour market through:</p> <ul style="list-style-type: none"> <li>Financial incentives for employers to employ young people – recent graduates for whom this was often their first job. On average the support was provided for 6 months.</li> <li>Subsidized employment was offered for persons with low skills registered in PES. On average the support was provided for 4 months.</li> </ul>	<p>Cost per participant was <b>€863</b> (based on a project cost of EUR 5,696,464 and 6,600 participants)</p> <p>Cost of financial incentives (2,541 participants): EUR 1,155</p> <p>Cost per participant employed in subsidized form (4,059): EUR 863</p> <p>The share of unemployed who were employed 6 months after the project was 86% - a higher rate than target (50%)</p>	<p>Ballymun, IE: €311 Vilnius, LT €492</p>

*Youth Guarantee Preparatory Action*

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MS	Description of relevant benchmark (name of project, delivery period, region)	Target group	Activities	Benchmark performance data	Comparison with per participant costs of relevant pilot projects
RO	<p><b>Ready for the future – Youth at the career beginning (RO: <i>Pregatit pentru viitor – Tineri la inceput de cariera</i>)</b>                      01.11.2010 – 31.01.2013                      North East Region (ESF)</p>	Long-term unemployed youth	<p>The general objective of the project was to improved employability and socio-professional integration of unemployed youth.</p> <p>The project provided information services, career counselling and training for long-term unemployed youth. The target group was trained to use modern and effective job searching techniques. Also, certified training was provided for young unemployed with no qualification or with out-of-date qualifications. Finally, the project offered entrepreneurial education and a job club for the target group.</p>	Cost per participant was <b>EUR 1,881</b> (based on a project cost of EUR 470,272 and 250 participants)	<p>Ballymun, IE: €311                      Vilnius, LT: €492                      Pembrokeshire, UK: €866                      Cartagena, ES: €1,644                      Gijón, ES: €1,864                      Tuscany, IT: €3,662                      Veneto, IT: €3,949                      Avilés, ES: €7,411</p>

*Note: Exchange rates used: EUR 1=GBP 0.7404; EUR 1=RON 4.442*

### **8.3 Overall assessment of efficiency**

Overall, without a couple of notable exceptions, the pilot projects funded by the Preparatory Action demonstrate efficiency in relation to outputs having been achieved at a reasonable cost. This stems from the comparison of per participant costs with those of similar projects.

Assessment of efficiency related to outcomes is more difficult given the intangible nature of key objectives (e.g. in relation to partnership formation and design of new services). But the following can be stated about efficiency of outcomes achieved:

- There was no direct correlation between high employment or education outcomes and per participant costs: the strongest performing pilots in terms of education, business creation and employment outcomes included projects with both high and low per participant costs. The projects working around the youth entrepreneurship agenda were characterised by some of the highest per participant costs, reflecting the type of theoretical and practical support needed to foster new business creation, especially among atypical target groups for these activities and the cost of the provision of those services in the countries in question.
- The design of measures tailor-made to the needs of the individual and the group (e.g. type of training delivered, content, duration of each course etc.) and the provision of intensive one-to-one support are generally more costly. The provision of specific training and certain measures such as those supporting entrepreneurship and self-employment increased per participant costs.
- Without exception, all the pilot project coordinators declared of not being able to implement their projects without the funding provided by the Preparatory Action. The funding came at a time of considerable budget cuts to mainstream and project-based funds to support young people.
- The Youth Guarantee model, characterised by a commitment to guaranteeing education, training, employment and other support within four months of young people leaving school or finding themselves unemployed, was a new concept for all those cities and regions that sought to design and pilot this model in a more comprehensive basis. Thus, resources needed to be allocated to finding the right partners required for the implementation of this model, ensuring a thorough understanding of the model across all partners and front-line staff.
- The pilot project coordinators, partners and participants as well as delegates to the EPPA Youth Guarantee dissemination conference were very positive about the value of European funded pilot actions, such the one on the Youth Guarantee, which are managed at EU level but delivered on the ground by local and regional partnerships. Nine out of ten conference delegates (91%) saw value in this type of pilot projects, which are designed to provide lessons for the implementation of larger schemes at national and regional levels.

A few possibilities for reducing the costs of individual pilot projects were detected (not applicable to all projects):

- Greater resource allocation to building relationships with employers and thereby guaranteeing a greater number of high quality placements for the participants could have enhanced outcomes and efficiency of specific pilots (in particular referring to projects implemented in Aragón, Lazio, Legnago, Miechów, and Pembrokeshire).
- When activities were delivered in collaboration with local authorities, this had a positive effect on per participant cost rates, as the projects could rely on certain local resources, such as rooms to deliver training.

- Pilot projects with low participants numbers, especially those working with fewer than or in the region of 50 participants, could have tested their methods with a higher number and a more diverse group of participants in terms of their background and labour market readiness level, to realise lower per participant cost rates.
- Offering a role of an equal partner to youth organisations with relevant practical and strategic reach and expertise, backed by appropriate share of resources from the overall project fund, could have yielded efficiency savings in relation to identification, engagement, retention and activation of youth.
- And as mentioned before, more concrete links with national Youth Guarantee coordinators and plans, as well as administrations in charge of policy, regulatory and funding decisions, could have also achieved efficiency savings, in terms of ensuring coherence with regional and national plans and the partnership being able to address (and not only highlight) policy and regulatory barriers.



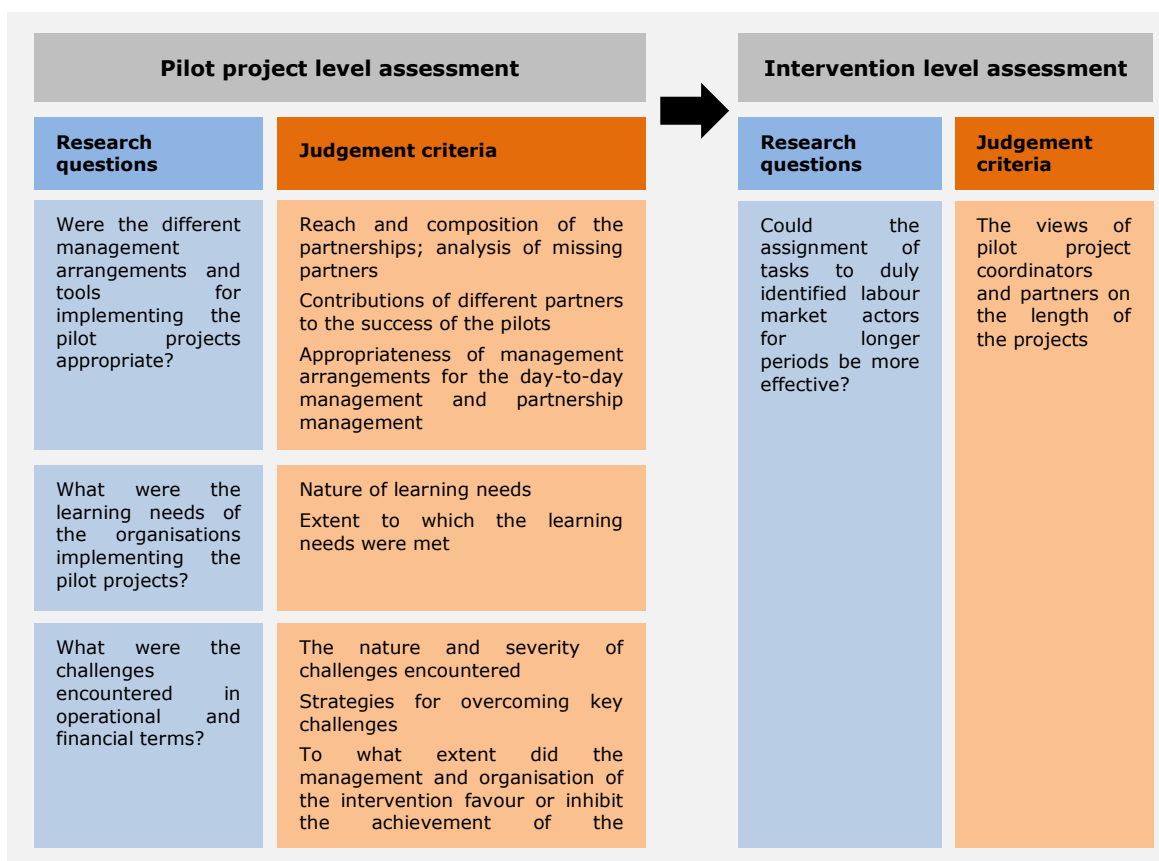
## 9 Assessment of organisation and governance

The assessment of the pilot projects in relation to organisation and governance refers mainly to the appropriateness of the partnerships created, management arrangements and tools for implementing the pilot projects. The section starts off with baseline information on the partnerships created to run the 18 funded pilot projects. Specifically, information is provided on:

- The reach and composition of the partnerships,
- Specific role of employers in the partnerships, and
- An analysis of missing partners.

This will be complemented by further analysis assessing the learning needs of the participating organisations as well as operational and financial challenges faced. Finally, opinions on the length of the pilots (12 months) will be made, on the basis of feedback from participating organisations.

Figure 17. Research questions and judgement criteria for the assessment of organisation and relevance



Source: ICF, 2014, on the basis of Terms of Reference

### 9.1 Pilot project partnerships

#### 9.1.1 Reach and composition of the partnerships

Conception, implementation and evaluation of activities in a broad partnership was at the heart of the Preparatory Action. Indeed, a partnership formation was a formal requirement for funding.

The composition of the partnerships depended on the goals and activities of the pilots and the level of intervention (regional vs. local). Most pilots worked towards establishing a broad public-private-third sector structure. Such partnerships can ensure that solutions incorporate different needs, reach and recruit the intended target groups and strengthen the possibility of specific actions or activities to be sustained post-funding.

Authorities dealing with education and training, and also with employment, tended to play a key role. These type of institutions were involved in 17 out of 18 projects, with the Croydon (UK) project being a notable exception in this regard; the Croydon project was led by a business/education partnership, in collaboration with individual schools and employers. PES and employer's organisations/chambers of commerce were also typical partners, as well schools and training providers; indeed, the representatives of employers were a lead partner or a co-lead in three pilot projects (Aragón, Vilnius and Neamt County).

Statistically, the broadest partnership was created in Vilnius (LT) where 13 different *types* of institutions and organisations were invited to the partnership. A broad variety of different types of institutions and organisations were partners in Legnago (IT) and Avilés (ES) projects too; on average, six different types of institutions were involved in these partnerships. The two different groups of projects – whether they worked with at-risk students or unemployed/inactive youth – did not have a considerable impact on the scope of the partnership in relation to the number of different types of institutions/organisations involved.

On average over 30 individual organisations were engaged in the pilots, ranging from over 100 in Legnago (IT) and Vilnius (LT) to fewer than five in Lazio (IT), Veneto (IT), Gijón (ES) and Alba (RO). Largely, the projects targeting unemployed youth involved a higher number of individual organisations (21) than the projects aimed at students (18). The most numerous partners were individual employers and national, regional or local authorities dealing with employment.

Strategic partnerships were smaller and often divided into smaller working groups in order to drive forward specific aspects of work. Most partnerships operated a regular schedule of monthly or even bi-monthly coordination meetings.

Twelve of the eighteen pilots established formal relationships with youth organisations or other NGOs representing young people; in most cases these relationships were established at the planning stage but in some cases this link was made during implementation when their value became obvious to the partners. Many of those partnerships which did not have formal links with the youth sector identified the sector as the missing link.

Table 33. The types of partners represented in the partnerships

	National, regional or local authorities dealing with...				Other public		E&T and careers sector		Social partners and employers			Third sector		Other	Total
	Education and training	Employment	Youth or social exclusion	Other	PES	Other	Second-chance, careers and outreach services	E&T providers or their reps.	Trade unions	Employer's organisations / chambers	Individual employers	Youth organisations	Other NGOs		
Vilnius, LT	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		13
Avilés, ES	✓	✓	✓		✓				✓	✓	✓	✓	✓	✓	10
Legnago, IT	✓	✓	✓		✓	✓	✓	✓		✓	✓				9
Ballymun, IE	✓	✓	✓	✓	✓				✓	✓		✓			8
Neamt, RO	✓			✓			✓	✓		✓	✓		✓	✓	8
Aragón, ES	✓		✓		✓				✓	✓			✓		7
Valencia, ES		✓	✓					✓		✓		✓	✓	✓	7
Miechow, PL	✓	✓			✓	✓		✓			✓		✓		7
Pembrokeshire, UK	✓	✓	✓		✓		✓	✓				✓			7
Hartlepool, UK	✓	✓	✓					✓			✓				6
Cartagena, ES	✓			✓	✓					✓		✓			5
Gijón, ES	✓	✓			✓					✓		✓			5
Alba, RO	✓	✓							✓				✓		4
Lazio, IT	✓	✓								✓					3
Tuscany, IT		✓			✓								✓		3
Veneto, IT	✓	✓						✓							3
Galicia, ES				✓						✓				✓	3
Croydon, UK								✓			✓				2
<b>Total</b>	<b>14</b>	<b>14</b>	<b>8</b>	<b>5</b>	<b>10</b>	<b>3</b>	<b>4</b>	<b>9</b>	<b>5</b>	<b>12</b>	<b>7</b>	<b>7</b>	<b>8</b>	<b>4</b>	

Source: ICF on the basis of final pilot project surveys

Table 34. The final number of partners in project partnership by type

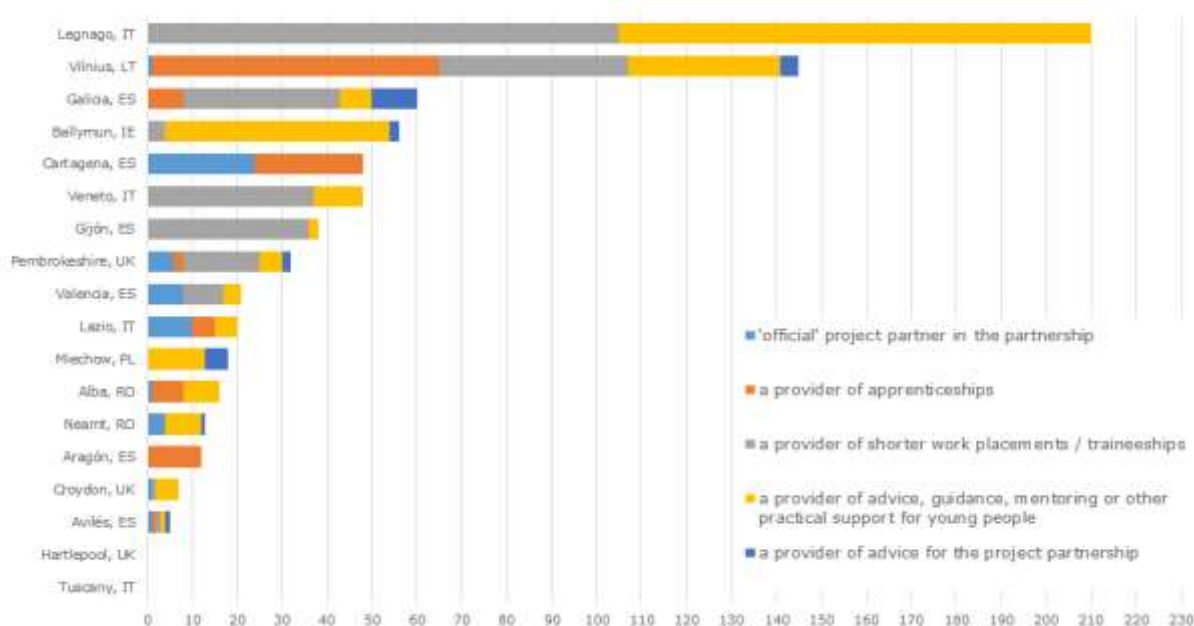
		Lazio	Legnago	Tuscany	Veneto	Aragón	Avilés	Cartagena	Gallicia	Gijón	Valencia	Ballymun	Vilnius	Miechow	Alba	Neamt	Hartlepool	Pembrokeshire	Croydon	TOTAL		
		IT	IT	IT	IT	ES	ES	ES	ES	ES	ES	IE	LT	PL	RO	RO	UK	UK	UK	n	%	Av.
National, regional or local authorities	...dealing with education and training	1	8		1	1	9	2		1		4	5	5	1	1	2	5		46	8%	3
	...dealing with employment	1	3	4	2	2	1			1	1	5	66	2	1		2	5		96	18%	9
	...dealing with youth / social exclusion		2			2	1				1	2	4				2	5		19	3%	2
	Other							1	2			2	1			1				7	1%	1
Other public	PES		1	1		1	1	1		1		4	9	2				1		22	4%	3
	Other public agencies (e.g. police or health)		2										1	2						5	1%	2
Education & 2nd chance sector	Second-chance, careers and outreach services		1										16				2		2	21	4%	7
	Individual education or training providers or their representative organisations		8		1						1		11	1		2	11	11		46	8%	6
Social partners	Trade unions					2	2					1	5		1					11	2%	2
	Employers' representatives	3	3			3	1	1	1	1	2	3	2			1	2			23	4%	2
Employers	Individual employers		105				1						64	5		12	7		5	199	36%	16
Third sector	Youth organisations						2	2		1	1	2	2						5	15	3%	2
	Other NGOs working with young people			1		2	1				1		7	3	2	2				19	3%	3
Other	Other						12		4		1					1				18	3%	5
Total number of partners		5	133	6	4	13	31	7	7	5	8	23	193	20	5	22	26	34	5	547	100%	30

Source: ICF on the basis of final pilot project surveys

### 9.1.2 Specific role of employers in the partnerships

Proactive identification and engagement of employers became one of the cornerstones of activity for many pilots in order to improve the labour market responsiveness of learning and to provide jobs and placements for unemployed youth. The average number of employers engaged across the projects either as providers of work, training or shadowing/mentoring placements, as official project partners or as advisors to the partnerships was 42; with two pilots involving more than 100 different employers (Vilnius, LT and Legnago, IT). In two projects employers were not directly involved in the partnership activity (Tuscany, Hartlepool), although they had an indirect role through participation in careers fairs, for example. Six projects involved fewer than 10 employers (Croydon and Avilés, in addition to Tuscany and Hartlepool) and two projects reached out to more than 100 employers (Vilnius and Legnago) (see Figure 18).

Figure 18. The number of employers involved and their role in project



Source: ICF on the basis of final pilot project surveys

Over half of employers were providers of either short (38%) and long-term (16%) placements and apprenticeships. A further 34% involved by sharing their experiences with young people through talks, mentoring and shadowing opportunities. A tenth of employers engaged involved in the partnerships as an official partner (7%) or as an adviser (3%). The Spanish projects in Cartagena and Galicia were able to involve the highest number of employers as official 'partners' or 'advisers'.

Table 35. The number of employers involved and their role in project

Nature of involvement	LT	IT	IT	IT	ES	ES	ES	ES	ES	IE	LT	PL	RO	RO	UK	UK	UK	Group 1	Group 2	TOTAL				
	Total	%	Min	Average	Max																			
Official project partner in the partnership	10				1	24			8		1	4			6	1		17%	12%	56	7%	1	6	24
Provider of apprenticeships	5				12	1	24	8			64			7		2		11%	25%	123	16%	1	15	64
Provider of shorter work placements / traineeships		105			37	1		35	36	9	4	42					17	17%	17%	287	18%	1	29	105
Provider of advice, guidance, mentoring or other practical support for young people	5	105			11	1		7	2	4	50	34	13	8	8		5	40%	23%	258	34%	1	18	105
Adviser for the partnership					1			10			2	4	5		1		2	6%	5%	25	3%	1	4	10
<b>Total number of individual employers</b>	<b>20</b>	<b>210</b>	<b>NA</b>	<b>48</b>	<b>12</b>	<b>5</b>	<b>48</b>	<b>90</b>	<b>18</b>	<b>21</b>	<b>56</b>	<b>145</b>	<b>18</b>	<b>18</b>	<b>13</b>	<b>NA</b>	<b>32</b>			<b>748</b>	<b>100%</b>	<b>5</b>	<b>47</b>	<b>210</b>

Source: ICF on the basis of final pilot project surveys

On average 40 employers were involved group 1 projects, compared to 43 in the second group of projects. The role of employers in projects working with students was typically related to the provision of advice, guidance and mentoring, for example, through job and

career fairs and mock interviews. In projects targeting unemployed youth, employers were usually providers of short and long work placements and apprenticeships.

Table 36. Share of employers involved in different types of activities by type of project

Role	Group 1	Group 2
'Official' project partner in the partnership	17%	12%
Provider of apprenticeships	11%	25%
Provider of shorter work placements / traineeships	17%	37%
Provider of advice, guidance, mentoring or other practical support for young people	49%	21%
Provider of advice for the project partnership	6%	5%

Source: ICF on the basis of final pilot project surveys

The lack of incentives for employers, poor coordination of employer services at PES, the lack of tradition and skills within the public sector to engage employers in a proactive manner, the lack of time and tradition on part of employers to get involved and conflicting priorities not least due to the general labour market crisis, were some of the key reasons for difficulties in ensuring their contribution. Indeed, the meaningful involvement of employers was a noticeable challenge for several pilots, not least Miechów (PL), Aragón (ES) and four Italian projects (Lazio, Legnago, Veneto, Tuscany). Additionally, in Croydon (UK) a mixed level of commitment of different companies was evident. The overlap of the Tuscany (IT) pilot with the launch of the regional Youth Guarantee meant that social partners prioritised the regional level action and dropped their commitment to the pilot.

A variety of means were used to convince employers to participation in projects. The most important factor were established links and networks with employers. In Miechów, (PL) the director of PES personally invited employers to the partnership meetings. In Ballymun, the national employers' organisation together with leading, 'flagship' employers organised a launch conference so as to stir up interest in the pilot. They also re-designed marketing materials used by the PES to inform employers and revised a strategy for the involvement of local small and large employers. In Veneto (IT), the good relations of the provincial administration with the employers' organisations were paramount to ensure the delivery of the services. The Lazio (IT) project used the network of the Chamber of Commerce of Frosinone to organise company visits.

### 9.1.3 Missing partners

Majority of the projects declared missing specific organisations from the partnerships (see Table 37).

