

Contribution of the Heads of PES network (HoPES) to the Berlin Youth Summit

We, the Heads of the European Public Employment Services, are conscious of our key role to foster youth employment as a matter of urgency. We want to invest in the talents of our young people. Today we present a hands-on concept for effective employment services including the required organisational structures.

We welcome the youth guarantee and encourage Heads of States and Governments to prioritise the allocation of resources.

Our network is committed to focus its activities on the implementation of the youth guarantee notably by:

- The creation of job opportunities, work place training, and apprenticeships, particularly in partnerships with employers
- Offering young people individual counselling and action planning
- Enhancing career guidance starting in schools
- Increasing reach-out capacities for inactive youth
- Tailoring service concepts to the needs of different target groups such as early school leavers
- Involving more young people and youth organisations in the design of support measures

We advocate up-scaling targeted employment incentives and support for entrepreneurship and start-ups of young people.

PES will bring young people to wherever jobs are in Europe by strengthening EURES services and recommending national mobility strategies.

We call for the targeting of education and training measures towards rapid labour market integration.

It is acknowledged that PES network members operate in different labour market conditions and levels of resources.

Joining forces with other partners is vital to tackle youth unemployment. PES are ready to coordinate with partners such as training and education providers, social partners, municipalities, employment services and NGOs. We will improve our effectiveness by enhancing performance management, information sharing and mutual exchange.

By the end of 2013 we will issue guidance on the implementation of our concept and consistent with the PES 2020 vision.

Heads of PES concept for the delivery of the Youth Guarantee

ABSTRACT

This paper looks at medium-long-term institutional and organizational changes to contribute preventively to a better integration of young people into the labour market. It also presents the short-term labour market measures that should back up long term reforms.

Concerning medium-long term changes action needs to be taken to facilitate transitions from education to work by interlinking classroom and workplace-related training components. Second, in order to make career decision on an informed basis, the development of systematic vocational advisory structures is necessary. Eventually, Member States need to ensure the effectiveness of their Public Employment Services (PES) in order to allow them to make a crucial contribution to implementing a youth guarantee scheme. The document details the main functions of PES – ranging from transparency measures, reach out measures to unregistered youth, counselling and placement services to performance measurement - and makes suggestions on how they can most effectively fulfil them. It is essential for the successful implementation of the Youth Guarantee that PES have profound knowledge about the structure of youth unemployment, the strengths and weaknesses of young people and on job opportunities including specific job requirements.

Furthermore the text outlines some basic success criteria of labour market policy measures that have proved their value under various framework conditions. These criteria are simplicity, transparency for people not yet registered, accuracy to fit, measurability and reversibility. The concept describes as well examples of labour market policy measures that will support long term development, such as active labour market policies or measures for improving qualifications.

In supplement to these measures to be implemented on the home market, supporting mobility within Europe through the EURES network is a key lever for reducing youth unemployment. It is as well crucial to learn from good practices of other Member States/PES as it has already been done in the frame of the PES network.

Heads of PES concept for the delivery of the Youth Guarantee

1 Starting point and objective

With the recommendation on the EU 'Youth Guarantee' scheme a framework was created in which Member States can take measures adjusted to the respective constitution of their employment market to combat the high level of youth unemployment. These measures are intended in principle to bring young people back into (high-grade) employment or training as quickly as possible after they leave school or complete training, or lose their jobs. The Commission recommends that public employment services (PES) use a mix of counselling, activation, training and placements, based on meticulous regional analyses.

The experiences of many Member States can be used with regard to the question of which measures from this canon are suitable for achieving the ambitious goals, experiences that include coping with their own labour market crises (for example mastering structural change in mining areas). The following summary provides an overview of the experiences and the recommendations that result from them.

In the process, institutional-organisational changes will be proposed, such as a reorientation of the education system towards improved interlinking of classroom and company components, or measures for increasing the performance of the PES. These measures can contribute preventively to better integration of young people into the labour market, but only develop their impact in the medium- to long-term. For this reason, additional labour market policy instruments are recommended that, where used properly, contribute in the short term at least to alleviating labour market problems, and in the medium term can serve as back-up measures for low achieving young people.

In the design of the measures and the question of which (bundles of) measures are practical, it is not merely a matter of direct integration into employment, it is also, for example, about facilitating the transition from school to work, or increasing the proportion of those with vocational qualifications. In the course of this, the recommendations below take into account in particular the fact that the causes of high youth unemployment differ from country to country in the EU. In some countries, the major problem is in the great numbers of people who leave the education system without a useful qualification; in others, the main cause is that the labour market is closed off to new entrants as a secondary effect of statutory or collective wage agreement provisions, or the lack of sustainability of new employment relationships for young people because of the high proportion of short-term contracts.

2 Initiating institutional changes and realising them successfully

2.1 Overview over possible institutional changes to combat youth employment

The following table gives an overview over possible institutional changes that have proven to be useful in fostering youth employment in a bunch of Member states. In the sections below the measures are described in more detail.

Table 1: Institutional changes to combat youth unemployment: Overview over measures, target groups and time frame

Main obstacle	Recommended measure	Target group	Time frame *	Remarks
Insufficient knowledge about the overall structure and nature of the national labour market	Introduction of a national Labour Market Monitor for a systematic dialogue among stakeholders	Overall	Short term	
Insufficient matching capacity of geographically separated supply and demand	Introduce a national virtual labour market or increase the quality of the existing one	Overall	Short term	
Insufficient knowledge of the aggregated macroeconomic demand for labour	Increase the market share of PES e.g. through an Employers Service	Employers	Medium term	
	Mandatory registration of vacancies	Employers	Short term	
Lack of knowledge about the group of young unemployed or school leavers	Increase attractiveness of PES to become the single point of registration for young people	Young people leaving school or becoming unemployed	Medium Term	Service offer also for those not receiving benefits
	Increase the outreach capacity of PES	Young people after leaving school and those not receiving benefits	Short term	
Insufficient knowledge among young people about the real economic and labour market situation (current opportunities, caveats, potential developments)	Increase guidance capacity	Young people in school	Medium term	

*Time frame: *short term: can be implemented immediately*

medium term: minor preparations needed, can be implemented within one year

long term: major preparations needed, can be implemented within three years

2.2 Achieving interlinking of classroom and workplace-related training components

It has been generally seen that good interlinking of classroom and company training components is an effective means of facilitating transition from the education system to the labour market. For this reason, we recommend that all Member States orient their education systems to this duality in the long term.

The efforts that many Member States are already making here will be particularly successful if they succeed in gaining the acceptance of companies for this concept, and attracting as many of them as possible for the provision of suitable training places. The following success factors appear to be worth noting for this:

- Realisation must be adapted to the respective industrial constitution of the region. This means in particular that suitable concepts have to be applied that meet the needs of a mainly small-company structure. It can be an advantage here, for example, to anchor regional sector-based training combines, in which small companies can each take over a section of the vocational training.
- Back-up through counselling employers before and during the phases of in-company vocation training relieves the strain on companies and increases willingness to offer training components.
- In the conception phase it is important that educational institutions and industry and trade associations work closely together to achieve a practical coordination of school and in-company training components.
- Close integration of social partners in this process contributes to broad societal acceptance for the realignment of the training system.
- As nucleus for the process, and in order to be able to present good examples in the near term, cooperation with (internationally active) SMEs and larger companies can be used that already have experience with dual training systems in their countries of origin and are prepared to realise these in the “host country”. Concluding regional cooperation agreements between educational institutions and employers can be useful here.
- Back-up information and marketing campaigns can be useful for making people aware of the advantages of dual vocational training and establishing it as a model not only for low achieving young people. An important component here is conversion into an advantage for employers. People from public life, for example, could be used here as ambassadors.
- A societal consensus has to be created in which employers and employees concur that investments in dual vocational training are worthwhile, not least because later on this training qualification is understood as a quality sign that is accepted everywhere.

2.3 Developing nationwide vocational counselling structures

In order for the dual vocational training system to be successful it is necessary that the greatest possible number of young people leaving general education are informed of its opportunities, and are thus able to make a career decision choice on an informed basis. It therefore requires, in addition, the development of systematic vocational advisory structures that begin at an early stage. The following components have proved to be valuable in this context:

- Nationwide events on careers information and orientation in the final years of general education, which also closely integrate the employers, ensure that (nearly) all young people are reached and receive a set of basic information.
- Augmenting face-to-face discussions with trained careers advisers can be offered on the basis of initial information. Important competences of these careers advisers are not only exact knowledge of the various job descriptions, vocational training paths, training contents and

institutions, but also knowledge of the chances on the labour market of the vocational training chosen in each case.