Table 37. Key partners missing

	Yes	No	Data not available
Group 1	Hartlepool (UK), Lazio (IT), Alba County (RO) Miechów (PL), Pembrokeshire (UK), Croydon (UK), Neamt County (RO)		Legnago (IT)
Group 2	Ballymun (IE), Cartagena (ES), Aragón (ES), Valencia (ES) Gijón (ES), Veneto (IT)		Avilés (ES), Galicia (ES), Tuscany (IT), Vilnius (LT)
<b>Total</b>	<b>10</b>	<b>3</b>	<b>5</b>

Source: ICF on the basis of final pilot project surveys

Table below presents organisations which lead partners would have liked – in hindsight – to see being involved. The needs for additional partners were specific to the individual projects and the existing composition of the partnerships. A variety of different types of partners were seen as critical, from education bodies (schools, colleges, universities,

training bodies) to PES, local authorities, youth organisations, social partners and individual employers. Specifically,

- In several pilots (e.g. Miechów and Veneto) a stronger cooperation with national or regional bodies implementing the Youth Guarantee would be beneficial to project formation and could have helped to avoid unnecessary competition at local level;
- More meaningful engagement of youth organisations (e.g. Gijón, Miechów, Veneto);
- Engagement of higher levels of administrations in charge of policy, regulatory and funding decisions could have helped with breaking down barriers and planning for sustainability (e.g. Croydon); and
- Involvement of actors from both preventive (e.g. schools, social services, guidance services) as well as reactive and reintegration 'sectors' (e.g. those working with unemployed and inactive youth) was missing in a number cases (e.g. Ballymun, Cartagena, Hartlepool).

During the project some of the pilots tried but failed to include the organisations whose closer involvement they were missing.

Table 38. The types of partners missing

Pilot and MS	Group	Missing partners
Croydon, UK	1	The partnership could have benefited from involvement of local specialists who could have assisted the young people (e.g. linking up to other young people's projects/organisations such as Lives Not Knives). Some representation from London Council and the Greater London Authority within the partnership would have also been helpful.
Hartlepool, UK	1	The project coordinator did not feel that any other bodies were needed for the partnership. However, the external evaluation noted that the project would have benefited from involvement of post 16 providers and training agencies
Lazio, IT	1	The inclusion of a PES would have been useful for the project, but was not possible to find any PES willing to be involved. According to the Italian legal framework for employment services, PES are organised at the regional level. The lead partner did not receive any support from the Lazio regio in order to involve a PES in the project.
Miechów, PL	1	Two organisations were missing: <ul style="list-style-type: none"> <li>• The Voluntary Labour Corps. This PES institution is responsible for providing support for young people, especially those at risk of social exclusion. The Voluntary Labour Corps are responsible for implementation of Youth Guarantee in Poland.</li> <li>• Youth organisation. The Youth Council in the City dissolved and representatives of young people could not be included in the partnership.</li> </ul>
Neamt County, RO	1	One missing partner was the PES. This was one of the reasons why the project was less employment outcome focused and more concentrated on skill, attitude and competence building, as well as on support youth to continue with education and/or training.
Pembrokeshire, UK	1	The project would have benefitted from having the following partners: <ul style="list-style-type: none"> <li>• Health agencies: A number of participants suffered from anxiety issues causing a barrier to employment.</li> <li>• Alcohol and drug advisory services: to help participants involved in substance misuse.</li> <li>• <a href="#">GoWales</a> and universities – this would have made a link to NEETs who are highly skilled but they do not have any experience.</li> </ul>
Ballymun, IE	2	<ul style="list-style-type: none"> <li>• The Department of Children and Youth Affairs: to link with preventive work with under 18-year-olds</li> <li>• Department of Justice: to help with criminal clearances, etc.</li> </ul>
Cartagena, ES	2	Participation of the education authorities could have helped in incorporation of guidance services into the education system.

Pilot and MS	Group	Missing partners
Gijón, ES	2	The project has plans to broaden the structure of the partnership with the Youth Information office. They could be part of the programme as a 'one stop shop' to provide further support to participants. In addition, incorporating the Young Employers Association on a more systematic basis of would have also been beneficial to the project.
Veneto, IT	2	Social partners should have been included in the partnership to ensure cooperation with companies. The pilot envisaged some negotiations, but this strategy did not work. It was also difficult to engage social partners because during the pilot the regional youth guarantee programme started therefore social partners were busy with negotiations at regional level. Also NGOs which regularly work with young people should have been included in the partnership. It would have also been important to engage more with municipalities, since these authorities have the strongest links within the territory and have direct knowledge of the situation of young people in the community.

Source: ICF on the basis of final pilot project surveys and interviews

#### 9.1.4 Effectiveness of the partnership arrangement

The interviewed partners considered the partnerships they were involved in as very (12 out of 18) or rather effective (4 out of 18).<sup>59</sup> Overall, they were satisfied with their contributions to project outcomes. They believe the projects benefited from several organisations working at the same time towards the same objectives, contributing with what each organisation knows best. They believed to have played an important role also by actively seeking for solutions to the identified problems. In Neamt County (RO) partners bonded also on an emotional level. In the slightly less enthusiastic group of the pilots, despite of general satisfaction with the partnership, the following issues emerged:

- Some partners would have liked a bigger role in the project: In Hartlepool (UK), some partners did not have an active role in the partnership. In Pembrokeshire (UK), some of the delivery partners were grateful for any work to come their way from the lead organisation, but would have liked more.
- Lack of clarity on how the outcomes of the working group fed into the live project or the sustainability of the results was reported by some of the partners of the Hartlepool (UK) project.
- Tensions between some partners (Pembrokeshire, UK) and members of the core team (Miechów, PL).
- Mixed level of engagement from schools and employers: some partners of the Croydon (UK) project reported missing 'events' that would have brought together all the actors. This could have been useful to establish the aims and objectives of the project and ensure all actors were on-board.

The partnerships in Avilés (ES), Gijón (ES) and the local partnership in Ballymun (IE) remain active and contributing to other initiatives.

Overall there is a strong degree of support for the partnership approach as it:

- Helps to build up relationships at local level,
- facilitates a more holistic approach to addressing problems faced by young people,
- releases synergies,
- capitalises on the expertise of different partners, and
- helps to avoid duplication of activities.

<sup>59</sup> Information about the effectiveness of Aragón (ES), Veneto (IT) is was not available.



The key factors to fruitful cooperation are as follows (on the basis of interviews undertaken):

- Ensure the timetable takes into consideration the time required to build up an effective partnership:
  - Of which members understand and are committed to the goals of the scheme;
  - Of which members have a mandate to represent their organisation and be committed to inter-agency working;
  - where responsibilities are clearly defined, written down (i.e. in a form of a Memorandum of Understanding) and allocated across the partnership;
  - where partners are accountable to implementing their responsibilities and reporting on progress (disseminating information about the Youth Guarantee within their own 'constituency' should be a basic responsibility of each partner);
  - which has a lead partner (even in the case of independent chair);
  - of which members have a chance to meet on regular basis and is possible to split into smaller working groups based on mutual interests and objectives; and
  - which is guided by clear goals and targets, which are realistic and jointly determined.
- There is merit in considering an independent chair to the partnership, which does not represent any of the leading institutions in order to ensure objectivity.
- When deciding on the composition of the partnership, it is worth considering not only what different partners can bring in to the table, but also the consequences of potentially leaving them out; it may be helpful to look at the issue from the perspective of 'a life of a young person' and all the organisations that are involved in it. Even 'atypical' partners to youth employment schemes can have a small, but important, role (e.g. authorities from the field of justice can support with police clearances for participants with criminal background or for certain jobs/placements).

On a more critical note, as identified before, most partnerships could have benefitted from closer links with regional or national level authorities – authorities operating at a level in which most policy, regulatory and funding decisions are made and changes can be introduced. A notable exception is Ballymun (IE), which set up both local and national partnerships which largely mirrored each other in terms of composition and goals. The local implementation group was responsible for delivering and managing the project on the ground and bringing practical issues/barriers to the attention of the national steering committee for which a goal was to make funding decisions, address practical policy barriers and draw out the policy recommendations from the pilot. This approach had multiple benefits. For example, it managed to make a policy decision to temporarily remove the age limit to one of the national subsidised employment schemes for the participants of the pilot so as to meet the demand for it and test its effectiveness among this target group.

## **9.2 Pilot project management**

### **9.2.1 Day-to-day management**

The number of individuals involved in the day-to-day management of the pilot projects varied strong: from just 2 in Cartagena (ES) to 18 in Legnago (IT).

The projects reported no particular problems in the day-to-day management structures created, apart from some individual pilots not realising from the beginning how resource intensive the management of EU-funded projects and large partnerships is, thus the management team needs to be appropriately resourced. Alba County and Ballymun

projects had to appoint additional resources to the day-to-day management and reporting, and Hartlepool (UK) project reported difficulties with schools managing and complying with all 'paperwork' requirements. Internal and external tensions created some problems in Miechów and Legnago, while some miscommunications did so in Pembrokeshire. Some partners were almost 'fearful' of EU funded projects; this challenge was experienced in Miechów, Hartlepool, Legnago and Veneto.

Table 39. Day-to-day management difficulties

Project	Group	Difficulties encountered
Alba County, RO	1	Working hours for some team members (project manager assistant, financial and communication officers) had to be increased as the demand for their time was higher than foreseen in the budget.
Croydon, UK	1	Problems communicating with the rest of the council departments, particularly HR (in terms of recruitment) and accounts.
Hartlepool, UK	1	<p>The quality of the information provided by schools was low and resulted in further requests for additional information, e.g. student signatures, which were often hard to get once the young person had left school.</p> <p>The project did not produced a monthly update report and circulated this to all staff because they were aware of workloads and did not want to add more pressure. Although, this would have been useful in the long-term as it would have increased buy-in, transparency in project management and helped to share results between all parties.</p> <p>It would have been beneficial for the project if coordinator have spent more time with the delivery partners at the start of the project to help them complete necessary paperwork and have one to one sessions with their day to day representatives to ensure that they understood the requirements and could have even produced a short guidance document.</p>
Miechów, PL	1	<p>Delays and miscommunication occurred at the beginning of the project. Staff at key partner organisations were somewhat 'afraid' of a project financed directly by the European Commission. Staff not knowing English feared of making mistakes which would lead to audits, controls and in the end, result in a need to return the funds.</p> <p>Due to personal reasons project coordinator had to resign and the content coordinator assistant took over his responsibilities.</p> <p>There was some team work difficulties among some members of the project team.</p>
Legnago, IT	1	<p>Dealing with the administrative part was the most challenging aspect of the project; this was due to both the complexity of the European bureaucracy but also the way in which Italian administrations works (one municipality left the project because of it).</p> <p>The activities were slowed down by tensions within the administrative staff but these issues were resolved in the end.</p>
Pembrokeshire, UK	1	Internal communication between the leads for the school based and the work-based learning parts of the project could have been better.
Avilés, ES	2	The main difficulty was late approval of the project application and the timing of the activities. The project spent more time than expected in the design phase which had an impact in the activities.
Ballymun, IE	2	<p>Day-to-day management of the administration related to the running of an EU project, including monitoring offers to the participants, was more time-consuming than expected.</p> <p>It took some time to establish the national level partnership in terms of making sure all partners understand the objectives and are committed to same goals.</p>
Cartagena, ES	2	The team's contract finished on the last day of the project. This created some issues regarding project closure and disseminating the lessons.
Gijón, ES	2	<p>The initial challenges were related to difficulties in gathering all partners at the same time and to work together for the very first time.</p> <p>The budgetary cuts taken place in the public administration threatened to affect the partnership structure, but eventually everything worked well.</p>
Valencia, ES	2	Limited time for planning prior to the start of the project.

Project	Group	Difficulties encountered
Veneto, IT	2	An element which helped with the successful delivery of the project from an administrative point of view was the expertise of the regional administration in dealing with the European Commission (the administration has a department focussed on European projects). The bureaucracy linked to European projects was deemed as an element difficult to deal with unless there is a partner with specific expertise on this.

Source: ICF, on the basis of information from project coordinators

### 9.2.2 Partnership meetings

The operation of the partnerships differed between the projects in terms of the number of partnership meetings held and the number of smaller working group operated. Regardless of these differences, the majority of the pilots regarded the management structures created for the management of their partnership as sufficient to achieve the objectives established.

Regular or monthly partnership meetings were held in the case of 11 out of 18 pilot projects (see Table 40). In Valencia (ES), the partnership meetings took place every two to three weeks. Regular meetings helped to establish a strong relationship between partners which had positive impact on the operation of the partnership and the project itself. In Avilés, there was no general meeting of the partners; instead they met in smaller groups dedicated to different aspect of the pilot (i.e. coordination of the project, technical meetings or administrative meetings). All of the sub-groups met regularly but the frequency of the meetings was different for each working group. For instance, the coordination team met almost every week, while the administrative group met once a month. The monitoring committee met twice, at the beginning and at the end of the project.

Six projects operated a less frequent schedule of coordination meetings; they met four to eight times during the pilot period. This frequency was foreseen already at the application stage (Lazio, Tuscany) or partners came to a conclusion that more regular meetings were not necessary (Alba County, Pembrokeshire).

Table 40. The frequency of partnership meetings

	On regular basis	Once a month	Less than once a month (4-8 meetings)	Information not available
<b>Group 1</b>	Croydon, UK	Miechów, PL Neamt County, RO Legnago, IT	Alba County, RO Hartlepool, UK Lazio, IT Pembrokeshire, UK	
<b>Group 2</b>	Aragón, ES Ballymun, IE Valencia, ES Avilés, ES Vilnius, LT	Cartagena, ES Gijón, ES	Veneto, IT Tuscany, IT	Galicia, ES
<b>Total</b>	<b>6</b>	<b>5</b>	<b>6</b>	<b>1</b>

Source: ICF, on the basis of information from project coordinators

### 9.2.3 Operation of smaller working groups

Nearly two-thirds of the projects (11 out of 18) operated smaller groups alongside the large partnership meetings to further coordinate the project activities or to work on specific topics, building on the expertise of particular partners (see Table 41).

Table 41. Operation of smaller working groups

	Yes	No	Information not available
Group 1	Alba County, RO Miechów, PL Lazio, IT Neamt County, RO Pembrokeshire, UK	Croydon, UK Hartlepool, UK Legnago, IT	
Group 2	Aragón, ES Avilés, ES Ballymun, IE Cartagena, ES Veneto, IT Tuscany, IT	Valencia, ES Gijón, ES Vilnius, LT	Galicia, ES
<b>Total</b>	<b>11</b>	<b>6</b>	<b>1</b>

Source: ICF, on the basis of information from project coordinators

Most commonly, the working groups were operationally orientated dealing with administrative and monitoring matters or thematically driven in charge of design or implementation specific strands of the pilot.

Table 42. The purpose of the smaller groups

Project	Group	The purpose of the smaller groups
Alba County, RO	1	The smaller working groups were created to implement specific project activities, e.g. preparation of the content of publicity materials, analysing students' profile, study visits to employers, etc.
Miechów, PL	1	Two smaller working groups were created: <ul style="list-style-type: none"> <li>An expert group responsible for the development of the career counselling programme</li> <li>A group responsible for the implementation of the career counselling programme at schools</li> </ul>
Lazio, IT	1	Apart from five steering meetings the project foreseen six additional coordination committees.
Neamt County, RO	1	Intermediary meetings were organised between different groups of experts who worked on specific issues (e.g. developing instruments for counselling sessions, data collection, documents regarding the training programs, preparing the timeframe of the trainings, organising the mentoring sessions).
Pembrokeshire, UK	1	Apart from partnership meetings, a monitoring meeting took place between the project director, project manager, head of European projects and a finance officer. This looked at finance and the overall progress of the project.
Aragón, ES	2	Further meetings with other partners were organised based on the needs of the project.
Avilés, ES	2	Partnership meetings were organised in smaller groups at different coordination levels (i.e. coordination of the project, technical meetings or administrative meetings).
Ballymun, IE	2	The set up both local and national partnerships which largely mirrored each other in terms of composition and goals. The local implementation group was responsible for delivering and managing the project on the ground and bringing practical issues/barriers to the attention of the national steering committee for which a goal was to make funding decisions, address practical policy barriers (e.g. it managed to make a policy decision to temporarily remove the age limit to one of the national subsidised employment schemes for the participants of the pilot so as to meet the demand for it and test its effectiveness among this target group) and draw out the policy recommendations from the pilot.
Cartagena, ES	2	The partnership structure consisted of three different commissions: <ul style="list-style-type: none"> <li>Technical Commission: met on a monthly basis to discuss progress, activities and any issues faced.</li> </ul>

Project	Group	The purpose of the smaller groups
		<ul style="list-style-type: none"> <li>• Coordination Commission: met twice, right at the beginning and at the end. Its purpose was to ensure political buy-in for the project.</li> <li>• 'Guidance' Commission: its focus was to discuss the development and use of the guidance tools, it met regularly but they were not strictly face-to-face.</li> </ul>
Veneto, IT	2	<p>The partners worked in smaller groups to ensure the delivery of the project according to their expertise:</p> <ul style="list-style-type: none"> <li>• the provincial administration worked with the training schools to deliver the work experiences</li> <li>• the school administration was in charge of the schools visits</li> <li>• the provincial administration was in charge of visits to employers, internships for under 18</li> <li>• the university was in charge of the workshops (laboratories) on self-employment</li> </ul>
Tuscany, IT	2	Apart from five steering meetings the project foreseen four additional coordination committees.

Source: ICF, on the basis of information from project coordinators

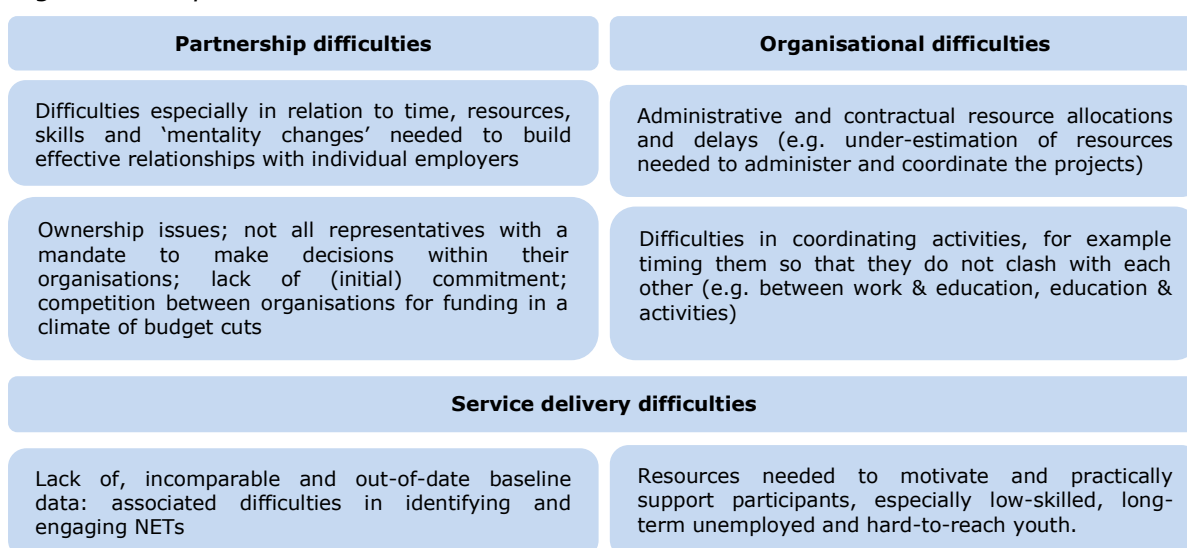
Overall, the interviewed project coordinators and partners were satisfied with the number of meetings held and their organisation. Only in the case of one project, some of the partners noted that improvements and concerns raised during partnership meetings were not necessarily picked up.

## 9.3 Operational and financial challenges

### 9.3.1 Operational challenges

The most operational specific challenges have already been discussed throughout the report, but in short, many of them concerned difficulties in building relationships with employers, underestimation of the time needed to build and facilitate partnerships, expertise and resources needed to manage EU funds, and challenges in identifying and engaging young people. Most frequently were mentioned the complex administrative requirements related to EU projects, albeit it was recognised that the requirements associated with the Preparatory Action were less cumbersome than those of ESF, for example. Delays in signing grant agreements, challenges in recruiting key members of staff and data gaps were the aspects resulting in the most negative impact on the achievement of objectives.

Figure 19. Implementation difficulties



*Source: ICF, on the basis of information from pilot projects*

In terms of responses to the most important challenges, the interviewed project coordinators and partners offered various solutions. These are summarised in Table 43.

*Table 43. Operational problems encountered and their solutions*

<b>Problem</b>	<b>Details</b>	<b>Potential and actual solutions</b>
Administrative requirements	Partners found the EU projects administrative requirements as complex	<p>The project coordinator to visit partners them and provide one-on-one support</p> <hr/> <p>An agency acting as an intermediary implementation body (following the example of the ESF) could have supported with implementation</p> <hr/> <p>More administrative resources, particularly in the project set up phase, could have been beneficial</p>
Delays	The contract was signed later than expected which caused some delays to starting the activities.	<p>Early communication from the project coordinator of the delays and re-planning and re-scheduling of activities</p> <hr/> <p>Project extensions</p>

*Source: ICF, on the basis of information from project coordinators and partners*

### **9.3.2 Financial challenges**

The following financial difficulties were reported:

- Problem with receiving a loan to finance of project activities: the leading organisation behind the Miechów (PL) project, a library, did not have any property to secure the loan, therefore a partner had to take it.
- The size of the project budget was reduced due to a shorter implementation period
- The national regulations on incomes of public servants did not allow the project partners that are public institutions to spend the entire available budget (Neamt County, RO)
- Difficulties in financial management systems, SWIM – particularly when they were uploading a budget amendment
- The 10% rule about budget re-allocations was considered as restrictive
- Slow responses to questions regarding contract amendments
- Budget reductions, leading to the re-allocation of work (Tuscany, IT)

### **9.4 Learning needs**

Information on the usefulness of the mutual learning events organised for project coordinators was provided by 15 out of 18 interviewed project coordinators<sup>60</sup>. All the project coordinators who attended the mutual learning events considered them as very (11 out of 13) or rather useful (2 out of 13). The aspects they most appreciated were opportunities to exchange experiences with other project coordinators, an opportunity to learn what others are doing, what problems they are facing and how they are addressing practical, implementation-focussed challenges.

The monitoring and evaluation seminar really prompted a number of projects to consider their monitoring and evaluation plans more concretely. This even resulted in some projects commissioning an independent, external evaluation of their project, which they

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<sup>60</sup> Although 2 out of the 15 could not comment as they were new to the projects and did not have an opportunity to participate in the meetings.

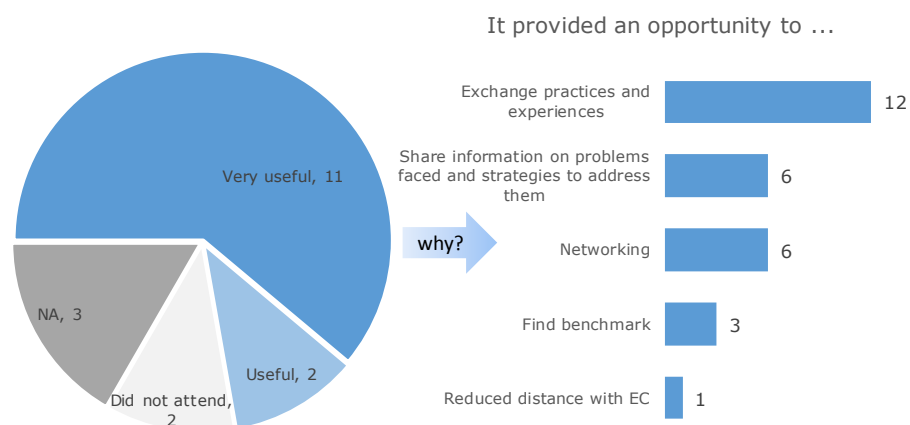
had not considered doing before. The event also prompted more projects to consider their activities in the context of output and outcome targets. A number of external pilot project evaluators who attended the event appeared to have modified their evaluation methodologies following the presentations of the experts and other project evaluators.

One-to-one clinics were a huge success in terms of demand, but many of those who requested an appointment did not have concrete questions in mind – instead, the monitoring and evaluation seminar prompted them to think about this topic, in some cases perhaps for the first time, and they wanted a more general discussion of what they could and should do in terms of evaluation and how. Some confused the one-to-one evaluation clinic to an opportunity to discuss contractual or financial matters with a representative of the EC. There is merit in considering such one-to-one clinics with contracts and finance team members of the EC in case of other similar assignments.

In hindsight, the first meeting could have benefited from being slightly longer (around 1.5 days). The necessary introductory sessions as well as the monitoring and evaluation seminar, with the one-to-one clinic, did not leave time for thematic, project specific presentations and discussions, which many project coordinators were after. The programme for the second event did leave sufficient room for discussion which meant that the participants had time to compare and discuss their experiences.

The meetings provided an important networking opportunity. For example, the Spanish projects stayed in touch with each other, invited each other to events, and exchanged practices and relevant documents (e.g. representatives of Aragón and Cartagena projects). Other project-to-project visits also took place, for example between the Polish, Irish and Spanish pilots. Following the events, the leaders of the Alba (RO) project were approached by two international organisations from Belgium and Spain to link up on new EU projects dealing with schools.

Figure 20. Usefulness of mutual learning events



Source: Final interviews with project coordinators

Note: The project coordinators could mentioned multiple advantages related to the mutual learning events.

## 9.5 Overall assessment of organisation and governance

The following can be concluded:

- The projects differed in terms of the number of partners involved, the composition of partnerships, day-to-day management arrangements, including the number of staff managing the projects, as well as the number of partnership meetings held.

Despite of these differences, in general terms the coordinators and partners were happy with the arrangements and achievements. Nevertheless, important lessons were learned about cohesion within partnerships, management of tensions, the time required to build up effective partnerships and about the partners that should be included in projects dealing with employment, education and integration of young people.

- The mutual learning events were considered as 'very useful' or 'useful' by all the attending project coordinators. The opportunity to get to know other projects and their leaders, opportunities to exchange experiences, possibility to exchange information about problems faced and strategies for solving them, were mentioned as the most important benefits.
- The administrative requirements were seen as complex by many participation organisations, especially those with limited or no experience in managing EU funded projects. In this regard, a more active involvement of project leaders, or experts acquired by them, in supporting their partners with administrative difficulties and questions could have eased the implementation of some projects.

In terms of length of the pilot implementation period, those countries that are planning for further pilots in this field are recommended to take into consideration the feedback from the project coordinators who expressed preference for a longer implementation period than the current 12 months; there was a fairly common consensus among the partners and project coordinators that the 12 month window did not leave sufficient time for partnership formation, the design and planning stage, the implementation in terms of depth and length of interventions required by the more vulnerable members of the target group, follow-up and awareness raising efforts. Projects that built on existing working relationships were able to progress more quickly into the implementation of the activities. However, most referred to a period of 15-18 or even 24 months as a more suitable option, giving more time both for preparation and reflection/analysis.

On the other hand, the shorter period prompted projects to take quick action with early results available to support the implementation of the national/regional Youth Guarantee schemes.



## 10 Assessment of complementarity and added value

The assessment of the individual pilot projects in relation to complementarity and added value refers primarily to the extent to which they have achieved volume, scope, process and learning effects. Specifically, this section will explore structural outcomes of the pilot projects as well as practices with most 'sustainability' potential. The added value of individual projects funded will also be discussed.

This information, together with information already provided in earlier sections, will lead into the assessment of complementarity, especially in relation to volume, scope, process and learning effects related to the Preparatory Action as an intervention.

Figure 21. Research questions and judgement criteria for the assessment of complementarity and added value

Pilot project level assessment		Intervention level assessment	
Research questions	Judgement criteria	Research questions	Judgement criteria
<b>Volume effects:</b> Did the pilot projects 'add' to existing action or directly produce beneficial effects that can be expressed in terms of volume?	Evidence of quantifiable outputs and outcomes (already addressed by previous sections of the report)	Volume effects Scope effects Process effects Learning effects	Evidence of quantifiable outputs and outcomes New target groups included New policy areas addressed Innovative aspects of the pilot projects Lessons learned Organisational benefits (as addressed in previous sections)
<b>Scope effects:</b> Did the pilot projects 'broaden' existing action by addressing groups or policy areas that would not otherwise be addressed?	New target groups included New policy areas addressed		
<b>Process effects:</b> Did the pilot projects deliberately support innovations and the transfer of ideas that are subsequently 'rolled out' in different contexts?	Structural outcomes		
<b>Learning effects:</b> Did the pilot projects lead to MS administrations and participating organisations derive benefits from being involved in action?	Added value and lessons learned (section 12) Organisational benefits (addressed in previous sections)		

Source: ICF, 2014, on the basis of Terms of Reference

### 10.1 Structural outcomes

Most pilots sought to undertake some level of structural reform with the hope of achieving lasting positive changes to the way in which youth services are delivered. These can be divided into three groups (see Figure overleaf):

- Service improvements (by improving existing or creating new)
- Tools
- Policy influence

Figure 22. Main types of structural outcomes

SERVICE IMPROVEMENTS (new or improved services)	TOOLS	POLICY INFLUENCE
<ul style="list-style-type: none"> <li>• Youth Guarantee delivery models</li> <li>• Dedicated youth employment agencies</li> <li>• New models for supporting unemployed/inactive youth</li> <li>• ESL/STW improvements in schools</li> <li>• Staff training</li> </ul>	<ul style="list-style-type: none"> <li>• Toolkits and guidebooks</li> <li>• Training materials</li> <li>• IT/smartphone portals and apps</li> <li>• Database improvements</li> </ul>	<ul style="list-style-type: none"> <li>• New partnerships and networks</li> <li>• Lessons influencing strategies and funding priorities &amp; programmes</li> </ul>

Source: ICF, on the basis of information provided by the pilot projects

### 10.1.1 Service improvements

With reference to the first type, three projects developed and tested activities related to all four key elements of the Youth Guarantee 'process':

- 1) Engagement of young jobseekers (including 'general' recruitment as well as outreach work with hardest-to-reach groups),
- 2) Initial assessment, guidance and advice of participants,
- 3) Labour market integration and matching of young jobseekers with jobs as well as activation and upskilling measures (provision of quality 'offers'), and
- 4) Follow-up of participants.

This included Ballymun, Gijón and Cartagena, learning important lessons about provision of offers and the processes related to each element of the YG 'process', which can be taken into consideration when revising existing Youth Guarantee Implementation Plans. The Ballymun pilot made sure the lessons from the pilot project have been disseminated to those in charge of the national plan through a dissemination conference and associated publications.

Gijón and Cartagena projects did this by setting up new youth activation and employment agencies, of which goal was to serve pilot project and other clients. A decision has already been made to continue the activities and the centre developed by the Gijón project.

#### Examples

Cartagena (ES) project set up a new network which works together to integrate unemployed young people into employment, education or training within four months of leaving school or becoming unemployed/inactive. The 'personalised pathways' addressed the different challenges faced by the young person, social, educational and labour market integration as well as their transition into adulthood. The project successfully brought together all the current resources offer within the municipality. The initial entry point is an Agency specialising in Young People. It is a very supportive environment for the young person and more appealing than any other type of Agency. This welcoming environment played a part in attracting the young person and helped raising awareness of the services that are on offer.

The Gijón (ES) pilot operated around the set-up of a dedicated 'youth employment and activation agency' where advisors and coaches from different agencies were brought together to offer services for young people under 'one roof' (one-stop-shop model). A total of 104 young people joined the pilot of which 93 ended up following the personalised employment plan with a pathway of activities that was set for them.

Several other projects developed methodologies and processes for the provision of new or improvement of existing support services for unemployed and inactive youth, with potential to be used after the pilots. As an example, a more focused and targeted approach to help those furthest from the labour market was developed in Pembrokeshire (UK), with potential to benefit further projects and mainstream activities in the region.

The careers roadshow 'Choices' introduced by the pilot has already been mainstreamed into current and future provision. The Aragón and Avilés (ES) projects designed and tested models for dual systems of education and training. The main longer-lasting outcome of the Veneto project (IT) was a methodology to identify and integrate NEETs and an integration of this methodology to the work of the regional Labour Market Observatory.

**Example: Galicia, ES**

The project developed a methodology for supporting labour market integration of young people from rural areas by promoting and supporting self-employment. The pilot involved initial training on various topics concerning entrepreneurship (e.g. talks by experienced entrepreneurs, site visits, and case study/project assignments), work placements in businesses related to the self-employment aspirations of the participants and individualised tutoring/mentoring in the planning, realisation and launch of business ideas. More than two-thirds of the participants (68%) went on to launch their own business or found a related job following participation in the pilot.

The Preparatory Action also supported pre-emptive work by working with schools and training providers to improve labour market readiness, including employability skills, of young people, as a way of reducing the risk of young people facing unemployment. English schools now have responsibility to track student destinations after compulsory education. Therefore, the activities of all three UK pilots (Croydon, Hartlepool, Pembrokeshire), which all focussed on the ESL and transition arenas, contributed to greater awareness, skills and capabilities in schools to take on this new responsibility.

The longest lasting impact of the Legnago (IT) project may be the structural improvements achieved in co-operation between social services and schools in order to provide a more comprehensive and supportive structure for vulnerable young people and their families. The feedback received from schools and students related to the Alba County (RO) project was so good that the county council intends to look for further funds to continue at least two of the services that were developed under the pilot project: virtual start-ups and career counselling services delivered through Job Clubs.

Finally, a selection of projects sought to achieve post-pilot impact through improved capacity and skills of delivery agents / front-line staff. Teachers and other professionals involved in the Alba County project benefited from training in career planning. In Tuscany (IT) participating PES officers were assessed and trained. As part of the Avilés (ES) project, professional guidance counsellors at the local PES office were professionally trained in coaching. They started to apply their new knowledge and skills in guidance interviews with young people. Some staff related to the Veneto (IT) project were trained on how to use social media to reach/engage with NEETs. The Croydon (UK) project developed a mentor toolkit and delivered mentor training to business volunteers who coached participating students.

**Examples: Neamt County (RO) and Croydon (UK)**

In Neamt County (RO), the staff at the Department for Social Assistance and Child Protection, in charge of young people in state care, were exposed to new working practices related to this target group through participation in the pilot project. This organisation is in a key position to make changes to the way in which young people from this target group are supported into education, training and employment.

In Croydon, mentors were trained employer volunteers and met with their two matched mentees individually on a monthly basis. Towards the end of the project some mentors increased how often they met with their mentee, school requirements permitting, and some even maintained contact with their mentees via email. Each session was designed around the wishes of the mentee and often involve confidence-building and exploring career options that the young person had not previously considered.

### **10.1.2 Tools**

A range of toolkits and guidebooks were developed as part of Preparatory Action. As examples can be mentioned a self-assessment and career planning toolkit (Alba County), a dual education guide for employers (Aragón), employer/education partnership toolkit

(Croydon), revised communication tools and leaflets for different target groups (employers, young people) (Ballymun) and a best practice toolkit (Gijón). The Veneto (IT) project developed an evaluation tool to help employers make recruitment decisions. It has received positive feedback from employers.

**Example: Pembrokeshire, UK**

The Pembrokeshire project worked with youth workers to produce a 'Rough Guide to Work', which explains the social norms and expectations in the work place using a language and style familiar to the young people. This has enabled at-risk young people who are on the verge of leaving compulsory education to have an understanding of what is expected of them during the job search process and in the work place and they are able to talk through their concerns, experiences or preconceptions with someone who is 'independent' of their school and family life.

The Lazio (IT) project has created a smartphone app for young people which shows through games and other ways how the Italian labour market works. The app has been downloaded already over 5,000 times. An e-passport for recording experiences and 'work credits' has been developed by the Croydon project.

**Example: Croydon (UK)**

Croydon project developed a work credit and e-passport to employment scheme. Young people in Croydon will be provided with the opportunity to earn 'work credits'. Work credits can be earned through any kind of work (paid or voluntary), i.e. a Saturday job, paper round, community service, traineeship. The credits will be formally recorded in the 'e-passport to employment' which will be provided to an employer at the job application stage or interview. The work credit scheme is a means of formalising work experience or work-based learning undertaken during a young person's time in education, which is then linked to tangible employment opportunities upon leaving education.

Unfortunately, due to delays in the technical development of the tool, it was not available for pilot project participants but can benefit young people in the area in the future.

Improvement and sharing of databases with information on young people generally or NEETs was an important goal of a number of projects. In Tuscany (IT), the attempted triangulation of existing databases revealed the true situation in the region in relation to lack of data, which had not been discovered before. However, a database of companies that expressed an interest in having trainees and site visits was drafted.

The Cartagena (ES) project created databases that all partners could use to capture and share information. These systems did not exist prior to the pilot and they will be continued post-funding as they have been so successful. Similar improvements were achieved in Pembrokeshire. In Neamt County (RO), an online platform for companies to register interest to offer traineeships for young people from the state care system was created and continues to be available.

### **10.1.3 Policy influence**

A number of the partnerships and networks created have continued or are planning to continue collaboration informally or formally through other projects. This includes the local implementation partnership in Ballymun (which will now use the Youth Guarantee approach to address unemployment among other groups featuring higher than average levels of unemployment), the Youth Guarantee Working Group in Hartlepool, observatories on NEETs in Legnago and Veneto and a new network of school-level professionals comprising mainly of vocational counsellors and school managers (Alba County).

**Example: Legnago, IT**

As part of the Legnago project, the partners established an 'Observatory'. This new approach brought together the local authority, schools, social services and others to explore the issues that young people face. It aimed to provide a platform for organisations to share knowledge and transfer learning points. The observatory explored the different languages and terms used and established a common lexicon concerning youth issues that all partners and related organisations can use. This was an important basis for future discussions. In addition, it published research on the problems facing young people in the region that has

been disseminated to others. Lastly, the observatory shared and promoted the work of the pilot project to wider networks.

The observatory is to continue after the project has ended.

The lessons from the Pembrokeshire project have fed into the Youth Engagement Framework in Wales and future ESF work. Lessons from the Ballymun pilot have been disseminated to the partners responsible for the revision and implementation of the national Youth Guarantee scheme.

#### **10.1.4 Challenges**

Despite of the great potential of many tools, services and partnerships created, it could be argued that some projects worked too much in a 'project-based' isolation focussing on the delivery of the project without, at the same time, considering and planning for securing the sustainability of the actions beyond the lifetime of the project. This was sometimes evident from the lack of early planning for post-pilot sustainability. Several projects also struggled with the engagement of employers, hence negatively affecting the future of the services created, given the central role of employers as providers of placements and jobs for the members of the pilot project target groups. Some of the other projects, such as Miechów pilot, struggled to keep the momentum going, demonstrated by the shutdown of the local partnership and failure to involve employers in it.

#### **10.2 Added value**

Added value refers to the value resulting from the Preparatory Action as an EU intervention which is additional to the value that would have been otherwise created by Member State action alone. The assessment is based on the views of interviewed project coordinators, partners and experts.

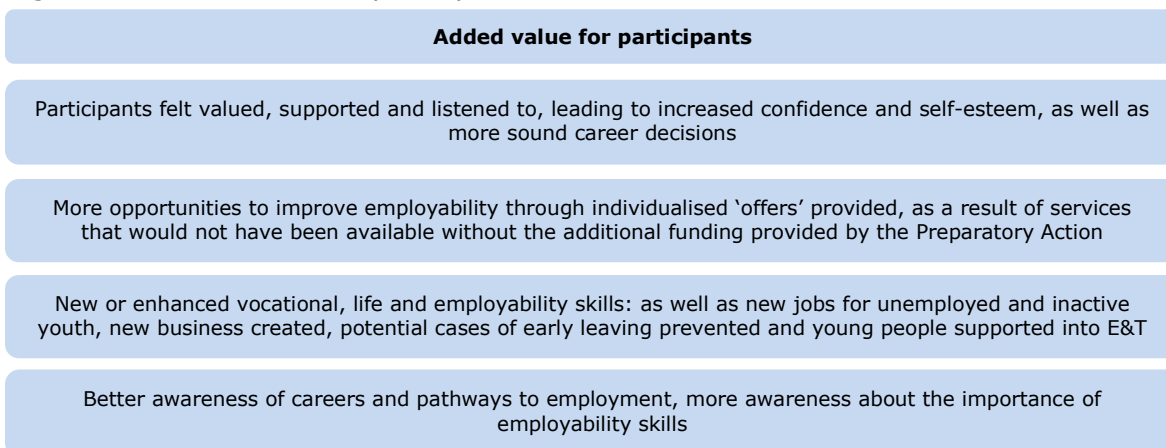
The pilot project level added value has been categorised into two main categories:

- Added value for participants
- Added value for the participating cities and regions, including participating organisations

As could be expected of projects targeting young people, many of the most cited items of 'added value' from the Youth Guarantee pilot projects related to young people. First and foremost, the projects contributed to improving young people's transitions from education and unemployment, to employment. In Pembrokeshire (UK) and Lazio (IT) for example, the mentoring young people received, especially in relation to guiding, helping and supporting through the job-search process, contributed to facilitating the transition between school and the next step. Similarly, in Vilnius (LT) the provision of work placements and motivational seminars for young people was a stimulant to encourage and facilitate their transition from unemployment to employment. Additional value was given the fact that the projects increased their participants' awareness of the different pathways available to them (e.g. Alba County, RO).

Another important element of added value was the fact that most services would not have been available to this target group without the funding provided by the Preparatory Action; the services considerably increased the availability of individualised support. The individualised support offered particular added value in that it proved flexible to each person's needs and expectations and allowed for more tailored solutions (e.g. Ballymun, Valencia). In Hartlepool (UK), the extra support provided by the project was perceived by young people as an opportunity to finally evolve in an environment where they felt people listened to them, were interested in their future and were ready to provide support for their choices. In Pembrokeshire (UK), 120 work-related qualifications were gained by the participants, which would not have been delivered without the funding.

Figure 23. Added value for participants



Source: ICF, on the basis of information from project coordinators and partners

The second most cited type of added value related to the opportunity to develop and test new and innovative approaches related to the Youth Guarantee, including practices, methods, networks, data, intelligence and tools that can be used even after the end of the Preparatory Action to deliver services and support policy making. More specifically, a number of projects indicated that the implementation of the Youth Guarantee pilot encouraged them to develop new methods and tools to deliver their services, and while the project partnerships themselves may or may not carry on, these will continue to be used. In Avilés (ES) and Ballymun, for instance, there is an interest to transfer the methodology developed to projects and services aimed at other target groups. Indeed, in Ballymun (IE), now that the number of unemployed youth in the area has reduced (29% reduction in the number of young people registered as unemployed, against the national reduction of 19%), the available resources will be used to provide services in the same structure and manner to other target groups facing higher than average levels of unemployment.

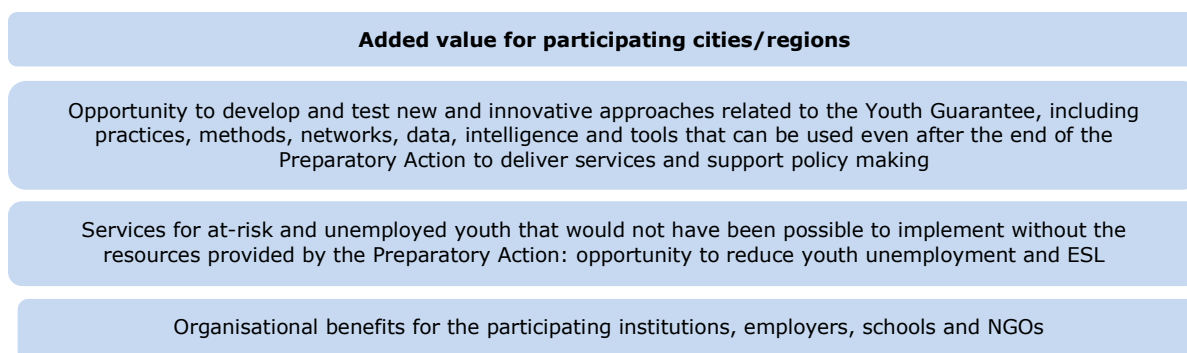
Similarly in Legnago (IT), the participating schools are looking at ways to include the activities developed for the pilot in their mainstream methodologies and curricula. The participating social services have also taken on lessons they learned as part of the pilot about more holistic approach to supporting at-risk students (for example through joint meetings with social services, schools, students and parents) and about the value of better monitoring data. The partners of the Tuscany (IT) project are planning to draft a methodological article on the definition of NEETs to be used by PES to tailor their services to this target group.