- Along with advising direct users (that is, students, and/or their parents), services offered by vocational advisory institutions should also include qualified advice for multipliers, such as teachers.
- The benefit of these structures is increased if, where required, young people can be given placement offers during these advisory discussions. This necessitates close interlocking with the services of public employment market service providers, or even institutional integration of vocation guidance in the latter.
- Additional careers information should be made available in online support that can be used as a basis to make an informed decision on the choice of a career.

2.4 Ensuring the effectiveness of public employment services

2.4.1 Functions of public employment services

Along with functioning vocational advisory structures, the second institutional element that can make a significant contribution to fulfilling the youth guarantee is functioning public employment services (PES) that discharge the following five functions (at least):

- Creation of transparency regarding supply and demand in the labour market and the determinants for unemployment, including nationally
- Securing a high coverage of the youth guarantee
- Nationwide counselling services (personal or online) resulting from this on labour market questions for employees and employers
- Effective placement in employment or vocational training resulting from this
- Effective allocation of labour market policy measures as efficiently as possible.

Creation of transparency regarding supply and demand in the labour market, including nationally

In order to create transparency on the labour market - with regard to the target group of the youth guarantee scheme – and to be able to analyse the respective determinants for youth unemployment, the first thing that is required – as already indicated above – is the broadest possible approach by careers advisers at an early stage, and the close interlinking of these activities, including transmission of data collected there to public employment services.

Transparency with regard to employment and vocational training vacancies has to be created on the employer side as well:

- A specialised approach to employers, perhaps by dedicated contact partners in the PES, appears to be expedient here.
- Vacancies should be made available in a database that can be accessed nationally.

Editing in a special tool lends itself as a method of making the acquired information and the consequences to be drawn from it available and usable simply for political decisions, but also to facilitate learning between regions.

Securing a high coverage of the youth guarantee

The following measures have proved to be successful with regard to secure a high coverage of the youth guarantee, especially through the creation of transparency on the applicant side:

- Outreach work and counselling in youth centres and similar institutions by counsellors from public employment services, where applicable coupled with young people acting as "ambassadors" and a snowball system. Partnerships with local authorities as well as NGOs have also proved to be effective in some countries.
- Incentives for young people to register with PES are increased, if not only placement and counselling services are offered there but also unemployment or social benefits are to be applied for.
- Back-up is advised through PR campaigns that publicise the advantages of registering with the PES (participation in the services of the youth guarantee scheme).

Nationwide counselling services (personal or online) on labour market questions for employees and employers

Services offered by PES will only be used on a long-term basis if access to them is possible everywhere and without complications. This is why it is important to make nationwide counselling services available and to implement standards that are as similar as possible.

- A multichannel strategy presents itself here in which information and simple advisory matters can be processed online or by phone, while personal counselling interviews can take place for more complex matters.
- Access to counselling services should be open equally to benefits recipients and persons who are not entitled to transfer payments.
- If needed to enhance the counselling and/or placement capacities (temporarily or permanently), parts of the service can be contracted out to private providers.

Effective placement in employment or vocational training

The core of the activities PES is placement in employment or vocational training. The basic prerequisite for successful work with a great range is transparency of both sides of the market described above. On this basis, the following components of the work of PES have proved to be promising:

- Activities should start at an early stage, where possible before conclusion of vocational training or the start of unemployment.
- The basis is systematic, individual profiling that, along with formal qualifications, reveals existing non-certified competences and a given need for action.
- An individual action plan is to be developed from this that is agreed between the young person and the placement officer and contains job-seeking and support activities of both sides.
- Profiling can be systematised and partly standardised with computer support. This contributes to the production of comparable applicant profiles that can be used, e.g., for automated matching. However, leaving the decision on the right action strategy – e.g. assignment to in a qualifying measure – with the placement officer, and not automating it, has proved to be successful.

- Making use of computer support on the vacancies side also lends itself. Employment and vocational training vacancies should be made available on a nationwide basis. Automated, and nationwide, matching increases the chance of exactly fitting placements and contributes to nationwide labour market adjustment.

Effective Allocation of labour market policy measures

An exactly fitting, high quality range of measures has to be ensured for those young persons who are unable to transfer directly to employment or vocational training. Which portfolio of measures (quantitative and qualitative) is offered in general is determined initially by the prevailing determinants of youth unemployment in each case – e.g. more qualification problems, or barriers to entry. The choice of the individually matched measure is then supported by the meticulous profiling described above, high-quality labour market advisory services building on this with an individual plan of action. In this process, the following aspects of quality assurance and measures purchasing are recommended:

- The public employment service should act in this respect at least as the agency that organises and tracks the provision of measures and their quality assurance.
- Which measures are carried out by the PES itself, and which are purchased from providers (make-or-buy decision), depends on the depth of services chosen in each case. It should always be considered which type of service provision is suitable with regard to quality, effect and economic efficiency.
- If a decision is taken to have a specific measure carried out by providers, this can be done either through the direct purchase of places or by issuing vouchers with which young people can choose a measures provider themselves. The latter increases competition and the self-reliance of young people, but can lead to them being overtaxed. In addition, voucher solutions frequently fall down in sparsely populated regions in that appropriate measures do not materialise because of a lack of participants.
- Finally, quality assurance is decisive for the sensible appropriation of funds and an increase in the integration chance of participants. An independent quality assurance system with clear criteria should be implemented at an early stage here.

2.4.2 Structural aspects

Governance

The way in which the governance of public employment market service providers should be structured depends greatly on the respective national situation. One question that has to be answered in all contexts is that of the right balance between central and local elements. In general, it has been seen that local scope for action is necessary: this enables an adjustment of labour market policy action to regional situations that is necessary because of major regional differences. In addition, it makes it possible in the first place for the PES to act as a constructive partner for regional economic and labour market development.

On the other hand, a modicum of central control is important in order to be able to implement uniform quality standards and to coordinate regional activities to a national strategy by means of

target agreements and target maintenance. Apart from this, certain functions of the PES, such as the transparency function described above, are best carried out centrally.

Finally, the inclusion of social partners in the governance of the PES – at least on an advisory basis – has proved to be a practical element for creating the broadest possible societal consensus regarding labour market policy activities.

Measuring success and monitoring

Effective monitoring of the services offered and their success is necessary in order to enable systematic further development of the range of services and the catalogue of measures. This means that investments must be made in systematic data collection and processing.

In the context of the youth guarantee scheme, it appears here to be necessary as a minimum to describe the category of persons affected sufficiently differentiated with regard to their characteristics, and on this basis to be able to form meaningful rough indicators on the start of measures for the purposes of the scheme, on acquiring qualifications, on the transfer to employment and on the sustainability of the employment relationships that are created. It should be possible to differentiate these indicators regionally and in accordance with the most important socio-demographic dimensions.

3 Organising back-up through labour market policy measures

Back-up labour market policy measures for the short-term improvement of the regional employment situation are necessary for the transitional process, until the measures sketched above have developed their full impact. Even after the establishment of an effective system of education in close cooperation with companies and appropriate counselling structures, and on an improvement of the economic situation, the measures described below for academically weak young people are practical and should therefore be kept in the portfolio of public employment market service providers. For this reason it is useful to choose the measures to be taken now so that they support long-term developments – structural change and more duality in the vocational training system – and do not hinder them.

However, in the process, expectations regarding the extent to which youth unemployment can be reduced by labour market policy measures in the short run should not be raised too high. Even if several measures types are used in combination, labour market policies in times of an economic crisis with weak demand for labour can make only a minor contribution to labour market adjustment.

3.1 What makes successful measures

The success of a labour market policy measure is assessed on whether the expected effects with it can be achieved within an acceptable period of time and with acceptable use of resources. In the context described here, expected effects can refer above all to the improvement in the chances of integration and to a measurable acquisition of qualifications. However, there are also additional effects, such as an improvement to the employment or qualifications structure, facilitating participation in society, or the gradual dismantling of labour market barriers. How the respective targets are weighted depends in the end on the regional context and is to be decided in the political process. Accordingly, which measure is successful and which is not cannot be decided in advance

independently of the regional context. However, some basic criteria can be described that have proved their value in various framework conditions:

- *Simplicity*: the simpler a measure is structured – for example, with regard to access conditions and paths – the higher its acceptance will be.
- *Transparency*: closely connected to this is the requirement that information on existing measures is also available for persons who have not (yet) registered with the employment service. This generates an incentive effect for registrations and increases the range of the youth guarantee scheme.
- *Accuracy of fit*: measures must be tailored to individual needs for action and match the regional setting. There is no standard measure that is effective for all on a large scale.
- *Measurability*: measures should be set up so that their success can be measured. This includes defining the expected effect clearly beforehand.
- *Reversibility*: a clear “best by date” should be included, above all when measures are implemented in labour market crisis situations, so that parallel structures are not created and threatening suppression effects are to be limited (particularly important with direct employment promotion).