Secondly, the vast majority of the projects indicated that they could have never developed or tested the structures they did, had they not received funds from the Preparatory Action. In Cartagena (ES), the EU funds specifically contributed to establishing and consolidating a network dedicated to education, training and employment of young people, bringing together public actors from all different levels of government as well as employers and NGOs, as well as trialling the new Youth Guarantee model with three different target groups. The Neamt Country (RO) project created a whole new vision on how to support social integration of youth who are due to leave the state care; the new approach is based on offering individualised support that takes into consideration specific needs and expectations of each young person, aiming to enhance employability of youth while providing specialised career counselling, training and mentoring in the work environment.

The added value of establishing partnerships across a wide spectrum of organisations and sectors also regularly emerged from the interviews as a key point, mirroring the findings highlighted in previous sections. In Gijón (ES), the added value was found in a first time cross-administration partnership in the specific field of youth policy. In Legnago (IT), the previous system in place for dealing with young people at risk of ESL was mostly linear,

prolonged and inefficient, and it was the pilot project that demonstrated that a coordinated and simultaneous response from different actors involved in the issue was much more proactive and efficient.

Figure 24. Added value for participating cities/regions



Source: ICF, on the basis of information from project coordinators and partners

### 10.3 Overall assessment of complementarity and added value

This section summarises some of the points raised throughout the report regarding complementarity and added value of the Preparatory Action as a policy intervention, especially focussing on the four key effects.

**Volume effects:** Did the Youth Guarantee Preparatory Action as an intervention 'add' to existing action or directly produce beneficial effects that can be expressed in terms of volume?

This objective was met:

- Positive employment (including self-employment) and educational outcomes, described earlier in the report, have been expressed in terms of volume, including the total number of new jobs, work placements, education and training opportunities and new businesses created. Overall, these outcomes are positives, albeit the performance of individual pilot varied in terms of their success in achieving quantifiable outcomes. Key features of partnerships in relation to the number and type of partners involved have also been expressed in terms of volume.
- The Preparatory Action produced a number of materials to support the development and implementation of larger Youth Guarantee schemes, including a monitoring and evaluation guidebook for the organisers of YG pilot schemes, a lessons learned report, thematic case studies and a broader assessment report.
- The Preparatory Action funded training and mutual learning opportunities for pilot project coordinators in order to facilitate networking and exchanges of experiences.
- The Preparatory Action funded an organisation of a large dissemination conference, which was attended by an audience of over 170 individuals including press, pilot project coordinators, national YG coordinators, ESF managing authorities, social partners, NGOs and other interested parties.

**Scope effects:** Did the Youth Guarantee Preparatory Action as an intervention 'broaden' existing action by addressing groups or policy areas that would not otherwise be addressed?

This objective was largely met as the Preparatory Action enhanced 'existing action' in the following ways:



- It is the only dedicated EU fund to support the piloting and development of local and regional partnerships for Youth Guarantee schemes, combined with opportunities for the pilot coordinators from across the EU to meet to exchange experiences.
- A small number of funded pilots developed a comprehensive Youth Guarantee model to trial the functioning of the Youth Guarantee in terms of promising an offer of education, training or employment within a four month period, thereby providing important lessons for the implementation of larger schemes in these and other EU countries.

The results towards the objective could have potentially been further enhanced by requesting more concrete links between pilots and national youth guarantee plans / YG coordinators at the application stage and/or expecting the pilots to test bigger parts of the YG model; the fund allowed the test of the whole model or only parts of it and several pilots focussed on active labour market measures which could have been funded through other programmes too.

**Process effects:** Did the Youth Guarantee Preparatory Action as an intervention deliberately support innovations and the transfer of ideas that are subsequently 'rolled out' in different contexts?

This objective was partially met as the Preparatory Action supported innovations and the transfer of lessons through following means:

- By funding pilot activities which could not have gone ahead without the means provided by the Preparatory Action due to lack of national/regional/local funds; and
- By directly supporting the transfer of knowledge by requiring pilot projects to undertake dissemination activities, organising mutual learning opportunities for the pilot project coordinators, funding a large EU-wide dissemination conference and ensuring that the lessons are captured through case studies, a lessons learnt report and an assessment report

The results towards the objective could have potentially been boosted by requiring the pilot projects to link up in a more concrete manner with (higher levels) of authorities in charge of future funding and policy decisions.

**Learning effects:** Did the Youth Guarantee Preparatory Action as an intervention lead to MS administrations and participating organisations derive benefits from being involved in action?

This objective was met. The lead and partner organisations benefitted from the implementation of the pilot projects in three main ways:

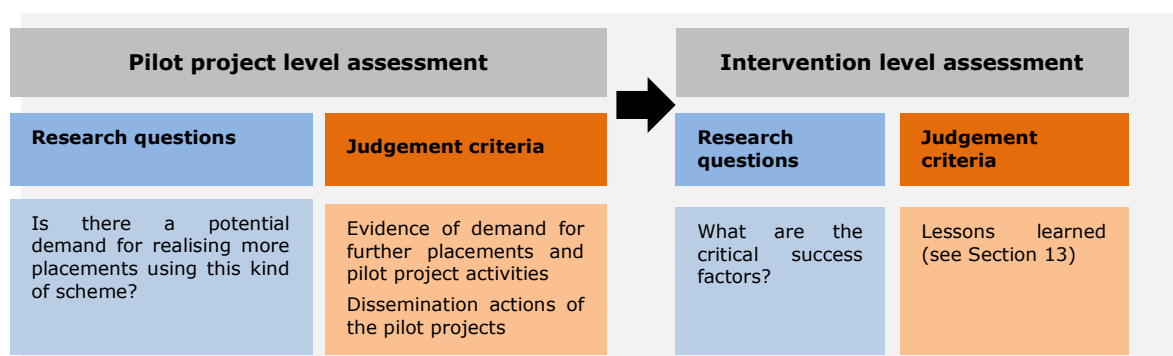
- The pilots facilitated the development of new networks, relationships and information sharing exercises that had not been initiated previously.
- They also provided the opportunity for these organisations to improve their functioning by increasing the capacity and skills of their staff, facilitating better intra-organisational communication and expanding the tools and expertise at their disposal for tackling youth unemployment.
- Cross-project collaboration was also encouraged through mutual learning opportunities organised and funded for the pilot project coordinators. Furthermore, their monitoring and evaluation skills were boosted through a dedicated monitoring & evaluation seminar for pilot project coordinators. These activities led to non-facilitated exchanges of experiences and visits between the pilot projects.

There is evidence of some individual MS administrations having taken on lessons of the pilots into consideration in the drafting or implementation of new ESF funding priorities and youth policy strategy documents. The dissemination conference was used as an opportunity to urge more stakeholders in countries where the pilots were funded to consider the lessons and support the upkeep and mainstreaming of the new models and practices developed.

## 11 Assessment of potential

The assessment of 'potential' centred on an assessment of demand for pilot project activities during implementation and in the future. It also involved an assessment of their dissemination plans. The main thematic lessons from the Preparatory Action are listed in Section 13.

Figure 25. Research questions and judgement criteria for the assessment of potential



Source: ICF, 2014, on the basis of Terms of Reference

### 11.1 Demand for project's activities after the pilot and future plans for sustainability

The following table provides an overview of the main activities that will be continue beyond the pilot project as well as the steps and conditions necessary for this to happen. This is based on the availability of information during last month of each project's implementation period. Only one project has indicated specifically what activities will not continue (Galicia).

There is generally a high interest, in the countries/regions where the pilots took place, to continue and scale up the activities that were implemented as part of the pilot projects. It appears, however, that the main issue for most of these projects is available funding beyond the pilot; for example, the projects in Gijón (ES), Galicia (ES), Legnago (IT), Vilnius (LT) and Neamt County (RO) have indicated that they are currently trying to find alternative funding solutions.

There are, however, a number of ways in which project activities may continue in the future, for example:

- Continuation of pilot project activity through mainstream funding which has already been identified: for example, Gijón (ES) and elements of the Ballymun (IE), Pembrokeshire (UK), Valencia (ES), Cartagena (ES), Aragón (ES), Galicia (ES) projects.
- Inclusion of elements of the project in future provision, including ESF. This is the case in Pembrokeshire (UK), Valencia (ES), Cartagena (ES), Lazio (IT), Legnago (IT), Alba County (RO), Neamt County (RO), Miechów (PL).
- In some projects there is evidence provided that the learning from the project is being or may be incorporated into mainstream services, for example: Avilés (ES), Ballymun (IE), Veneto (IT) and Vilnius (LT).

Where structures have been established which may be maintained at low/no cost these are recognised by projects as of value and may be maintained (for example: Avilés (ES) and Neamt county (RO)).

Table 44. Continuation issues identified by pilot projects

Project	Demand for continuing activities	Planned continuing activities	Conditions required for continuing activities
<b>Group 1</b>			
Alba county (RO)	The demand for services targeting young people similar with those provided in this pilot project is very high, especially in the case of localities with poor employment opportunities where there is a higher risk for school leavers to become unemployed or inactive	Alba County Council intends to continue the two activities that had the biggest success, namely the virtual start-ups (to be established in other schools from the county) and the counselling and vocational services (currently, very poor developed) delivered within the job clubs.	Key conditions for scaling up these activities include extra funding for organising the virtual start-ups and extra staff resources for counselling. Extra human resources are necessary for the counselling
Hartlepool (UK)	There was agreement between all partners and the project coordinator about the future need / demand for project activities. Hartlepool is the 5th most deprived town in the country and it was also mentioned that the NEET rate is exceptionally high therefore there will always need support	Using the support model to make earlier interventions on young students who are at risk of disengaging	Key debate: what can schools realistically offer in the future and what funding will be available
Lazio (IT)	Partners agree that there is demand for continuing the services.	All partners and schools involved in the pilot will be assimilated in the Youth Guarantee project for the Lazio Region.	N/A
Legnago (IT)	The continuing need for similar activities are evidenced through a commitment to continue elements of the project.	Schools are planning to include activities in their curricula. Social services will also be attempting to provide a more holistic approach. Social services are looking on how to build a monitoring system in their projects.	Considering funding practicalities at present. No extra funding assigned.
Neamt county (RO)	There is agreement among partners that there is demand for these type of activities to be continued.	The delivery method will continue with Department for Social Assistance and Child Protection to offer more tailored services Online platform for companies that offer opportunities for youth to participated in mentoring sessions in real work environments will continue The two training courses provided to young people – IT and communication – will not continue	A key condition is the further involvement of all the Departments for Social Assistance and Child Protection and NGOs that are close to the economic sector
Miechów (PL)	There is a demand for the career counselling in Miechów ('schools are asking if it will be continued').	In schools where it already existed, it will continue but on smaller scale. Schools where it was not present before pilot, might get discontinued or provided on a much smaller scale Through the 2007-2013 ESF funding, some of the activities present in the pilot had already been scaled up across Poland. Developed career counselling materials will have to be uploaded on the website to continue being	The partners are rather sceptical about the future of the LCYCD. Beyond the Pilot there were no other meetings or activities. Partners are looking for additional sources of funding but the main source (ESF) may not be available for all schools. There is a demand for

Project	Demand for continuing activities	Planned continuing activities	Conditions required for continuing activities
		<p>used. The examples of the "Azimuth"<sup>61</sup> (and the Pilot<sup>62</sup>) suggest that beyond project length the access to the developed programmes is very limited.</p> <p>Since similar career counselling materials were developed also in ESF funded projects the best way of utilising them would be gathering all developed products and placing them on one website. The best would be website created by National Centre for Supporting Vocational and Continuing Education (NCSVCE)<sup>63</sup> within project „Developing a model of career counselling and web-based system providing educational and professional information<sup>64</sup>“. The Managing Authority and Intermediate Body of Human Capital Operational Programme would have to oblige the NCSVCE to update the content of their website and commit it maintain it throughout 2014-2020 programming period.</p>	<p>the career counselling in Miechów ('schools are asking if it will be continued'). DG EMPL has to negotiate with 16 regions that this type support will be provided in years 2014-2020 and allow it to cover also general upper secondary schools.</p>
Pembrokeshire (UK)	There is agreement among partners that there is demand for these type of activities to be continued.	<p>The Choices careers events incorporated into mainstream provision &amp; led by Careers Wales</p> <p>Mentoring &amp; framework approach incorporated into future ESF tenders</p>	N/A
<b>Group 2</b>			
Aragón (ES)	There was agreement between the lead of the project and all partners on their willingness to continue collaborating in the future.	Some partners already plan to include methodology & products from the dual-training pilot into their activities	N/A
Avilés (ES)	The continuing need for similar activities are evidenced through a strong commitment to continue elements of the project, with key learning disseminated among public organisations.	<p>Structure established for the pilot will remain &amp; continue promoting ideas and initiatives stemming from the pilot</p> <p>Methodology &amp; lessons learnt have already been transferred to the public organisms</p>	N/A
Ballymun (IE)	<p>Demand across the country is high, especially given the commitment to the national youth guarantee plan.</p> <p>Significant commitment among local partners</p>	Several activities will continue in Ballymun, both among young people and other target groups. Extra resources which are freed due to a lower number of unemployed youth will be used to deliver a similar service package among other target groups.	National YGIP to take into consideration the lessons from the Ballymun pilot: though some scepticism among partners whether the lessons will be implemented
Cartagena (ES)	The network set up through the project will continue as a result of the demand for the services provided.	<p>Network will continue with more coordinated support &amp; shared information</p> <p>The practice guide will continue to</p>	N/A

<sup>61</sup> Developed 'on-line platform' was not sustained.

<sup>62</sup> The Pilot's website was hacked.

<sup>63</sup> <http://www.doradztwozawodowe.koweziu.edu.pl/>

<sup>64</sup> In PL: Opracowanie modelu poradnictwa zawodowego oraz internetowego systemu informacji edukacyjno-zawodowej

Project	Demand for continuing activities	Planned continuing activities	Conditions required for continuing activities
		be used by guidance counsellors	
Galicia (ES)	Partners have identified a clear demand for this type of pilot particularly in Galicia that has a high percentage of rural territories.	Request to carry on with activities, in particular continue to provide support to young people who have developed their business project.	Funding is the main issue: regional authorities involved in the pilot were looking at potential funding alternatives.
Gijón (ES)	There is agreement among partners that there is demand for these type of activities to be continued - this is referenced through a strong commitment to continue elements of the project.	The project coordinator confirmed that the project will continue in 2015. They are currently considering the funding options, but most of the activities could be carried out with the current resources.	Considering funding options but most activities could be carried out with current resources City council will finance again subsidised work placement activities
Tuscany (IT)	Partners believe that there will be particular demand for services for NEETs.	What is funded will depend on funding and administrative restructuring of the provinces and PES services.	This is dependent on funding and administrative restructuring of the provinces and PES services.
Valencia (ES)	The continuing need for similar activities are evidenced through a commitment to continue elements of the project.	The information point at the Institut Valencia de la Joventut Generalitat Jove will remain available for young people. The institute will be involved in a new programme targeted to increase the employability of young people in risk of social exclusion. The knowledge gained through the pilot project will help to improve the itineraries and the activities for the specific target group.	N/A
Veneto (IT)	The fact that the Veneto region has decided to fund the project in future is evidence of the demand for the project.	Will not be possible to continue all the services provided under the pilot for funding reasons but lessons will be drawn and used for the regional Youth Guarantee.	N/A
Vilnius (LT)	The demand for project activities to continue is high. The project manager reported being contacted by employers from other regions in Lithuania asking when the project will start similar activities in their regions as well.	There are currently discussions on how to continue such activities in the future without the pilot funding.	In the absence of the pilot funding it may be more difficult to provide similar services.

## 11.2 Concrete plans for dissemination

Dissemination is the process of publicising lessons from activities through reports, events, papers etc. Mainstreaming is the process through which lessons from the activities are adopted by policy makers or other practitioners, in other words, having an organised approach to inform policy and practice. Pure dissemination will not automatically ensure that learning from projects is mainstreamed. Mainstreaming the outcomes of the project normally requires genuine stakeholder involvement and could differ from those organisations needed to 'implement' the project.

The table below presents an overview of the different actions that were taken to disseminate the results and lessons learnt through the Youth Guarantee pilot projects. It also indicates an assessment of the efficiency of the dissemination plans and whether

collaboration with the national youth guarantee coordinator has taken place/has been foreseen.

An analysis of the table reveals that for the most part, the dissemination activities consisted of two main elements:

- The organisation of a large event/conference, attended by all the partners and the general public; and,
- Media coverage. This included awareness rising activities for potential participants and businesses to become involved in provision of support.

Additionally, good practice guides have been produced to disseminate the project results and lessons learnt (e.g. Alba, Aragón, Ballymun, Croydon, Galicia, Gijón), whilst in Legnago some activities were filmed and are now being distributed as a short documentary to share the good practices.

Three ways were identified which could have made specific dissemination activities more effective:

- In some cases more dissemination could have taken place within partner organisation, across town as well as on a more regional and national scale.
- In other cases the lack of earlier dissemination to raise awareness of the pilot was noted, as well as the lack of young people's voices in the dissemination activities.
- Whilst generally the dissemination activities were seen as being positive and effective, more could have been done to disseminate to public employment services who could really benefit from the findings of some pilots.

It is, however, also noted also that there was relatively little use of social media across the range of projects (despite of some notable exceptions), there may have been possibilities to use social media as a means of raising awareness among potential participants and potential providers / partners.

Finally, very few projects mentioned anything regarding their contact with the national Youth Guarantee Coordinator. In Romania (Alba county and Neamt county), there has been a small level of work and coordination, whereas in the UK (Hartlepool and Pembrokeshire) contact with the coordinator has been either minimal or absent. In Miechów (Poland), whilst there is contact with the Youth Guarantee Coordinator, the project report indicated that the way in which this is set up and approached – that is, the project is based on a pre-emptive approach whilst the committee where the Coordinator works functions on a reactive approach to the NEET problem – meant that contact did not bring particular added value to the project.

*Table 45. Dissemination issues identified by pilot projects*

Project	Dissemination activities	Potential for improvement	Contact with Youth Guarantee coordinator
<b>Group 1</b>			
Alba county (RO)	The Council intends to continue organising seminars for disseminating the results and lessons of the pilot project. The dissemination activities will target local institutions, employers and young people.	The dissemination plan was considered as being very effective by the organisations involved in the project. The activities facilitated the openness of employers to receive students in apprenticeship, internship and study visits.	The project manager will send his conclusions and a summary of the project results to the national youth guarantee coordinator.
Hartlepool (UK)	Large event took place October 16 <sup>th</sup> to promote young people's experience – large regional media coverage, over 100 businesses notified as well as all schools in the area	Further work could have taken place to disseminate the project internally within partner organisations, within the town and on a regional / national scale. More strategic links could have	Yes but only at early stages. It would have been useful to also have contact throughout the project.

Project	Dissemination activities	Potential for improvement	Contact with Youth Guarantee coordinator
		been made on a regional level to increase the likelihood of this approach being rolled out in other areas – for example, it wasn't explained if the project has been mentioned at regional meetings for careers, advice and guidance or council meetings.	
Lazio (IT)	The lead partner shared outputs, mid-term outcomes and lessons of the pilot project with relevant authorities (i.e. Lazio Tuscany and Veneto Regions, and Ministry of Labour and Social Policies).	N/A	N/A
Legnago (IT)	The schools are disseminating the activities implemented and documented with videos. Additional dissemination activities are being discussed with the students.  The lead partner is working with employers organisations to identify methods of dissemination of the project.	N/A	N/A
Miechów (PL)	The project was promoted on seminars organised in 7 cities in Poland. A total of 600 people took part in them.  The seminars were organised in cooperation with two high education institutions, one NGO and IT company.  The seminars were held under the auspices of: the Ministry of Labour and Social Policy, Marshal's Office and two education offices.	N/A	Meritum is a member of a committee for implementation of Youth Guarantee in Poland. As part of the committee the project provider has a chance to collaborate with the national youth guarantee coordinator. However, the project has a pre-emptive character (youth at risk), whilst the actions of the youth guarantee coordinator are reactive to the problem (NEET). Therefore the voice of the project provider is not taken into consideration at the committee.
Neamt county (RO)	The institute of Prefecture is the partner responsible for dissemination activities. It created a concrete Plan of dissemination that included the dissemination of the printed Methodology among many public institutions from the local level, civil society and companies.  The methodology will also be posted on the website of the Chamber of Commerce and Industry in order to be consulted by many other partners.	The Dissemination Plan is appropriate and effective for promoting the project and increasing awareness on the problem of young people leaving state care.  Not sufficient attention has been given to the public employment agency that could have been better targeted by the dissemination campaigns.	Project Coordinator communicated with the national youth guarantee coordinator about the objectives and progress of the pilot project. The project coordinator also sent recommendations for the future scheme and expressed her openness for further collaboration.
Pembrokeshire (UK)	The project has been disseminated through education networks, this includes cross county working groups for 11 – 25 Executive Boards.  It has been shared with Communities First. A news story about the enterprise activities (the girls' stand at the farmers' market) was in the local paper.	It would have been useful to have established some sort of dissemination / publicity plans early on in the project that covered things like social media, website, key messages and key audiences.  This should have included messages and vehicles to inform young people about the project – and in the later stages of the project, it could have also included the input of young people- e.g. to update social media.	The project has not been in touch with the national youth guarantee coordinator

Project	Dissemination activities	Potential for improvement	Contact with Youth Guarantee coordinator
<b>Group 2</b>			
Aragón (ES)	Final dissemination conference took place on 22 <sup>nd</sup> December to share the activities carried out and to promote young people's experiences.	N/A	N/A
Avilés (ES)	Large dissemination event took place on 27 <sup>th</sup> November to promote young people's experiences and disseminate the results of the evaluation. Attended by all partners and general public.	N/A	N/A
Ballymun (IE)	Large dissemination conference in March 2015. Several publications, evaluations and lessons reports, published and disseminated.	N/A	Yes, on-going
Cartagena (ES)	End of project seminar and workshops to discuss lessons learnt. The Regional Working Group for the Youth Guarantee has shared the experience of the project and is ensuring that it is being taken into account in the design of the YG scheme in the Region.	N/A	N/A
Galicia (ES)	The pilot developed a Good practice guide to reflect the learning from the project. Organised the first Conference on youth entrepreneurship and rural territories that brought together professionals and experts as well as current and potential entrepreneurs to harness local potential, support entrepreneurship efforts in rural areas and facilitate networking. It is expected that this conference will have future editions.	N/A	N/A
Gijón (ES)	Large dissemination conference took place on December 3 <sup>rd</sup> , where all partners and general public attended. The Project also attended a conference organised by Euroma.net in Vienna in November, where they present the pilot Project and discussed the possibilities of cooperation within this specific sector. The project produced a document of good practices based on their visits to other projects. All partners have disseminated the project through their networks	N/A	N/A
Valencia (ES)	Final conference with all partners and general public to present the project and share the results of the final evaluation.	N/A	N/A
Vilnius (LT)	Organised the final conference. The results are publicised in the media and the websites of project partners.	N/A	N/A

### 11.3 Overall assessment of potential

Overwhelmingly, the number of potential participants to the pilot projects exceeded the number of places. This, together with project coordinators' and partners' assessments



and general levels of youth unemployment in the host communities, indicate a strong demand for the activities and services developed by the pilots.

However, the plans for scaling up are restricted by difficulties in identifying funding to continue all parts of the pilots. It is also important to bear in mind that many pilots worked primarily with young people from disadvantaged backgrounds. The Youth Guarantee, when implemented at national (or regional) level, works (typically) with a much more a diverse group of young people who vary in their level of labour market readiness.

In terms of dissemination, future projects could/should be required to demonstrate already at the application stage how the planned outputs and outcomes are sustainable and how the learning gain will be captured and contribute to best practice.

## **12 Conclusions**

This report has demonstrated that the European Parliament Preparatory Action on the Youth Guarantee has developed and tested activities related to all four key elements of the Youth Guarantee 'process': 1) Engagement of young jobseekers (including 'general' recruitment as well as outreach work with hardest-to-reach groups), 2) Initial assessment, guidance and advice of participants, 3) Matching of young jobseekers with jobs as well as activation and upskilling measures (provision of quality 'offers'), and 4) Follow-up of participants. The pilot projects funded by the Preparatory Action also supported pre-emptive work by working with schools and training providers to improve labour market readiness of young people, as a way of reducing the risk of young people facing unemployment. The pilot project activity led to an increased range of opportunities available to the target group in pilot communities, especially in relation to one-to-one guidance, mentoring and advice.

In concrete terms, the Preparatory Action involved 3,300 young people mainly from disadvantaged backgrounds in a range of activation measures aiming to support their transition to positive post-school outcomes or helping them to access employment. Some 330 at-risk youth in areas of exceptionally high youth unemployment found employment following their participation in the pilots. The new business creation expectations were exceeded with potential for over 100 new businesses. Over 1,700 young people were supported into further education or training and nearly 500 potential cases of early school leaving were prevented. In less tangible terms, the participants valued having someone who took time to listen, who cared about their situation, and gave them confidence that they were not alone.

The pilot projects, which had the specific goal of testing the capacity to provide a good quality offer of employment, education, training or traineeship within four months, were able to make such an offer to 83-98% of the participants within the defined time period. The main difficulties in securing offers related to the shortage of jobs, the need to increase the volume and range of options available to meet the disparate needs of the client base and finding the right offers of education and training due to the inflexibility of education systems to accept new students throughout the year.

Most pilot partnerships established a broad public-private-third sector structure. The partnership focus facilitated the development of new networks and information sharing exercises that had not been initiated previously. It also provided the opportunity for the participating organisations to improve their functioning by increasing the capacity and skills of their staff and expanding the tools, resources and expertise at their disposal for tackling youth unemployment.

When looking at conclusions to the key research questions, the overall relevance of the target groups, activities and working methods of the projects funded by the Preparatory Action was fairly high when compared with the identified needs and problems. Most pilots however, could have done more to consult with young people, participants or their representatives (such as youth organisations and mentors) before and during implementation. Another area where the individual pilots fell short of expectation was the low number of pilots funded with direct / early established links to national Youth Guarantee plans / schemes / coordinators, which meant that the majority of pilots were working in isolation without concrete plans on how to link the pilot achievements with the design and implementation of larger Youth Guarantee schemes.

The pilots were overall, very successful at meeting their output targets, although some of the targets themselves were low; a number of pilots could have tested their services with a larger and broader group of young people. In relation to effectiveness in achieving outcome targets, apart from some exceptions, the outcomes achieved were positive, especially in light of the challenges faced by their target groups and the short time available for implementation. The funding itself could have been more outcome driven in that many projects only set outcome targets late into the implementation

Overall, without a couple of exceptions, the projects demonstrated efficiency in relation to outputs having been achieved at a reasonable cost. This stems from the comparison of per participant costs with those of similar projects. None of the projects would have gone ahead without the funding provided by the Preparatory Action. The funding came at a time of considerable budget cuts to mainstream and project-based funds to support young people. However, more concrete links to administrations in charge of policy, regulatory and funding decisions could have achieved efficiency savings, in terms of ensuring coherence with regional and national plans and the partnership being able to address (and not only highlight) policy and regulatory barriers. The same applied to building relationships with employers and youth organisations: a significant amount of good work was developed and undertaken in these fields, but the performance across the projects was varied.

### 13 Lessons and recommendations on the implementation of (larger) Youth Guarantee schemes

The aim of this section is to shed light on the key lessons from the pilot projects to inform the set up and implementation of larger (regional and national) Youth Guarantee schemes. The section is divided into three parts. The first part includes an elaboration of 12 key messages. The second one includes three different checklists to support the work of policy makers in the design and management of Youth Guarantee schemes. The checklists are non-exhaustive and purely based on the pilot project rather than wider Member State experiences on the Youth Guarantees.

**MESSAGE 1: The Youth Guarantee is an on-going process of reform and improvement of youth employment services**

The Youth Guarantee is not a one-off reform or a quick fix. The pilot projects showed that the Youth Guarantee should be seen as a process to review and continuously improve the way in which employment and youth services are delivered. In most countries, the implementation requires considerable structural reform, whilst in others it may be enough to focus on enhancing and coordinating existing services and addressing bottlenecks and service access barriers.

The experience of the pilots also suggests that there may be merit in considering the Youth Guarantee activities within a four-stage 'framework/process' (see Figure below). This may help actors to assess the comprehensiveness of the Youth Guarantee scheme they are working on, identify gaps in the service offer and evaluate the reach of the existing activities.

Figure 26. Four distinctive Youth Guarantee stages

Four distinctive Youth Guarantee stages			
Stage 1	Stage 2	Stage 3	Stage 4
<b>Recruitment, engagement and outreach of young people through:</b>	<b>Initial assessment, guidance and employment planning, leading job and activation matching service through:</b>	<b>Direct entry into open labour market, or activation and upskilling measures, through:</b>	<b>Follow up and monitoring, through</b>
<ul style="list-style-type: none"> <li>- PES registration (or registration in a similar entity involved in labour market integration of young people)</li> <li>- One-stop-shops for youth services</li> <li>- Intermediary bodies</li> <li>- Outreach work with hard-to-reach groups,</li> <li>- Online Youth Guarantee platforms</li> <li>- Schools and training providers</li> </ul>	<ul style="list-style-type: none"> <li>- Initial assessment of young jobseekers' skills, competences, qualifications and aspirations</li> <li>- Individual action / employment planning</li> <li>- Career information, advice and guidance</li> <li>- Coaching on job search skills</li> <li>- Job and activity matching and referrals</li> <li>- Career exploration and transition programmes</li> </ul>	<ul style="list-style-type: none"> <li>- On-the-job learning, including apprenticeships, traineeships, work trials, blended models</li> <li>- Mainstream education and training and tailored training programmes</li> <li>- Prevention of early school leaving and disengagement</li> <li>- Preparatory programmes into E&amp;T</li> <li>- Second chance programmes, including activation workshops</li> <li>- Employer subsidies and other incentives</li> <li>- Entrepreneurship support</li> <li>- High threshold services for those with complex personal, social or health needs</li> </ul>	<ul style="list-style-type: none"> <li>- Designated follow-up workers / responsibilities</li> <li>- Gathering intelligence on outputs, outcomes, achievements, successs and challenges in order to develop the service offer</li> </ul>

Source: ICF

**MESSAGE 2. Lessons on the piloting process of Youth Guarantee schemes**

Future pilots in this area should avoid a 'project mentality' which can act as a challenge for sustainability and is indeed a common risk for any funded initiative. This means that the effort is mainly focused on the implementation of the project with little consideration on how those elements of the project that have shown a clear benefit can be sustained after the end of the funding. Sustainability was also too often linked to existence of funding whereas some pilots have shown that even in the absence of additional funding, certain elements developed and tested have proven sustainable.

There is also need to ensure staff continuity in order to guarantee appropriate dissemination of the results and maximise impact. A number of projects (e.g. Cartagena) recruited new staff for the specific duration of the projects, rather than someone from the department with a plan to take the activities forward. Many project personnel also lost their job or were assigned to other tasks the day the contract finished. In the short-term this creates an immediate challenge as the project does not finish at the same time that the contract expires. There are a number of requirements to fulfil to ensure the closure of the project, including the submission of a final report to share the achievements and learning of the project as well as any other evaluation requirements. It also risks not only losing the learning from the project but also the skills developed during the implementation of the project.

It is important that the results of the projects, and ideally the evaluation, are circulated to appropriate personnel and the senior management team. The main benefit of the evaluation will be to know whether the ideas/approaches/services tested with the pilots have worked and to identify the key lessons that should be passed to others (policy makers or practitioners) interested in the same issues. Therefore it is crucial that evaluation results are not filed away and forgotten.

Other recommendations related to the set up and operation of other Preparatory Actions:

- There is merit in ensuring that an award of a pilot project grant – a pilot project that is associated with a very specific or new policy area - is linked to an obligation or a firm expectation for the partnership to link up with a higher level of administration in charge of the policy area / scheme as a way of ensuring its relevance to national / regional priorities and improve the chances for post-pilot sustainability / upscaling.
- There is also merit in considering requirements for the applicants to develop and test a broad spectrum of elements linked to the specific policy area (e.g. in the context of the Youth Guarantee, encouraging pilots to broaden their focus from active labour market measures to other key elements, such as matching or testing of the ability to provide offers within the four month period)
- A slightly longer project implementation period (e.g. of 15-18 months) could have yielded further benefits by allowing more time for preparation, for setting up and consolidating the partnership, stakeholder and target group engagement, provision of additional support for the most disadvantaged members of the target group and a phase for dissemination and mainstreaming of the results. On the other hand, the shorter period prompted projects to take quick action with early results available to support the implementation of the national/regional Youth Guarantee schemes.
- Monitoring of final beneficiary characteristics and outcomes, especially in the longer-term, was not required or always undertaken. Clear guidance on the monitoring and more generally on the level and detail of monitoring expected is needed in order to support better reporting, audit and evaluation exercises.
- The arrangements for monitoring and reporting should be strengthened as part of the application process so that appropriate monitoring and reporting systems are identified and implemented at an early stage. This also helps to ensure that the premise of funding is outcome-driven.
- Consideration should be given to the provision of specific financial allocations for pilot projects to undertake beneficiary follow-up surveys.

***MESSAGE 3: Definitions of 'good quality' offers vary but there was consensus among pilot projects that good quality offers support sustainable labour market outcomes and not only short term solutions***

Those pilot projects involved in the provision of 'offers' to their clients engaged in discussions about the definition of a 'good quality offer' in the context of the Youth Guarantee. There was consensus that the definition is subjective; as 'good quality' can be different for every person and client. The common thread however was that 'good quality offers' should support outcomes that improve the employment prospects of participants in the long-term.

It was also considered that 'good quality offers':

- ...are not just about providing offers for the sake of targets: for example, this means that case officers should not push their clients to start a training course as soon as possible in order to meet their activation target if this course is not related to the career goals of their client.
- ...are not necessary the end of the labour market integration process; sometimes they are just a starting point on a pathway. Indeed, the pilot experiences showed that many at-risk, unemployed youth need a supportive pathway to employment. This may consist of higher than average levels of guidance and counselling, preparatory programmes and other interventions before to an offer of employment, education, training or traineeship can be made.
- ...take into account not only the skills of the young person but also their personal motivations, while also considering the requirements of local businesses.
- ...acknowledge both vertical and horizontal progression opportunities: The pilot experiences especially from Ballymun showed that both vertical and horizontal progression opportunities<sup>65</sup> should be available and recognised, especially when dealing with disadvantaged youth.
- ...are a balancing act: This refers to the challenge of ensuring that improved opportunities for the YG target group do not deteriorate the opportunities of others.

This debate is also related to the challenge of improving the qualification levels of the low-skilled youth when many of their preference is to work – no matter how precarious employment - than study. This finding came across strongly from several pilot projects.

- ...give flexibility to counsellors/advisers in charge of matching to identify and support right solutions. Overall, the case officers should have the flexibility and autonomy to identify the most suitable solutions for their clients, rather than having to rely on the results of a profiling exercise alone, for example. However, they need the right competences to do this as well as support from their managers to find the right balance between fast integration and sustainable activation. A 'discretionary' pot of funding allowing the counsellors to address practical, one-off barriers to participation faced by individual young people (e.g. ability to pay for public transport to attend the project) was seen as crucial by the case managers and counsellors interviewed from Cartagena (ES) and Ballymun (IE) projects.

***MESSAGE 4: The Youth Guarantee should be equally well geared to support labour market ready clients as well as those with some distance to the labour market***

Many pilots worked primarily with at-risk youth and young people from disadvantaged backgrounds, meaning that most pilot target groups included a higher than average share of young people who were not regarded as 'labour market ready'. This gave the

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<sup>65</sup> Vertical (e.g. higher qualifications) vs. horizontal (e.g. qualifications at the same level at which the person already holds a qualification, but in a different field) progression opportunities.

pilot projects an excellent platform to learn and share their experiences of providing quality 'offers' to vulnerable YG participants.

First a lesson about timing. It is important to keep in contact with unemployed youth and have a 'package of services' that can be offered and delivered as soon as they are taken on the Youth Guarantee. Young people become surprisingly easily disengaged and demotivated, especially if they are surrounded by news about high rates of unemployment: the experience of the Veneto project showed that they drop out the programme very easily unless something is offered immediately and a constant communication is maintained.

Second, this group requires a considerable amount of 'hand-holding', in terms of delivery agents dedicating often higher than planned levels of staff time and other resources (e.g. organising transport, providing incentives, making sure the participants wake up to attend job interviews and course, additional interviews/mentoring and motivational work). This is important to make sure the participants attend activities and job interviews, and also to follow up in case of no-shows. Such commitment was one of the key success factors behind high completion rates and positive outcomes of some of the pilot projects.

Finally, non-formal learning as well social and motivation methods such as games, leisure time activities and mentoring were also found to be useful tools that help engage some young people while helping to maintain the interest of others. Offering young people social activities between the more 'formal' activities, along with mentoring, also helped to teach a 'routine' (i.e. having to turn up to a specific location on time).

***MESSAGE 5: Using the right communication channels and language that are relevant to young people is important in getting the message across***

The Youth Guarantee is not yet a well-known concept among young people in most countries and consequently it is not easy for them to understand what is on offer and how to benefit from participating in the Youth Guarantee. Awareness raising thus became a more important task for some pilots than first anticipated, especially those facing challenges in recruiting specific members of the target group. It is clear that even the best-designed employment and support measures will be futile if their target groups are unaware of these services or simply do not see what is in it for them.

The problem related to the need raise awareness about the Youth Guarantee is also linked to the existing barriers around (raised by Gijón and Veneto project for example):

- Mainstream employment strategies, programmes and authorities not sufficiently targeting and tailoring their materials and services for young people, including failing to take into consideration the importance of new social, informal and non-formal communication channels and 'languages' in the lives of young people;
- Mistrust of authorities (including education and training sector) among specific groups of young people; and
- Fragmentation / disintegration of different youth services, meaning that communication activities have to be repeated and time/money is wasted.

Thus, an effective communication strategy has the potential to yield multiple benefits for Youth Guarantee actors. In addition to engagement benefits, effective communication practice can increase the ability of the Youth Guarantee actors to maximise the impact of their actions through the media and public relations.

Building on the lessons from the pilots, the Youth Guarantee communication materials should avoid complex policy jargon, negative/threatening tone and non-targeted campaigns.

**Examples**

In Ballymun (IE), the local youth organisation re-wrote the invitation letters sent to young people inviting them to attend information meetings about the Youth Guarantee. They changed the tone, language, visuals and content of the letters, yielding significant better response from the Youth Guarantee client group.

In Veneto (IT), the project relied on a team of five university students in communication. They were fully responsible for the design and implementation a comprehensive communication strategy; they worked under the supervision of a university professor and one independent 'professional' commissioned to design the project website.

Similarly, in Gijón (ES), the communication strategy and communication materials was designed by a young local freelance communication professional, with experience teaching disadvantaged young people in second-chance schools in the field of graffiti and design.

Separate communication strategies could be established for different target groups and different media should be used for different segments of the youth population. In this regard, traditional printed materials need to be disseminated in carefully chosen locations depending on the target group (i.e. university campus vs. local youth centre). The social media was used by the pilots to inform and engage both high and low skilled youth and also to communicate with them; and its role is expected to grow in the youth arena. While the pilots had limited involvement in TV and other mainstream communication channels due to the size of the pilots, viral videos were seen as increasingly important and websites are regarded as necessary.

***MESSAGE 6: The one-stop-shop model of gathering front-line staff from a range of services and ensuring Youth Guarantee clients are not sent from one organisation to another helps to retain YG clients in the activation process once initially engaged***

The pilot projects did not gather evidence on the potential cost-effectiveness of one-stop-shop structures but demonstrated advantages related to the clustering of different youth services in one place. It helped with the quality of services (e.g. when employment, education/training and NGO representatives were trained and worked together) and retention, allowing the participants to access most services in one place, rather than being sent off to access different services in different offices in different parts of the city, for example. On the other hand, separating services linked to financial (potential welfare benefits and penalties) and non-financial supporting services was found to be a useful approach when the clients were less likely to associate their case worker with potential (financial) benefits or penalties.

***MESSAGE 7: Reaching out to those furthest away from the labour market is essential if the Youth Guarantee is to apply to all young people***

A number of valuable lessons surrounding outreach activities have emerged from the pilot projects supported by the Preparatory Action.

First, it is beneficial to use different outreach tools and strategies for different segments of the hard-to-reach population. The 18 pilots relied on different methods. For instance, Avilés (ES), Pembrokeshire (UK), Hartlepool (UK) and Ballymun (IE) projects carried out cross-reviews of databases to identify at-risk youth. Avilés (ES), Cartagena (ES) and Valencia (ES) projects made use of local partners, such as youth organisations, NGOs and other community organisations, to reach out to inactive members of the NEET population. Finally, 'street counsellors' to engage with at-risk youth on streets and public places were employed in Gijón (ES) and Ballymun (IE).

**Example: Street counsellors, Gijón, ES**

The two young women employed as 'street counsellors' by the Gijón project were professionals trained in pedagogy and social work and have previous experience working with disadvantaged youth in a local community-based organisation in La Calzada, an old industrial area in the West of Gijón with high rates of youth unemployment.



The two street counsellors carried out 40 hours of outreach work each over a period of 3 weeks. They worked in tandem visiting local hangouts in Gijón (parks, skate parks, squares, job centre, libraries, the beach) at different times of the day, in order to ensure that they covered a range of disengaged young people with different profiles and habits. Being the same age, dressing in the same manner, and speaking the same language as the young persons they were reaching out to facilitated the process of communication and helped to build trust.

The street counsellors referred 54 disengaged youngsters to the pilot project, of which 31 finally registered.

Second, also on the basis of pilot experience, a successful outreach practice embraces the principles and ethos of youth work especially what comes to the relationship between practitioners and young people, voluntary participation and non-judgemental approach that does not exclude anyone. Targets need to be chosen in a careful manner, taking into consideration the background and starting point of the target group, and leave room for celebrating small achievements.

Third, the representatives of outreach workers can also make valuable contributions to the Youth Guarantee partnerships by feeding intelligence about effective practice and on-going feedback about implementation. In Ballymun (IE), the outreach workers and youth workers from the local youth centre were tasked to gather feedback and perceptions of the local youth about the pilot to the partnership as it was expected that they would be more willing to speak truthfully in a non-formal environment with youth workers they trusted and had a longer-term relationships with, rather than officers from the PES, for example.

Finally, outreach work benefits from being formally linked to the Youth Guarantee process, regardless of the delivery model (public vs. NGO), as the recognition sends important messages about its value.

***MESSAGE 8: Strategies for building relationships with employers so as to ensure their buy-in in the Youth Guarantee***

Several pilot projects made considerable improvements to the way in which local employers are approached and communicated with. One of the most effective ways of guaranteeing an employer involvement was through an offer of a *smörgåsbord* ('a varied collection') of different ways to get involved in the Youth Guarantee. This means a broad portfolio of 'light touch' (e.g. from inviting employers to attend career and job fairs, to helping students and jobseekers to improve their job interview skills) as well as more in-depth (e.g. from an offer of short traineeships to apprenticeships) options. Such an approach explicitly recognises that employers have different needs, traditions and motivations as well as limited resources in terms of personnel and time. This type of approach was adopted by the Ballymun (IE) project, which has offered different ways for employers to get involved.

In addition to a portfolio of different involvement options, employer engagement was fostered by appointing one single contact point or person at the local project or PES office with whom employers could communicate with. This person undertook 'outreach work' with local employers, was aware of all support available for them and was able to explain clearly how the involvement in the Youth Guarantee will benefit each company. In Gijón for example, the project staff went from company to company to search for right work placements once they had undertaken assessments of individual participants' backgrounds, aspirations and skills. This, however, was not easy to achieve across projects as many staff lack experience, tradition and training in this field.

Other effective methods tested by the projects include breakfast meetings with employers, awards/hallmarks for participating employers, invitations for employer organisations to re-draft PES / employer communication materials, flagship employer conferences led by leading companies, offer of a free 'recruitment package' (i.e. advertising vacancies, matching candidates, organising interviews, offering preparatory training), and use of personal contacts and networks. The Vilnius (LT) and Neamt county (RO) projects found that the direct involvement of employer representatives in the pilots

lent credibility to activities and ensured the buy-in of the local business community. Some projects (e.g. Pembrokeshire) sought wider impact for example through raising awareness of the role of the public sector in offering work placements for young people and promoting the use of community benefit clauses in procurement.

***MESSAGE 9: The Youth Guarantee cooperation does not come easily but can yield benefits for all parties involved, clients especially***

Working together for the first time is rarely easy but it in itself can be a useful way of building up an effective partnership. Time and resources are needed for such 'building' work, although not all improvements to youth employment services that are implemented on a network basis are costly. This is illustrated, for instance, by the examples of the pilot projects in triangulating databases of different agencies to provide more comprehensive and up-to-date intelligence about the scale and scope of the problem, yielding benefits for all parties involved in the identification, engagement, activation and monitoring of NEETs.