In principle, depending on the prevailing framework conditions and problem situation in a Member State, there are three possible groups of measures for use in the framework of the youth guarantee scheme, which can (and must) also be used in combination. These are measures for acquiring qualifications, those for facilitating entry to the labour market and employment measures. Individual measures and possible success factors will be discussed in more detail below.

3.2 Step by step: How to allocate labour market policy measures

Precondition for the allocation of all kinds of ALMP measures:

1. Get transparency over the (regional) structure of potential participants and their main obstacles in finding employment

Sources (examples):

- those registered with the PES
- outreach activities
- media campaigns

Example: Allocation of qualification measures

2. Get transparency over the regional demands for skilled workers, especially regarding
 - branches
 - required skills and qualifications
 - quantities
3. Get regional transparency over the providers of the required qualification measures

4. Draw up a regional qualification measures' scheme describing contents, condition and quantity of each measure. Involve regional partners:
 - employers' organisations
 - social partners
 - local chambers
 - training providers

5. Decide about the allocation mechanism:
 - direct purchase of places
 - issuing vouchers
 - both

6. For each potential participant, carry out a meticulous profiling, containing
 - skills and qualifications ad hand
 - career aspiration
 - promoting and detaining frame conditions
 - obstacles regarding employment

3.3 Overview over active labour market policy measures to fight youth unemployment

In the following table, an overview over ALMP measures is presented which have proven to be useful in different institutional context, as evaluation studies show. In the sections below the measures again are described in more detail.

Table 2: Active labour market policy to combat youth unemployment: Overview over conditions, time frame and expected quantitative impact

Main reason for high youth unemployment	Recommended measure	Target group	Time frame *	Quantitative impact**	Remarks
High proportion of school leavers without degree	Promotion of measures to catch up on school degrees	Young school leavers without degree	medium term	High	Close cooperation among local players needed
High proportion of youth without vocational qualification	Promotion of measures of vocational training	Young people without vocational qualification	medium term	High	Connection of classroom and workplace-related training needed
Problems in entering the labour market	Wage subsidies to employers	Qualified young people at the beginning of career	short term	medium	Rules for amount and duration of subsidy needed to reduce dead weight effects
	Internships	Qualified young people without work experience	short term	High	Duration dependent on work experience at hand to reduce dead weight effects
Low economic dynamics	Credits with better conditions to employers giving a job to young people	Qualified young people at the beginning of career	short term	medium	Focus on small enterprises
	Promotion of entrepreneurship	Qualified young adults with first work experience	medium term	medium	Parallel coaching and counselling activities improve sustainability
Low economic dynamics plus lacks in regional infrastructure	Public employment projects	Low achieving young unemployed	short term	Low	Temporary projects with local approach only for low achieving - otherwise high risk of crowding out

* Time frame: short term: can be implemented immediately
medium term: minor preparations needed, can be implemented within one year
long term: major preparations needed, can be implemented within three years

** Quantitative impact:
high: for all members/a large fraction of the target group, not limited to certain regions
medium: for a fraction of the target group, or only for certain regions
low: only for a small fraction of the target group, and/or for certain regions

3.4 Measures for improving qualifications

Measures for improving qualifications must be always be differentiated between those aimed at catching up on school-leaving certificates, and those that facilitate vocational qualifications.

3.4.1 Measures aimed at catching up on school-leaving certificates

- Framework conditions under which these measures make sense
 - Regions with high proportions of school leavers without a general leaving certificate
- Target group
 - Young persons without school-leaving certificates
- Success factors
 - To ensure that addressing the appropriate target group is successful anyway, close cooperation among regional players is necessary – above all schools, PES, youth institutions, street workers. Parents and parents’ associations are to be closely integrated as well.
 - With awareness of the increasing integration of European labour markets, acquisition of knowledge of foreign languages should be part of support.