The long checklist later in this section offers key lessons from pilot projects about the formation, management and operation of different types of Youth Guarantee partnerships. Generally, there is no one right model for a YG partnership; local/national needs and structures need to dictate the composition. The funded projects however shed light on many aspects that contributed to the successes in pilot project partnerships.

***MESSAGE 10: Challenge in incorporating preventive and reactive services within the Youth Guarantee framework***

Bringing the preventive measures concerning young people still attending compulsory or secondary education under the Youth Guarantee framework is proving a challenge. The great majority of the funded pilots, apart from noticeable exceptions like the Pembrokeshire (UK) project, worked either within the school sector or with unemployed/inactive youth.

***MESSAGE 11: Levelling the playing field: Ensuring a key role for youth organisations***

Youth organisations played an important part in the pilot projects as advisors, advocates, role models, promoters, mentors, 'connectors', outreach workers, feedback facilitators and providers. They can also support the more formal training and employment agencies in the design of new approaches that help develop confidence and esteem as well as provide opportunities for young people to learn from each other, particularly from those hardest-to-reach.

However, many third sector agencies have less experience in working within the remit of the formal sector, tend to have limited funds, rely on voluntary contributions, and may not have equally defined goals for cooperation, thus may need extra time and resources to contribute and adjust to the new ways of working. Furthermore, to gain an approval of youth organisations, the Youth Guarantee must place the young person at the centre of the initiative.

***MESSAGE 12: Young people need to be at the centre of the Youth Guarantee***

Pilot projects sent important messages about youth needing to be empowered and supported in coming to realise that they themselves can contribute to improving the quality of their lives and taking charge of their future; front-line YG staff such as counsellors, mentors, facilitators can play a key supporting role here. They can also play

a key role in the monitoring of the Youth Guarantee, through discussion forums, surveys, focus groups and other platforms established to capture their views.

Within this context, it is also important to consider how young people are perceived as well as portrayed. Too often they are portrayed in a negative rather than a positive light, especially in the context of the youth unemployment crisis. While they will always be disadvantaged in the labour market in terms of lack of labour market experience, young people have a lot to offer for example in relation to creativity and entrepreneurship. Some projects made a conscious decision to focus on the positives and tap into the potential of young people in creating new business ideas (Galicia project, for example). The Croydon (UK) project offered an opportunity for young people to take part in a regeneration challenge which involved groups of youth being given a responsibility to develop a realistic plan for the regeneration of their town centre and present the plan at a prestigious venue to a team of professionals as judges. The responsibility associated with the assignment and presentation helped to boost the confidence of the participants and raise their aspirations.

Table 46. Lessons learned from the pilot projects for design and improvement of Youth Guarantee schemes (Note: the checklists are non-exhaustive, based on the pilot project experiences alone)

YOUTH GUARANTEE AS A POLICY INTERVENTION	YOUTH GUARANTEE FROM THE SERVICE PERSPECTIVE	MAXIMISING THE EMPOWERMENT OF YOUNG PEOPLE THROUGH YOUTH GUARANTEE
<p><b>Step 1. DESIGN OF THE SCHEME</b></p> <ul style="list-style-type: none"> <li>The process should start with a systematic analysis of supply and demand through the following analyses: <ul style="list-style-type: none"> <li>A needs analysis to establish a thorough and up-to-date understanding of the needs and wishes of the YG target group.</li> <li>A cohort analysis to understand scale (how many young people currently belong to the YG target group and how many will in the months and years to come) and scope (what is the profile in terms of educational, employment, personal, social and health background) of the target group.</li> <li>A service analysis to map out the depth and breadth of existing service provision and the extent to which it is sufficient/insufficient in addressing the needs of the unemployed youth in the locality/region/country.</li> <li>A resource analysis to assess the current level of funding dedicated to youth services by different service providers.</li> </ul> </li> <li>Identify and involve key partners in the design and planning of the schemes, including representatives of the target group (youth organisations, young people); this enhances their buy-in into the scheme. Make sure the partners have an opportunity to contribute to the plans in a meaningful manner.</li> <li>Identify clear aims, objectives and target groups for the scheme; but also consider output and outcome targets as well as added value and cost-effectiveness concerns already at the planning stage.</li> <li>When possible, consider allocating and giving the partnership a dedicated pot of funding, which the partnership is responsible for; however, not all service and network improvements require additional funding.</li> <li>Plan from the beginning the means and method to collect relevant monitoring data; this may require changes to existing data recording systems of PES and other authorities.</li> </ul>	<p><b>Step 1: IDENTIFICATION, ENGAGEMENT AND OUTREACH</b></p> <ul style="list-style-type: none"> <li>'Standard' recruitment practices to Youth Guarantee, include for example marketing methods to inform, reach and entice members of the target to participate in the scheme. An effective communication strategy can serve to inform, create interest, engage, and entice young people to take part in a Youth Guarantee: the communication materials should avoid complex policy jargon, negative/threatening tone and non-targeted campaigns; and transmit the brand, image, benefits, values, and goals of the scheme.</li> <li>Outreach methods, i.e. practices that go beyond the general marketing and engagement methods to identify and reach out to those who would be unlikely to get involved without additional 'effort', usually involve one-on-one interaction in a community setting and consequently come with a higher engagement cost per person than general recruitment practices but may be the only way to active hardest-to-reach groups.</li> <li>Successful outreach approaches related to the YG include: <ul style="list-style-type: none"> <li>Cross-reviews of databases to identify at-risk youth;</li> <li>Making use of local partners, such as youth organisations, NGOs and other community organisations, to reach out to inactive members of the NEET population; and,</li> <li>Employing 'street counsellors' to engage with at-risk youth.</li> </ul> </li> <li>It may be beneficial to use different outreach tools and strategies for different segments of the hard-to-reach population.</li> <li>A successful outreach practice embraces the principles and ethos of youth work especially what comes to the relationship between practitioners and young people, voluntary participation and non-judgemental approach that does not exclude anyone.</li> <li>The representatives of outreach workers can feed intelligence about effective practice and provide on-going feedback about implementation to the YG partnership.</li> </ul>	<p><b>Consideration 1: KEY PRINCIPALS</b></p> <ul style="list-style-type: none"> <li>Young people should be supported in coming to realise that they themselves can contribute to improving the quality of their lives and taking charge of their future. Through motivational, role model, outreach, youth work, social, cultural and sporting activities, a number of projects strengthened the motivation of people to change and proved to them that they have the capacity to change/adapt and to access employment or return to education.</li> <li>Empowering young people requires a change in professional practice and in the process of policy making. Their knowledge, their aspirations as well as their needs, opinions and insights must be taken seriously in a common attempt to find solutions to the problems that they are facing.</li> <li>Young people can play a crucial role in the planning and monitoring of various measures linked to the Youth Guarantee, when discussion forums, surveys, focus groups or other platforms are established to capture their views.</li> <li>Ensuring a good-quality offer entails organising the support around the 'journey' of the individual young person, rather than the interests of service providers; the young people should be placed at the centre of the activity.</li> </ul>
<p><b>Step 2: FORMATION OF A YOUTH GUARANTEE PARTNERSHIP</b></p> <ul style="list-style-type: none"> <li>Ensure the timetable takes into consideration the time required to build up an effective partnership: <ul style="list-style-type: none"> <li>Of which members understand and are committed to the goals of the scheme;</li> <li>Of which members have a mandate to represent their</li> </ul> </li> </ul>	<p><b>Step 2. INITIAL ASSESSMENT AND GUIDANCE</b></p> <ul style="list-style-type: none"> <li>Effective integration starts with advice and counselling (which is particularly important for young people), followed by professional assessment and individual action planning.</li> <li>The role of counsellors/mentors seen as crucial in engaging and providing meaningful support to young people.</li> </ul>	<p><b>Consideration 2: THE ROLE OF YOUTH ORGANISATIONS</b></p> <ul style="list-style-type: none"> <li>As identified above, youth organisations can play an important part in the Youth Guarantee as advisors, advocates, role models, promoters, mentors, 'connectors', outreach workers, feedback facilitators and providers.</li> </ul>

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<p>organisation and be committed to inter-agency working;</p> <ul style="list-style-type: none"> <li>- where responsibilities are clearly defined, written down (i.e. in a form of a Memorandum of Understanding) and allocated across the partnership;</li> <li>- where partners are accountable to implementing their responsibilities and reporting on progress (disseminating information about the Youth Guarantee within their own 'constituency' should be a basic responsibility of each partner);</li> <li>- which has a lead partner (even in the case of independent chair – see below); and</li> <li>- which is guided by clear goals and targets, which are realistic and jointly determined.</li> </ul> <ul style="list-style-type: none"> <li>• Depending on the scale of the scheme, consider setting up both local and national (or regional) partnerships – including involvement of authorities at a higher administrative level which are in a position to make policy and regulatory changes as/when needed as well as funding decisions.</li> <li>• Consider an independent chair to the partnership, which does not represent any of the leading institutions in order to ensure objectivity.</li> <li>• When deciding on the composition of the partnership, do not only consider what different partners can bring in to the table, but also consider the consequences of leaving them out; it may be helpful to look at the issue from the perspective of 'a life of a young person' and all the organisations that are involved in it. Even 'atypical' partners to youth employment schemes can have a small, but important, role (e.g. authorities from the field of justice can support with police clearances for participants with criminal background or for certain jobs/placements).</li> <li>• Collaboration between different departments and authorities often involves breaking down barriers and traditions; many formal institutions and agencies have little experience of cooperative working between departments or with actors outside their institutional framework.</li> <li>• The involvement of youth organisations is critical to ensure the reach and relevance of the activities implemented; see the column on youth empowerment for further information.</li> <li>• It is also necessary to involve local employers in the interventions as well as in any ex-ante analysis in order to design effective measures. It is also important to encourage employers to be forward thinking in order to identify new opportunities and to ensure that the relevance of the guidance and training aspects of the Youth Guarantee assist in the development of innovative</li> </ul>	<ul style="list-style-type: none"> <li>• Mutual trust is important in establishing rewarding interaction between the counsellors/mentors and the young person. Counsellors/mentors should be able to focus on supporting their client in making informed choices and accessing the right services, without getting involved in handling the welfare benefits and penalties.</li> <li>• Profiling has the potential to streamline the collection of information, especially in the case of undecided clients, and offer a more comprehensive overview of client's skills and capabilities, but over-reliance on computer-based assessment needs to be avoided, leaving discretion for practitioners to choose appropriate actions to support their clients' needs; and (many) users benefit from being guided either through the profiling process or at least the results in order to get the best out of the process.</li> <li>• Individualised counselling, profiling and skills mapping should be delivered by specifically trained or specialist staff with experience of addressing the challenges facing young people; indeed, the key front-line Youth Guarantee staff, such as PES advisers, school activity coordinators and project personnel require training and support to take on new responsibilities. For example, staff involved in profiling should receive training on how to use the profiling tools (from the perspectives of users as well as practitioners), how to guide users through the profiling process, how to explain and illustrate the results of the exercise to clients, the added value of profiling and the implications for the work of practitioners, and the results of evaluations/studies on effective profiling.</li> <li>• Advice and counselling should be set in the context of demand side mapping to allow the counsellor to provide realistic advice on sectors and occupations in demand in the local or regional labour market.</li> </ul>	<p>They can also support the more formal training and employment agencies in the design of new approaches that help develop confidence and esteem as well as provide opportunities for young people to learn from each other, particularly from those hardest-to-reach.</p> <ul style="list-style-type: none"> <li>• However, many third sector agencies have less experience in working within the remits of the formal sector, tend to have limited funds, rely on voluntary contributions, and may not have equally defined goals for cooperation, thus may need extra time and resources to contribute and adjust to the new ways of working.</li> <li>• It is important to consider that the involvement in a 'formal', public-sector driven initiative can itself be a 'risk' for grass-roots level youth organisations (in terms of how they are viewed by their clients) who have managed to establish a relationship of trust with young people by remaining independent of authorities, political parties, etc. To gain an approval of youth organisations (as identified above), the Youth Guarantee must place the young person at the centre of the initiative.</li> </ul>
	<p><b>Step 3. MATCHING</b></p> <ul style="list-style-type: none"> <li>• Good quality 'offers' take into account not only the skills of the young person but also their personal motivations, while also considering the requirements of local businesses.</li> <li>• The case officers should have the flexibility and autonomy to identify most suitable solutions for their clients (rather than rely on the results of a profiling exercise alone); but they need the right competences to do this as well as support from their managers to find the right balance between fast integration and sustainable activation.</li> <li>• Availability of a flexible funding pot, which is for the use of case officers to grant small allowances for young people from</li> </ul>	<p><b>Consideration 3: YOUNG PEOPLE AT THE CENTRE OF THE YG PROCESS</b></p> <ul style="list-style-type: none"> <li>• It is important to develop the competences, skills and knowledge required for the young person to navigate through the process to the highest possible level and the need to build on each young people existing abilities and aptitudes.</li> <li>• Individual support is crucial in encouraging the young person to take charge of their own 'journey'. Ensuring that the young person personal coordinator/counsellor is available to</li> </ul>

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<p>approaches. Trade unions, on the other hand, can, for example, ensure the chosen measures do not jeopardise the position of existing employees and ensure the YG clients are appropriately protected (from labour law point of view) during placements.</p>	<p>vulnerable or low-income backgrounds in order to ensure their participation (e.g. to pay a bus / train ticket to attend a course) can be exceptionally effective but difficult to implement due to funding restrictions.</p> <ul style="list-style-type: none"> <li>• Certificates acknowledging employers as supporters of a Youth Guarantee scheme are an inexpensive way of raising the interest of employers to engage.</li> <li>• The front-line Youth Guarantee staff, such as PES advisers, school activity coordinators and project personnel require training and support to take on new responsibilities.</li> </ul>	<p>advise and support them in all their contacts with various services and agencies throughout the entire 'journey'.</p> <ul style="list-style-type: none"> <li>• Effective information and guidance systems are important in guiding young people towards appropriate and realistic pathways, and which are informed by up-to-date labour market information and education opportunities.</li> <li>• Focusing on existing skills and their validation empowers individuals.</li> <li>• Value of peer support and work in groups in which members share the same experiences strengthens their identity, and they can see their individual experience within a wider perspective and also learn from other people who are in similar situations.</li> </ul>
<p><b>Step 3. (ONGOING) MANAGEMENT</b></p> <ul style="list-style-type: none"> <li>• Consider dedicated positions for scheme administrator(s) (e.g. back-office work, collection of monitoring data, financial monitoring) and coordinator(s) (e.g. coordination of the partnership and activities).</li> <li>• Regular steering committee/partnership meetings are necessary, especially in early stages; this includes regular updates from the local partnership to the national (or regional) one.</li> <li>• Bilateral or thematic working groups can be set up to take forward specific aspects of the work which meet more frequently than the full project partnership.</li> <li>• Dedicate resources for awareness-raising activities to inform key stakeholders including employers, young people and parents about the Youth Guarantee.</li> <li>• Ensure collaboration with the National Youth Guarantee Coordinator and ESF/YEI managing authorities.</li> <li>• Consider ways to keep the momentum (enthusiasm and drive) going on within the partnership, for example, through review milestones, events and regular revision of the work programme and goals.</li> <li>• Consider ways to capture and calculate the full cost of the Youth Guarantee for cost-effectiveness assessment; this includes cost information from all relevant partners and consideration for the social value and additionality of inter-agency working.</li> </ul>	<p><b>Step 4. ACTIVATION MEASURES</b></p> <ul style="list-style-type: none"> <li>• Provision of quality offers especially for young people with considerable 'distance' to the labour market should provide an offer of not only vertical (e.g. higher qualifications) but also horizontal progression opportunities (e.g. qualifications at the same level at which the person already holds a qualification, but in a different field).</li> <li>• The provision of an integrated package of measures increases the chances of integration, since every stage is essential in the beneficiaries' journey. However, the profile of the individual assisted should be the basis for the design of a package of measure tailored to his/her individual needs, profile and aspirations. When the market does not offer jobs or the offer is reduced, it is essential to invest in training, mobility and entrepreneurship measures.</li> <li>• On the other hand, pilot experience showed that many of the most disadvantaged participants showed a much stronger interest to take up employment / attend work placement than attend a training course (usually associated with the history of failure in education/training); when such placement opportunities are made available to this target group, retention tended to be strong.</li> <li>• Participants should be encourage to actively participate in all the actions as they all have a purpose from the job search skills to the training. This is important in order to achieve the planned objectives.</li> <li>• Training displacement effect should be avoided by increasing the</li> </ul>	<p><b>Consideration 4: YOUNG PEOPLE'S INVOLVEMENT IN MONITORING AND EVALUATING THE PROCESS</b></p> <ul style="list-style-type: none"> <li>• Involving young people in the evaluation of the measures and ensuring that their views are fed back into the implementation of the scheme.</li> <li>• Paying attention to monitoring the quality of the offer (type of employment contract, quality of internship etc.) as well as reasons why those offers might be rejected as a way of improving the implementation of the schemes.</li> </ul>

YOUTH GUARANTEE AS A POLICY INTERVENTION	YOUTH GUARANTEE FROM THE SERVICE PERSPECTIVE	MAXIMISING THE EMPOWERMENT OF YOUNG PEOPLE THROUGH YOUTH GUARANTEE
	<p>total number of training especially if/when training places are prioritised for Youth Guarantee clients over other groups; otherwise the situation of YG clients improves at the expense of non-YG client groups.</p>	
<p><b>Step 4. MONITORING AND EVALUATION<sup>66</sup></b></p> <ul style="list-style-type: none"> <li>• Concepts: <ul style="list-style-type: none"> <li>- Monitoring is checking the progress of the project against what was originally set out to do; and,</li> <li>- Evaluation is concerned with how the project achieved success - what worked, what did not work and why.</li> </ul> </li> <li>• Monitoring and evaluation are intrinsically linked as monitoring can provide data that can be used in evaluation activities.</li> <li>• Start planning the evaluation at the start of the intervention to ensure that it is built into the planning and delivery; it can save both time and resources by keeping those involved focused on, and working towards, the ultimate goal of the scheme.</li> <li>• The starting point is to establish the evaluation objectives and key questions that should be addressed through the evaluation. Identifying the purpose of the evaluation is equally as important as identifying the key audience for the results.</li> <li>• Securing stakeholder engagement can help to facilitate data collection, increase credibility of analysis and interpretation of evaluation information, and ensure evaluation results are used.</li> <li>• A range of evaluation methodologies are available to choose from but typically evaluations use a combination of formative / process evaluation (as a means of tracking progress, highlighting key issues in putting their work into action) and outcome evaluation (demonstrating the difference that your work has made); evaluation can be done internally or externally, typically by building on both quantitative and qualitative evidence. Choose reporting methods appropriate to the target audience.</li> <li>• Place emphasis on 'follow-up' that monitors the extent of target groups' (re-)integration into education, training or employment, with a view to assessing the impact of the intervention and when considering the 'quality' and 'sustainability' of the offers provided.</li> </ul>	<p><b>Stage 5. FOLLOW UP</b></p> <ul style="list-style-type: none"> <li>• Provision of ongoing follow-up and support is often an effective way of improving sustainability of labour market outcomes</li> </ul>	

Source: ICF, 2015 based on pilot project experiences

<sup>66</sup> ICF (2014) Evaluation toolkit for youth guarantee projects. European Commission

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# Annexes



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## **Annex 1: Pilot project summary sheet**

**Pilot project summary** (in alphabetical order, by type of projects)

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
<b>Group 1 projects preparing young people still in full time education for transition into (further) education, training or employment</b>						
Alba county, RO	The region with the highest rate of youth unemployment in the country (31.7%)	To prevent early school leaving and improve employability, entrepreneurship and labour market readiness of students through newly-established job clubs and services provided by them	Students aged 15 – 19 years old from four high schools	Enhanced careers and STW transition support services offered by the newly-established 'job clubs'; one-on-one and group careers counselling and information provision Entrepreneurship training, classroom-based and through virtual training companies Training of teachers as careers counsellors Traineeships and study visits for students Workshop training on entrepreneurship, communication, professional orientation, career patterns and practice interviews with employer	The pilot involved 88 young people in the core activation measures, exceeding the target of 80 Self-assessment and career planning toolkit Training of teachers in career planning	100% of participants continued in further education or training (school or work-based) after participating in the project; 88 potential cases of early school leaving were prevented
Croydon, UK	The rate of youth unemployment 9.4%, but home to deprived wards where unemployment rates as high as 35%	To improve the capacity of local schools and businesses to work together to improve labour market responsiveness of learning and preparedness of students at risk of STW transition	Young people in full time vocational training who are at risk of long-term unemployment	Traineeships and practical business assignments for students Training of volunteer mentors from local businesses to work with students to carry out mock interviews, for example Business placements for teachers Development of tools, such as volunteer business mentor toolkit and IT-tool to record 'work credits' Personalised employment plans for at-risk students	The pilot involved 73 young people in the core activation measures, exceeding the target of 50 Employer mentor toolkit Employer/education partnership toolkit	No outcome data is available; no outcome targets set either. However, a high level satisfaction among participants detected. They particularly enjoyed the opportunity to work with different people, the opportunity to experience the business environment and the fact that an adult had taken the time to listen to them and what they want to be; had learned to take life seriously and to use their time wisely. The project also raised awareness of apprenticeships for young people and developed tools that can be used post-pilot funding.
Hartlepool, UK	Unemployment rate among 18-24 year olds 12.7%: many participants from NEET 'hotspots'	To develop a mentoring model led by schools to support the transition and preparedness of at-risk final year students into positive post-school outcomes	20% of students in Year 11 (aged 16-17) in Hartlepool, most at risk of leaving early or disengaging from post-16 activity	30 hours of mentoring for 15-16 year-old students identified as being the most at risk of leaving early or disengaging from post-16 education Practical support, such as additional literacy or numeracy training Mentoring and engagement activities during the summer so as to prevent disengagement during the summer months	The pilot involved 245 young people in the core activation measures, exceeding the target of 200	91% of those who participated in the scheme have gone into post-16 provision (against the target of 100%). The project took a result orientated approach from the start. The original target may have been too ambitious (nearly impossible or at least very difficult to achieve a 100% success rate); but the outcomes achieved are regarded as an excellent achievement for a new model of delivery, especially considering the profile of the target group

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
						(20% of students identified as being at most risk of dropping out) – also confirmed by an external evaluation.
Lazio, IT	The region characterised by high unemployment and inactivity rates	To enhance and complement existing partnerships and activities that are in place to facilitate the transition from school to work mainly for VET students by encouraging new forms of cooperation and developing job counselling	17-18 year old students of 20 secondary schools (technical institutes and VET schools) in Rome and the Province of Frosinone	Career orientation from career guidance, self-assessment of competences, information provision about job prospects and employers' needs etc. Company visits to give students a first experience of the world of work linked to the subjects studied by the students Career days / information events giving students the opportunity to talk directly with local employers and receive information on careers	The pilot involved 715 young people in the core activation measures, exceeding the target of 250	Outcomes of the project on the young people (i.e. their integration in the labour market / STW) data will only be available in the summer of 2015. So far it is known that 715 out of the 715 participants (100%) stayed in learning following participation in the pilot.
Legnago, IT	High level ESL; exacerbated by the lack of data, insufficient investment in preventive measures and lack of coordination	To prevent early school leaving among 15-18 year old students who are at high-risk of dropping out	Classes of students (aged 15-18) from partner schools with high numbers of ESL NEETs at risk of exclusion	Establishment of a permanent observatory of NEETs / early school leaving in the area The design and implementation of a methodology to identify students at high risk of early school leaving Motivational activities for 190 students aged 15-16 at risk of ESL, including workshops with experts (psychologists, teachers, labour market experts, social workers) Supportive STW activities for students aged 16-18, such as traineeships, workshops with local education/employment experts, etc.	The pilot involved 280 young people in the core activation measures, exceeding the target of 250	The outcomes on the motivational path were stronger than those in the STW path. 190 out of the 190 participants (100%) on a motivational path remained in learning. Out of the 128 participants on the STW route, 4 (3%) found employment and further 4 (3%) found a work placement, following participation in the work placements organised by the pilot
Miechów, PL	At 58% among 18-30 year olds, one of the highest rates of youth unemployment in Poland	To bridge the gap between local education and training institutions and local companies and preparing secondary school students into employment	At risk students aged 15-24, from second and third level schools in Miechów	Provision of careers information and guidance in terms of future employment prospects and further opportunities of education and training Careers event and simulated job interview competitions	The pilot involved 150 young people in the core activation measures, exceeding the target of 150	No outcome targets related to employment or participation in E&T set. Instead, participant outcomes are based on a pre and post participation test. This resulted in 83% increase in participant competences in education-career planning; More than half of the participants (55%) agreed that the provided support can help them to plan their future career  Overall the project provides evidence of positive benefits for participants. However, it is unclear from the evidence collected whether this has led to positive

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
						employment and/or continued learning outcomes for participants.
Neamt County, RO	60,377 young people in state care: vulnerable to homelessness and unemployment	To providing careers advice, mentoring and work experience for young people leaving the state care system	Young people aged 16-24 who had just left, or were due to leave, the state care system	Development of participants' communication and IT skills Counselling and guidance One week traineeships in companies An online platform for companies to register interest to offer traineeships for young people from the state care system	The pilot involved 20 young people in the core activation measures, exceeding the target of 14	No outcome targets set: 50% of project participants (10 out of 20) remained in formal learning after the end of the project period; 79% of participants to the in-depth assessment phase (81 out of 103) remained in formal learning after the end of the project period  A significant amount of evidence that these impacts are unlikely to have occurred in the absence of the project. There are also significant positive soft outcomes on young people but limited or no consideration for quantifiable targets
Pembroke shire UK	The level of NEETs, aged 16 to 24, risen from 3.8% to 4.2%.	To get those at risk of becoming NEET, or are NEET, re-engaged and back into employment, education and training	Young people aged 15-25 deemed at risk of becoming NEET, or who were NEET	One-on-one mentoring and individual employment planning Work-related qualifications leading to strengthen self-esteem and transversal competences Work tasters, traineeships and taster courses Employer / careers events, employer visits, subsidised employment opportunities Specialist support for participants with complex needs	The pilot involved 192 young people in the core activation measures, falling slightly short of the target of 200	The project was successful in achieving outcomes for young people, particularly successful in maintaining participant engagement in learning. Employment outcomes were also in excess of target.  35% of the participants continued in further E&T, 16% found a job, 7% found a work placement, 39% were unemployed or inactive after participation in the pilot and the rest were undertaking voluntary work.  17 potential cases of early school leaving were prevented
<b>Group 2 projects working with unemployed and inactive youth</b>						
Aragón, ES	The rate of unemployment among 16 to 24 year olds over 50% and over 50% lack secondary level qualifications	To develop and pilot the dual education model of learning combining periods of workplace and school-based training	Unemployed and low qualified young people aged 16 to 25	Cohort, service and economic analysis to inform the design of a dual education methodology Testing of the methodology with young people Provision of additional workshop based training opportunities	The pilot involved 13 young people in the core activation measures (testing of the dual system), falling short of the target of 16-20. However, further 62 took part in (unplanned) shorter workshop based training programmes	All 13 (100%) participants on the trial dual education scheme continued in E&T following participation in the pilot; the situation of the 62 participants on workshops was not monitored

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
Avilés, ES	The youth unemployment rate around 47%: Precarious jobs and temporary contracts	To establish a coaching scheme in which young people are provided with the individual and collective support they need to enter the labour market	Young people aged 16-24: with no qualifications and at risk of school failure Unemployed youth not successful at finding a job	Individual employment planning One-to-one and group mentoring / counselling Training courses: transversal and key skills (e.g. IT skills, worklife preparation, English) and vocational (e.g. kitchen assistant, waiter/waitress) Work placements in companies	The pilot involved 31 young people in the core activation measures, exceeding the target of 30 Training of employment/guidance counsellors	The project was close to meet most of its outcome targets. Overall, 42% found employment or a work placement, further 6% found a place in further E&T and the rest were unemployed at the end of the pilot period. There was significant demand for this project, far in excess of capacity to deliver, and post-project evaluation indicated that the support provided was very well received by participants.
Ballymun, IE	The youth unemployment rate 54%, compared to 39% as a national average	To develop and pilot a youth guarantee scheme promising a quality offer within 4 months of the first guidance interview to all young jobseekers in one of the most socially disadvantaged areas of the country	All unemployed people aged 18 to 24 years in Ballymun: those registering during the pilot and LT unemployed Low-skilled and vulnerable groups as priority groups	A process of support starting with career assistance and counselling leading to the identification of an individual career plan, with follow-through to training, education, work experience or full-time employment Tailored education and training opportunities: preparatory programmes, basic skills development, blended forms of learning Building better relationships with employers to create work placements and jobs for young people	The pilot involved 739 young people in the core activation measures, falling slightly short of the target of 810	98% of participants received an offer of employment, continued education, training (including apprenticeship or traineeship) within 4 months of the first guidance meeting. 57% of offers were of further education and training and the remaining 43% were offers of employment, subsidised employment and traineeships. The number of unemployed youth in Ballymun reduced by 29%, against national average of 19%. Given the primary aim of this project was to establish and test a delivery model for delivery of Youth Guarantee services in a disadvantaged community, the outcomes achieved should be seen as very positive.
Cartagena, ES	A high rate of ESL: 35.5% A high level youth unemployment: 76% among 16-19 year olds and 46% among 20-24 year olds	To set up a youth guarantee network which works together to integrate unemployed young people into employment, education or training within four months of leaving school or becoming unemployed/inactive	Young people about to finish compulsory education (selected by schools) Unemployed youth registered with the PES (selected by PES)	Individual employment planning Group work sessions and company visits Tailored training workshops Job and training intermediation services, including proactive work with employers to identify traineeship and employment positions	The pilot involved 122 young people in the core activation measures, exceeding the target of 120 Training of employment/guidance counsellors	83% (101 participants) of participants received an offer of employment, continued education, training (including apprenticeship or traineeship) within 4 months of participation Following participation, 13% found employment following participation in the pilot, while further 33% found a place in further E&T. The outcomes of the remaining participants (54%) are unknown or unemployed.

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
			Hard to reach NEETs (selected by Youth organisations)			
Galicia, ES	Young people very much affected by the crisis and experienced a high level of unemployment. Rural areas facing an exodus of young people to the cities	To support the labour market integration of young people from rural areas by promoting and supporting entrepreneurship	Young people aged 18-25: Completing a professional qualification Have completed a professional qualification and are unemployed Without any professional qualifications	Entrepreneurship training consisting of business advice, business plan development, etc. Mentoring and guidance from established professionals on funding, production, marketing, subsidies, business planning, ICT, etc. Work placements in companies linked to the business idea Company visits	The pilot involved 50 young people in the core activation measures, matching the target of 50	68% of participants in employment, including self-employment, after participating in the project. 8% of participants to continue in further education or training (school or work-based) after participating in the project. 6% to take up a work placement. The remaining 18% are unemployed  The project was more successful than anticipated in assisting participants to gain employment. It was less successful, perhaps as a result of successful employment outcomes, in participants remaining in education or training.  7 participants had already set up their own business at the end of the pilot, further 3 were in the process of doing so and 22 had plans to do so.
Gijón, ES	The youth unemployment rate was around 45%	To set up a Youth Employment and Activation Agency to function as a hub for services for 15-30 year olds NEETs so as to ease their access to workplace training, employment, education and training	Unemployed NEETs aged 16-30: Highly educated young people; Young people with medium qualification level; and Young people without qualifications (only secondary education)	Guidance and orientation, leading to the development of individual training and employment plans as well as coaching sessions dealing with communication skills, ICT, English, interviewing, entrepreneurship, for example  Training and employment matching, including proactive work with employers to identify traineeships	The pilot involved 104 young people in the core activation measures, exceeding the target of 100  Best practice toolkit	85% of participants (93% of those who remained with the project) received an offer of employment, continued education, training (including apprenticeship or traineeship) within 4 months of participation.  26% continued in further education or training (school or work-based) after participating in the project; 35% in employment, including self-employment, after participating in the project. 1 participant had set up their own business and 3 were in the process of doing so.  The results compare positively against the results of a control group.
Tuscany,	Young people hit hard by	To reduce the number of NEETs in the Tuscany	NEETs aged 15	Development and testing of a methodology for	The pilot involved 56 young people in the core	The main objective of the project was to finalising a methodology to map NEETs

Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
IT	the crisis: the rate of youth unemployment grew from 13.7% to 24.9% between 2007-2011	region by identifying and mapping the NEET population, designing and piloting new tailored services and supporting the improvement of PES services for young people	to 25	identifying and mapping NEETs Development of partnerships to offer services to NEETs Activation services to NEETs, including guidance, information, CV workshops and company visits	activation measures, exceeding the target of 40	and establishing a local partnerships with the aim of offering services to this new target. Therefore the main outcomes referred to these objectives.  No outcome data available on the performance of the pilot in relation to results for young people.
Valencia, ES	The rate of unemployment among those under 25 years of age 62.66% and 77.02% among 16 and 19 year old young people	To establish a four-step programme to provide young people with the entrepreneurial tools, skills, practical knowledge, mentoring and training needed to set up own business	Young people between 18 to 29 years of age: Unemployed for at least six months Just finished university or VET and are unemployed Groups at high risk of social exclusion	A multidisciplinary training programme to develop participants' competences, attitudes and skills related to self-employment and to foster their self-esteem: on-line and classroom based courses on communication, self-presentation, self-employment / entrepreneurship and social enterprise Traineeships One-to-one guidance and advice on entrepreneurship and business planning Business incubator space Mentoring by established young entrepreneurs	The pilot involved 35 young people in the core activation measures, falling short of the target of 50	Out of the 35 participants, 7 (20%) had or were in the process of setting up a business at the end of the pilot. 15 (43%) had plans to establish one but prefer pursuing work experience elsewhere first. A clear outcome target of 30% of participants setting up their own business was set from the outset but the project faced recruitment challenges and achievements fell slightly short of expectation
Veneto, IT	The area witnessed a strong increase in the NEET rate between 2009 and 2012; risen to 16%	To establish a Permanent Committee of policies and activities focused on NEETs and deliver supporting activities to NEETs identified as part of the pilot	Two target groups: Students aged 15-18 NEETs aged 19-24	Analysis and assessment of NEETs in the region Information and guidance tools Company and school/training institution visits Work placements (short ones for younger participants and longer placements for Entrepreneurship workshops	The pilot involved 55 young people in the core activation measures, exceeding the target of 52	No outcome targets were set and no data available for all: multiple target groups and activities.  Overall, out of 55 participants: 7 (13%) continued in further education or training after participation; 1 (2%) found a job; 1 (2) found a traineeship; 2 (3%) are in the process of setting up their own business; 4 (6%) have plans to set up a business; 7 (13%) cases of potential ESL were prevented.
Vilnius, LT	The youth unemployment rate 13.9% in the Vilnius County in way of 2013,	To develop a three-part preparation/motivational seminar series combined with a work placement as a way of integrating unemployed youth into	Unemployed young people in the Vilnius county (eight municipalities)	A motivational seminar oriented towards stimulating young unemployed towards participation in the labour market, by giving them practical and real life examples and managing their expectations	The pilot involved 270 young people in the core activation measures, exceeding the target of 200	Planned outcome targets exceeded. Out of 270 participants, 120 (44%) found a job or set up a business (7 participants have set up a business)  Can be regarded as a good result,

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Pilot and MS	Context	Aim	Target group	Main activities*	Outputs**	Outcomes
	decline from employment 22.4% in 2012			A job-search focussed seminar bringing together young unemployed and local employers where the two sides communicated directly about the needs of employers and available job opportunities and the skillsets of young people  Skills and career tests and individual consultation to draft personalised employment plans  2-4 week work placements		especially considering the new model of service delivery (a new type of work placement scheme facilitated by an employer's organisation together with partners) and higher than planned number of participants.

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\* Non-exhaustive, typically 4-5 key activities of the pilots highlighted

\*\*Refers to participation in 'core activation' measures only and excluded those who took part in events / assessments / surveys organised by the pilots

Note: The aims and activities outlined in the table do not refer to the objectives related to the set up and management of the scheme in a partnership as this was a necessary activity for each funded pilot.



## Annex 2: Data on cost-effectiveness

Table 47. Per participant costs (core services)

Project	Total funding*	Number of participants in core services	Per participant costs / core services	Total number of participants	Per participant costs / Total
Group 1					
Alba County, RO	EUR 135,184	88	EUR 1,536	282	EUR 479
Croydon, UK	EUR 215,875	73	EUR 2,957	73	EUR 2,957
Hartlepool, UK	EUR 304,720	245	EUR 1,244	245	EUR 1,244
Lazio, IT	EUR 186,795	715	EUR 261	715	EUR 261
Legnago, IT	EUR 231,052	280	EUR 825	350	EUR 660
Miechów, PL	EUR 123,053	150	EUR 820	200	EUR 615
Neamt County, RO	EUR 118,597	20	EUR 5,930	103	EUR 1,151
Pembrokeshire, UK	EUR 166,294	192	EUR 866	192	EUR 866
<b>AVERAGE Group 1</b>	<b>EUR 185,196</b>	<b>220</b>	<b>EUR 1,805</b>	<b>270</b>	<b>EUR 1,029</b>
Group 2					
Aragón, ES	EUR 201,571	75	EUR 2,688	475	EUR 424
Avilés, ES	EUR 229,753	31	EUR 7,411	31	EUR 7,411
Ballymun, IE	EUR 229,569	739	EUR 311	739	EUR 311
Cartagena, ES	EUR 200,553	122	EUR 1,644	122	EUR 1,644
Galicia, ES	EUR 176,422	50	EUR 3,528	100	EUR 1,764
Gijón, ES	EUR 193,865	104	EUR 1,864	538	EUR 360
Tuscany, IT	EUR 205,053	56	EUR 3,662	105	EUR 1,953
Valencia, ES	EUR 207,441	35	EUR 5,927	60	EUR 3,457
Veneto, IT	EUR 217,198	55	EUR 3,949	243	EUR 894
Vilnius, LT	EUR 132,956	270	EUR 492	270	EUR 492
<b>AVERAGE Group 2</b>	<b>EUR 199,438</b>	<b>154</b>	<b>EUR 3,148</b>	<b>268</b>	<b>EUR 1,871</b>
<b>TOTAL Groups 1&amp;2</b>	<b>EUR 193,029</b>	<b>183</b>	<b>EUR 2,551</b>	<b>269</b>	<b>EUR 1,497</b>

\* Refers to total funding, including EU funding and national/regional/local resources. Based on amounts applied for by the projects at the final reporting stage. The figures are subject to change, depending on the EC approval.

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## **Annex 3: Comparator cases**

MS	Name of the initiative, location, timing	Target group	Brief description	Partnership	Outputs	Outcomes	Costs	Other information	Sources
<b>Labour market integration of vulnerable groups</b>									
LT	Youth employment (LT: „Jaunimo užimtumo didinimas“) 01.08.2012-30.11.2013 Lithuania (ESF funded)	The activities were targeted to people under 29 years old (men, women, rural residents, people with disabilities and long-term unemployed). Including graduates who started their first job and young people registered in PES.	The aim of the project was to promote youth employment by helping them to acquire practical skills on the labour market.  The project co-financed by European Social Fund included following support:  <ul style="list-style-type: none"> <li>Aimed to acquire the necessary skills in the workplace. The measure encouraged with financial incentives employers to employ young people – recent graduates for whom this was often their first job. On average the support was provided for 6 months.</li> <li>Subsidized employment was offered for persons with low skills registered in PES. On average the support was provided for 4 months.</li> </ul>	Lithuanian Labour Exchange and its 10 local labour exchange offices.	During the project 6,600 young people took part in the project, including: <ul style="list-style-type: none"> <li>2,541 graduates who started their first job, and</li> <li>4,059 young unemployed employed in subsidized form.</li> </ul>	The share of unemployed who were employed 6 months after the project was 86%, which is higher than planned target (50%).	Budget: EUR 5,696,464.2 / LTL 19,668,751.80 (EUR 1=LTL 3.4528)  Cost per participant (6,600): EUR 863  Cost per participant acquiring skills needed on the labour market (2,541): EUR 1,155  Cost per participant employed in subsidized form (4,059): EUR 863	Not available	Information about results of the project on Lithuanian Labour Exchange website  Information about the project on Lithuanian Labour Exchange website
UK	Inspire! 01.11.2011-31.03.2015 London	The ESF NEET Programme, managed by Inspire! and funded by the European Social Fund (ESF) and Skills Funding Agency (SFA) tackles the problem of youth unemployment amongst 16-19 year-olds.	Six-phase approach starts with a support worker assessing each candidate on their personal circumstances, skills, learning style and interests so that, together, they can draw up a personalised action plan. A series of workshops and skills development sessions follow. These are tailored to individual need but employability skills are a focal point. The young person may undertake work experience, attend a CV or interview workshop or brush up on their maths and English. Thereafter, they are supported into sustained education, employment or training with milestones at six, 13 and 26 weeks.	New Hackney education business partnership - Inspire! leads a consortium of seven agencies, across six boroughs in North London.	Until mid-2014, 426 young people have taken part. 40% of all beneficiaries should be young women.	Until mid-2014, 232 out of 426 young people have moved into EET (Education, Employment or Training).	Budget: EUR 1,192,340 / GBP 886,800 (EUR 1=GBP 0.7404)  Cost per participant: EUR 2,799	Not available	Inspire! Audited Accounts 2013-14  Inspire-Newsletter-19-Spring-Summer2014  Case study: Inspire! is improving opportunities for young people: an ESF project in North London
RO	Equal opportunities in our community (RO: "Șanse egale în comunitatea noastră") 01.10.2013-01.04.2015 Bucharest (ESF funded)	The target group are people from vulnerable groups, including Roma, young over 18 leaving the state care system and disabled.  Additionally support was provided to representatives of employers, local government, civil society organizations, public / private agencies providing social services and employment for vulnerable groups.	People from vulnerable groups were offered counselling and training.  Youth over 18 leaving the state care system was offered vocational trainings (textile manufacturer, salesman, landscape architect). All participants received diploma which confirms the acquisition of qualifications. The financial support is worth EUR 337/ RON 1,500.	General Directorate of Social Assistance and Child Protection - public institution that provides social programs and measures in the Bucharest's District 6.	People from vulnerable groups – 220, including: <ul style="list-style-type: none"> <li>Roma – 56</li> <li>young over 18 leaving the state care system – 10</li> <li>people with disabilities – 154</li> <li>Representatives of employees, local government, civil society organizations – 70</li> </ul>	Not available	Budget: EUR 315,346 / RON 1,402,018.96 (EUR 1=RON 4.4420)  Cost per participant (290): EUR 1,087	Until the end of 2013, under Action 6.2 of Operational Programme Human Capital Development (ESF) a total of 506 young people leaving the state child protection were supported. This number includes double counting of participants, in fact only 237 unique individuals were supported. Women represent 40% of supported young people leaving state care. 69.1% of all	Project website  Annual Implementation Report of HRD OP (2013), p. 135.

MS	Name of the initiative, location, timing	Target group	Brief description	Partnership	Outputs	Outcomes	Costs	Other information	Sources
								supported (509) obtained certification after the training.	
RO	A generation of Roma professionals in the health care field (RO: "O generatie de specialisti romi in domeniul medical") 01.2011-12.2013 (ESF funded –HRD OP)	Roma youth who were interested to develop a career in the health care field	The general objective of the project was to facilitate the access of Roma youth to education and labour market integration in professions with high social prestige such as those from health care field.  The project aimed to promote new employment models and to reduce negative stereotypes related to Roma employment in low qualified jobs.  The core idea of the project was to support the development of the Roma elite in the medical field. Main activities included the provision of guidance and counselling services, scholarships and mentorship for Roma youth.	-ActiveWatch – Agency for Mass Media Monitoring -Roma Education Fund Romania -Association of Resident Doctors -SASTIPEN – Roma Centre for Health Policy -Open Society Institute	500 Roma students	More than 400 Roma youth included in a personal development program for supporting them in the process of assuming their ethnic identity  439 scholarships and training programs provided to Roma students  40 intervention projects in health care field in Roma communities  1000 of members of Roma communities involved in voluntary work in health care  1 anti-discrimination campaign  1 advocacy campaign	Budget: EUR 4,411,373.09 / RON 19,595,319.28 (EUR 1=RON 4.4420) Cost per participant (1560): EUR 2,827.8	-	Intermediary Implementation Organism OIPOS DRU for Bucharest Ilfov region website  ActiveWatch – Agency for Mass Media Monitoring website  Good Practices Guide: Roma professionals in the health care field
RO	Ready for the future – Youth at the career beginning (RO: "Pregatit pentru viitor – Tineri la inceput de cariera") 01.11.2010 – 31.01.2013 North East Region (ESF funded –HRD OP)	Long term unemployed	The general objective of the project was to increase the employability and socio-professional integration of youth unemployed.  The project provided information services, career counselling and training for youth long term unemployed. The target group was trained to use modern and effective job searching techniques. Also, certified training was provided for young unemployed with no qualification or with qualifications that are no longer requested on the labour market. Finally, the project provided entrepreneurial education and a job club for the target group.	Corona Foundation from Iasi S.C. INFO EDUCAȚIA S.R.L.	250 long term unemployed	Career counselling services provided to 250 long term unemployed  Training provided to 40 youth unemployed  Entrepreneurial education provided to 40 youth unemployed  Job club established within the project	Budget: 470,272.17 EUR / RON 2,088,940 (EUR 1=RON 4.4420) Cost per participant (250): EUR 1,881	-	Intermediary Implementation Organism OIPOS DRU for North East region website  Corona Foundation website
RO	Improving the employability of youth unemployed and long term unemployed from Dambovită county (RO: Imbunatatirea capacitatii de ocupare a tinerilor somerilor de lunga durata)	Youth unemployed	The general objective of the project was to increase the access of youth unemployed to job opportunities.  Main activities of the project included: career counselling services training for developing the key competences that are vital for job placement information campaigns among main stakeholders, as well as local communities entrepreneurial education and counselling	Association "Targoviste spre Europa" County Public Employment Services Dambovită County Council Dambovită	623 youth unemployed (16-24 years), out of which 40% women	594 young people trained in key competences  101 young people trained in entrepreneurial competences  245 qualified young people  44 young people employed within 6	Budget: 520,015.13 EUR / RON 2,309,907.2 (EUR 1=RON 4.4420) Cost per participant (623): EUR 834.7	-	Intermediary Implementation Organism OIPOS DRU for Sud Muntenia region website  Association "Targoviste spre Europa" website

MS	Name of the initiative, location, timing	Target group	Brief description	Partnership	Outputs	Outcomes	Costs	Other information	Sources
	din judetul Dambovita) 03.01.2011 – 02.01.2013 Sud Muntenia Region (ESF funded –HRD OP)					months after the project 8 young people became entrepreneur County employment strategy for young people			
IT	F3 Establishing of networks preventing early school leaving and development of innovative methods Since 2012 Calabria, Campania, Puglia, Sicilia (ESF funded)	<ul style="list-style-type: none"> <li>Students at risk of dropping out from all levels of education</li> <li>Young people who left school early</li> <li>Young people with low skills</li> <li>Students in need of guidance in transition from I to II cycle of education</li> <li>Students in need of guidance and support in school-work transition</li> <li>Parents, teaching and other staff of educational institutions of the area</li> </ul>	<p>Under Action F3 of the National OP "Competences for development" the following types of activities were financed:</p> <ul style="list-style-type: none"> <li>establishing and strengthening of local networks of schools and other types of educational agencies;</li> <li>testing and provision of support to fight and prevent early school leaving - aimed at reintegration into the school system of young people who have dropped out / or who are at risk of dropping;</li> <li>build and enhance educational pacts between schools and families, involving other educational actors in the territory in order to keep children and young people in the system;</li> <li>promotion of measures, practices and methodologies to teachers, educators and promoters of local development;</li> <li>development of local system of self-assessment with the objective of combating ESL in order to strengthen accountability of local actors;</li> <li>using interactive tools to tack progress of students;</li> <li>creation of new environments and learning opportunities for young people and adults, using the school infrastructure and network in a highly engaging and participatory way;</li> <li>dissemination of good practice (media, networks, seminars).</li> </ul>	Schools at all levels and other types of educational agencies in the area	<p>By the end of 2013, 209 projects were approved which foreseen 470,751 teaching hours.</p> <p>In total 840 schools were involved in the F3 intervention, including 209 acting as project leaders. 65% of schools involved were I cycle schools (children between 6 and 11 years old) the other were II cycle schools (between 11 and 14 years old). These were both private (77%) and public institutions.</p> <p>A total of 1,554 didactic paths and 7,345 teaching modules were designed in F3.</p> <p>Number of supported:</p> <p>Students at risk of dropping out – 884 (56.9%)</p> <p>Young people who left school early – 92 (5.9%)</p> <p>Students with low skills – 887 (57.1%)</p> <p>Students in need of guidance in transition from I to II cycle education – 280 (18%)</p> <p>Students in need of guidance and support in school-work transition – 159 (10.2%)</p> <p>Parents – (631 (40.6%)</p> <p>Teaching staff – 441 (28%)</p> <p>Other staff – 92 (5.9%)</p> <p>In total – 1,554</p>	Not available	Not available	<p>Paths focused on learning difficulties (70.6%), low levels of basic skills (93.2%), low self-esteem (84.3%) and social anxiety (76.9%).</p> <p>The distribution of support suggest that practical workshops and trainings were most effective.</p>	<p>OP website</p> <p>Evaluation of ESL interventions under National OP: Le azioni del PON "competenze per lo sviluppo" di contrasto alla dispersione scolastica un'indagine valutativa - ISFOL 2012</p> <p>AIR of NOP Competences for development (2014)</p>
<b>Youth and self-employment / entrepreneurship</b>									
ES	Clinic Emprend@ Since 2007 Spain	Joven Young people selected by the Protectorate Association (Government of the Principality of Asturias, FADE, AJE, La Caixa, University of Oviedo, Gijón and Avilés City Councils	Clinic Joven Emprend@ is a pioneering initiative in the European Union for the training of young human capital. Its main goals are intended to provide a platform for exchange of entrepreneurial ideas, entrepreneurial initiatives, cooperation between young entrepreneurs and awareness on entrepreneurial culture in the	Protectorate Association (Government of the Principality of Asturias, FADE, AJE, La Caixa, University of	During the last 6 years 197 young entrepreneurs (selected from more than 1,000 applications) have participated in Clinic.	<ul style="list-style-type: none"> <li>121 out of 197 are entrepreneurs who created 91 companies.</li> <li>60 were intra-</li> </ul>	Not available	Not available	Clinic website

MS	Name of the initiative, location, timing	Target group	Brief description	Partnership	Outputs	Outcomes	Costs	Other information	Sources
		and Llanes, Chambers of Commerce of Gijón, Oviedo and Avilés, Asban, BIC, Valnalón leaders like IKEA, ALSA, CAPSA, Friobas Basilio, etc) for their entrepreneurial ideas and / or their potential as future examples of entrepreneurial business culture.  Beneficiaries are divided in two groups:	region of Asturias.	Oviedo, Gijón and Avilés City Councils and Llanes, Chambers of Commerce of Gijón, Oviedo and Avilés, Asban, BIC, Valnalón leaders like IKEA, ALSA, CAPSA, Friobas Basilio, etc)		entrepreneurs of which 70% are working as employees in organizations (mostly Asturian companies).  • 16 social entrepreneurs were helped to consolidate their association or NGO to support a social cause.			
IT	Enterprise action Since 2002 Italy	in A class or a group of students between 16 to 19 years old.	Program offers 40-60 hours of business training during which students start and run a mini-company.  Teachers participating for the first time are offered a day of initial training, support of other	Junior Achievement Italia and school (teacher)	Students involved – 22,367 High schools involved – 458	Young people who have started their own business within 5 years after the program – 20%	Not available	Participation in programme: increases enthusiasm and optimism; offers an opportunity for	Programme website <a href="http://www.jaitalia.org/">http://www.jaitalia.org/</a> Study: Youth, and economy

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			<p>teachers in their region and direct support from Junior Achievement and its local partners.</p> <p>After starting the program at school, in partnership with Junior Achievement expert-businessman is being identified. The expert is a volunteer who wishes to spent 10 hours mentoring students.</p> <p>The program also offers students the opportunity to participate in international fairs on which the companies are being evaluated by trained judges. Best companies compete in regional, national and European contests.</p> <p>On platform <a href="http://www.impresainazione.it">www.impresainazione.it</a> participants can:</p> <ul style="list-style-type: none"> <li>download and print the Business Kit, teaching materials essential for the management of activities</li> <li>create the page of their mini-company,</li> <li>be updated through articles, videos, and links for further information</li> </ul>			Students who would recommend the program to a friend – 89%		informal learning in contact with prestigious Economic and Business representative; enhances leadership skills	entrepreneurship (2007)

#### School-to-work transition projects

PL	Azimuth of educational and professional career (PL: Azymut kariery edukacyjno-zawodowej) 01.08.2009-31.12.2011 Cracow (ESF funded)	Students of secondary schools between 14 to 16 years old.	<p>Project funded by European Social Fund under HC OP, Sub-action 9.1.2. It included:</p> <ul style="list-style-type: none"> <li>workshops (10 hours) for 5,517 students;</li> <li>individual career counselling;</li> <li>establishing 'Business Clubs' at schools (8 hours);</li> <li>on-line platform (chat, forum, test – 4,435 individual entrances),</li> <li>development of didactic materials (workshop programme, tests, 'Business Clubs' programme),</li> <li>conference (c. 60 participants)</li> </ul>	Psychological-Pedagogical Centre	5,517 students supported from 35 schools	94% are more self-aware (know their assets); 83% increased their competences in education-career planning; for 83% students it was first encounter with career counselling; 94% know now what factors to take into consideration when choosing further education; 85% gained knowledge about available occupations; 68% claims that thanks to the project will be more entrepreneurial/involved in the community; 88% said that this support should be available at lower secondary schools	Budget: EUR 454,618 / PLN 1,952,950 (EUR 1=PLN 4.2958) Cost per participant: EUR 82		Project website (not active) Wojewódzki Urząd Pracy w Krakowie Doradztwo edukacyjno-zawodowe w Małopolsce. Diagnoza stanu i perspektywy (2012)
RO	I DO NOT leave school (RO: EU NU abandonez scoala)	Students at risk of dropping out – with high absenteeism, low grades, coming from disadvantaged	The objective of the project was to prevent early school leaving by adopting a local strategy for preventing and combating school dropout and reintegrate vulnerable groups, in an open and	Project was implemented in partnership between the City	Students at risk of early school leaving – 60 Staff involved in the development	Local Centre for Prevention and combating early was established.	Budget: EUR 262,975 / RON 1,169,000 (EUR 1=RON 4.4420)	Not available	Information about the project in Alba24 portal Information about

MS	Name of the initiative, location, timing	Target group	Brief description	Partnership	Outputs	Outcomes	Costs	Other information	Sources
	2010-2012 Alba (ESF funded)	families.	inclusive learning environment. Project funded by European Social Fund under HRD OP Action 2.2, included: <ul style="list-style-type: none"> <li>Development of local Action Plan on reducing ESL and Local Strategy for the Prevention and Combating dropout based on the results of study conducted within the project,</li> <li>"School after school" program for children (additional classes in mathematics, Romanian, English, French, computer science)</li> <li>Financial support for students (EUR 58 / RON 260),</li> <li>Schools bought computers within the project,</li> <li>Campaign raising awareness about ESL.</li> </ul>	of Alba, Alba County School Inspectorate, HEI (University 1 Dec 1918) and NGO (Pakiv Romania) and 9 schools in the county.	implementation education programs "second chance" –15	After completion of the project, the City had a plan to continue actions aimed at increasing the level of school inclusion and reducing dropout.	Cost per participant (75 persons): EUR 3,506	the project on website of Pakiv Romania	
RO	Youth centre – a model of career counselling for youth during high school (RO: Centru de tineret – un model de consiliere a carierei tinerilor pe parcursul perioadei liceului) Mehedinti county 2012-2013 (ESF funded-HRD OP)	Students enrolled in the upper secondary education within the national education system	The general objective of the project was to improve the socio-professional and educational integration of young people by ensuring them a better access to jobs and labour market information.  The project activities targeted students with poor access to career counselling services and personal and professional development services in accordance with the evolutions of the labour market. Main activities were as follows: Developing a complex career counselling services model; Piloting the concept of career counselling services; Extending the application of the services within a newly established youth centre;	Project was implemented in partnership between 2 NGOs (Romanian Association for Counselling and Support Services; Youth Foundation Mehedinti) and one public institution (county authority for youth and sport)	300 students from Mehedinti county	Youth centre was established  Model of career counselling services: strategic plan for counselling, standards for counselling activities  250 career portfolios for students benefiting by services  2000 training hours delivered during the project  Guide of good practices in career counselling	Budget: EUR 476,408.65 RON 2,116,207,24 (EUR 1=RON 4.4420) Cost per participant (300 persons): EUR 1,588	Not available	Information from project website which is hosted by the website of the Romanian Association for Counselling and Support Services
IT	Special program No 11 under Regional Operational Programme Objective 2 2011-2013 Friuli-Venezia Giulia (ESF funded)	VET students – classes II and III	Under Regional Operational Programme projects offering guidance about school/job transition are being offered. Within special program No 11 two types of actions are being offered: <ul style="list-style-type: none"> <li>A 15 hour training strengthening self-awareness of students to choose future profession</li> <li>10 hour workshop on active job or further education search.</li> </ul> The catalogue contains the practices of trainings and workshops offered in the region.	Partnerships between schools, educational institutions and HEI	Between 2011-2013 in Friuli-Venezia Giulia, 923 educational pathways were established and 10,632 students were supported.	Path students preparing students to choose further education/job had following results (sample size 611): <ul style="list-style-type: none"> <li>After support less students said they need help in the moment of choice: 14% to 34%</li> <li>After support more students claim that they already found "satisfactory"</li> </ul>	Not available	Not available	Catalogue of guidance (2014)



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						<p>solution": 38% to 23%</p> <ul style="list-style-type: none"> <li>After support more students said that although they have not made up their mind they are able to take care of it on their own: 48% to 43%.</li> <li>On a scale 1 to 5 (maximum) the support was ranked 3.62</li> </ul>			
UK	<p>Jumpstart Employment &amp; Develop your Initiative (JEDI) Project</p> <p>01.10.2008-30.11.2010</p> <p>South London (Bromley, Kingston, Merton, Sutton and Richmond)</p>	<p>The programme focused on learners aged 14 to 19 who were classified as NEET or who were at risk of becoming NEET.</p>	<p>The aim of the programme was to provide at risk young people with the skills and confidence to pursue further education opportunities, training or employment.</p> <p>Each learner taking part could receive up to 94 hours of face-to-face learning support to assist them in achieving their programme-linked aims. The learner experience included the following elements:</p> <ol style="list-style-type: none"> <li>1. An initial interview that included both a skills for life assessment and the development of an Individual Learning Plan (ILP)</li> <li>2. A selection of dedicated workshops designed to address poor employment related skills as well as issues surrounding self confidence and self-esteem. Some participants progressed into a work experience placement. Eligible learners were able to select from the following choice of workshops when first engaging on the programme: Communication, CV Writing &amp; Development, Interview Skills &amp; Practice, IT Skills, Literacy, Numeracy, Motivational Neuro-Linguistic Programming (NLP), Music Production, Personal Finance, Work Experience Preparation.</li> <li>3. Programme participants successfully completing the above workshops were able to choose to further enhance their employability skills by undertaking a series of more advanced workshops that resulted in a work experience placement. These learners were offered: <ul style="list-style-type: none"> <li>• Up to three more employability – linked workshops</li> <li>• Videoed mock interviews with a business volunteer</li> <li>• A work experience interview with a prospective placement employer</li> </ul> </li> </ol>	<p>The entire programme was delivered locally at multiple sites.</p>	229 NEET participants	Not available	<p>Budget: EUR 944,639 / GBP 702,343 (EUR 1=GBP 0.7404)</p> <p>Cost per participant (229): EUR 4,125</p>	Not available	Project website

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			<ul style="list-style-type: none"> <li>Support with a Job Search</li> <li>Ongoing e-mentoring</li> </ul> <p>4. All programme participants were individually supported by their Youth Organisation Development Advisor (YODA). These advisers acted as both mentors and advocates for the programme's beneficiaries. They worked directly with the learners to ensure that barriers to programme success were removed or minimised throughout the lifetime of the project. They also served as a focus for further support up to six months after the participant left the programme through the use of a dedicated website designed to offer continued support to all learners engaging on the programme.</p>						
UK	<p>Raising Participation Partnership in West Berkshire Since 2010</p> <p>West Berkshire</p>	<p>All young people aged 16-19 across Berkshire and those aged up to 25 if subject to a learning difficulty assessment.</p> <p>The target groups of the fourth round of the RPA pilot programmes funded by DfE:</p> <ul style="list-style-type: none"> <li>Current Year 11 students (and a very small proportion of Year 10) students who were identified by their school as being likely not to participate but with additional support could remain in learning</li> <li>Young people who were likely to drop-out of learning post 16 if the support is not available</li> </ul>	<p>The Raising Participation Partnership was set up across West Berkshire, Reading, Wokingham and Slough to develop a strategy to prepare for RPA. The remit of this strategy includes:</p> <ul style="list-style-type: none"> <li>Making professionals, young people and their families and employers aware of RPA and what it means.</li> <li>Identifying the support required by young people to participate in education post 16 years of age.</li> <li>Develop a range of new curriculum opportunities and employment with training opportunities.</li> </ul> <p>2. Support has led to a developed curriculum/provision offer and support mechanisms to reduce the likelihood of non-participation, social disengagement and/or exclusion. The RPP has secured additional in-year funding and resource in kind to further build capacity and ensure longer term sustainability of current projects and initiatives:</p> <ul style="list-style-type: none"> <li>A successful bid to the Department for Education (DfE) to participate in the fourth round of the RPA pilot programmes. Funding secured for 2012-13 is £100,000, with an additional £150,000 match funded by the Local Authorities and Colleges. Support to equivalent of 27 Transition Worker posts working with 270 young people at risk of disengaging by providing motivational and pastoral support over the transition period following leaving compulsory secondary learning.</li> <li>A successful to the Education Funding Agency (EFA) to provide sustainable post-16 provision in Pupil Referral Units (PRU) or alternative settings. The additional £127,000 will support 60 young people</li> </ul>	<p>Raising Participation Partnership (RPP) – a shared service provided to the Berkshire Unitary Authorities of Reading, Slough, West Berkshire and Wokingham – as part of its preparatory work for supporting Local Authorities and their partners to meet the requirements of Raising the Participation Age from 2013.</p> <p>The partnership includes Four Unitary Authorities, and a Further Education College Principal, a School Headteacher, representation from the Thames Valley Regional Network of Private Training Providers (TVRN) and Connexions.</p>	<p>Outputs of the fourth round of the RPA pilot programmes funded by DfE:</p> <ul style="list-style-type: none"> <li>Number of Transition Workers involved – 19</li> <li>Number of young people targeted at start – 238</li> <li>Number of young people participating in the pilot at February 2013 – 212</li> <li>Percentage of young people still engaged in education, employment or training February 2013 – 89.1%</li> </ul>	<p>The number of 16 year olds participating in learning in West Berkshire has increased in the last year and is above both the South East and England averages.</p> <p>Outcomes of the fourth round of the RPA pilot programmes funded by DfE:</p> <p>Although there are many other people who are there to help the young people, the extra support, encouragement, assistance, coordination and helping them think about the education and employment aspects of their lives seem to be the specific benefits of the Transition Worker regardless of model. For those who were unemployed, the continued interest in their lives and contact by the Transition Worker seem to be valued.</p> <p>When young people were asked which is the most important support network when</p>	<p>Budget: EUR 337,751 / GBP 250,000 (EUR 1=GBP 0.7404) Cost per participant (270): EUR 1,250</p>	<p>Some young people are more likely to be NEET. These are children of parents who are NEET, teenage parents, young people with a learning disability or mental health problem, and those with alcohol or substance misuse. Similarly, young people who are eligible for free school meals, which have been excluded or suspended from school, those with children and those who have a disability are more likely to be NEET.</p>	<p>RPP website</p> <p>Appendix C to the Cabinet Report, Impact and Achievements of the Raising Participation Partnership (RPP)</p> <p>Small scale evaluation of the Raising of the Participation Age Transition Worker trial, Berkshire (2013)</p>

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			<p>annually, who will benefit from an extended period in their secure setting and an enhanced managed move process to further learning or employment with training.</p> <ul style="list-style-type: none"> <li>• Five successful bids to the Young People's Learning Agency (now the EFA) to access the 2011-12 Demographic Growth Capital Fund. Funding secured was £1.791 million and will provide additional capital places for approximately 200 additional young to participate in further learning.</li> <li>• Four successful bids to the EFA to access the 2012-13 Demographic Growth Capital Fund. Funding secured is £3.14 million to provide additional capital growth in two schools and purpose built accommodation at two colleges to young people with learning difficulties and/or disabilities. This includes £1.754 million for East Berkshire College and £661,125 for Slough and Eton College.</li> <li>• A successful bid to the EFA to secure additional funded learner numbers to commission niche employer based provision: "Work Pairing" for NEET young people. Associated revenue funding for 2012/13 is estimated at £500,000 to support an additional 125 young people reengage in learning and/or employment.</li> <li>• A successful bid to the EFA to increase the 16-19 Bursary Fund for disadvantaged young people. Additional funds secured totalled £43,570 to support young people facing financial barriers to entering and remaining in learning to do so.</li> <li>• Support to Schools Sixth Forms and Academies to revisit and amend success rate data used by the EFA to calculate future funding. Successfully submitted business cases to revise data ensured an estimated £1 million of revenue funding was not lost between the academic years 2010/11 and 2011/12. A similar exercise took place in 2011 and 2012.</li> <li>• Curriculum and funding support given to School Sixth Forms led to an increase in revenue funding of £916,389 to support an additional 171 funded learner numbers between 2011/12 and 2012/13, ensuring future capacity to meet the challenges of RPA.</li> <li>• A 12% or £213,148 increase in the RPP's proportion of the EFA 2012/13 National Placement Budget for Learners with Learning Difficulties and/or Disabilities (LLDD), of which £151,092 is for Slough</li> </ul>			<p>thinking about their education, three out of five of the young people mentioned the Transition Worker first alongside these other support networks (Child and Adolescent Mental Health Service (CAMHS), friends, family, Connexions, PRU staff and other staff in the school or college). The benefits of TW include advice and guidance regarding life after school, increasing motivation and self-confidence, being supportive and keeping in contact with them even if they have stopped contact with the Transition Worker for a period of time for various reasons.</p>			

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			young people.						



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