3.4.2 Measures for acquiring vocational qualifications

- Framework conditions under which these measures make sense
 - Regions with high proportions of young persons without (usable) vocational qualifications
- Target group
 - Young persons without vocational qualifications (possibly with disabilities/low achieving)
- Success factors
 - As already described above, what is decisive for the success of measures for acquiring vocational qualifications is good interlinking with in-company or workplace related components.
 - Programmes that provide a combination of long-term work experience places (financed by the PES) in companies and (vocational) school components have proved successful, in particular for low achieving young people.
 - In addition, internationally operating companies can be used as a nucleus here, in order to make vocational training places available on a company by company basis.
 - In view of the increasing internationalisation of labour markets, one component of vocational training should be the acquisition of work-related foreign language skills.
 - Organising training and further training networks lends itself to the enabling of comprehensive training in rural areas and with mainly small company structures. Here young persons do not complete the whole of their vocational training in a single company, but complete various training components in different companies that specialise in this. These training networks can be organised by the PES or by providers it authorises.
 - Training “for stock”, that is, without a direct vocationally usable objective, should be used sparingly. Offers are most likely to be considered here in which the acquired skills can be used universally, for example, language courses, which have already been mentioned several times. In addition, only training measures should be put into operation that end with the acquisition of a certificate.

3.5 Measures for facilitating career entry and transfers

3.5.1 Wage subsidies

- Framework conditions under which these measures make sense
 - To compensate for problems of entry into the labour market, e.g. based on collective wage agreement provisions that give preference to already employed persons over new entrants
- Target group
 - Those with vocational qualifications, above all at the start of working life
- Success factors
 - Wage subsidies have proved to be particularly effective if they are paid directly to the employer.
 - It should be possible to vary the amount and duration of the subsidies in order to enable them to be adjusted to the respective labour market conditions, but also to the underperformance (e.g. because of a lack of vocational experience) that is to be compensated individually.
 - A binding period of follow-up employment after the end of the temporary subsidy has proved to be successful in reducing free-rider effects and improving sustainability. Employers who terminate the employment relationship during this binding period of follow-up employment must repay the subsidy.

3.5.2 Loans with beneficial terms

- Framework conditions under which these measures make sense
 - Regions with a general lack of economic dynamism and an absence of financing facilities, in particular for small companies
- Target group
 - Employers who take on persons from the target group of the youth guarantee scheme with vocational school or university qualifications, but no work experience
- Success factors
 - A loan scheme that extends financing facilities for small companies in particular and provides incentives for employment young persons at the same time, is only successful if the terms are attractive in comparison with other financing paths.
 - In addition, the application terms should be as simple as possible. This concerns, e.g., access channels (where possible, advice and applications locally), documents to be submitted, or the period to the decision on the application.
 - Apart from this, concentration on regional sunrise branches, e.g. in the services sector, is recommended to promote the required structural change.

3.5.3 In-company work experience/Internship

- Framework conditions under which these measures make sense

- To compensate problems on entering the labour market through a lack of interlinking of school and in-company training components
- Target group
 - Persons with upper-secondary or vocational school or university qualifications, but no work experience
- Success factors
 - In-company work experience financed by the PES has proved to be a successful instrument for facilitating career entry. What is important is that it is provided in private companies and an interface to actual work processes is guaranteed. 'Adhesive' effects are then probable.
 - Concentration on sunrise branches increases in addition the chances of sustainability and long-term usefulness of the acquired vocational experiences.
 - Organising internship networks should be considered in order to achieve the broadest possible dissemination of knowledge in the framework of work experience on the one hand, and, on the other, to be able to include as many small companies as possible as well.
 - Alternatively, above all as back-up in branches whose sustained recovery is probable, in-company work experience phases can be organised by a publically financed personnel services agency in which young persons are permanently employed.
 - The length of the internship should be adapted variably in accordance with previous experience and activity. To reduce free-ride effects, paid work experience for persons with vocational qualifications should not be too long. Three months can serve as a benchmark.

3.5.4 *Assisting self-employment*

- Framework conditions under which these measures make sense
 - Regions with a general lack of economic dynamism and an absence of financing facilities, in particular for small companies
- Target group
 - In the target group of the youth guarantee scheme, preferably at the older end of the range: young trained adults with motivation to set up a company and initial vocational experience
- Success factors
 - Assistance for company start-ups above all in sunrise branches, such as premium services (company-related and personal) lends itself as a method for promoting sustainability and at the same time making a contribution to structural change.
 - Assistance is provided for the founder's cost of living, and where applicable that of his/her family, for a limited period after the start-up. Assistance for the initial investments is also possible.
 - With the group of young adults in particular, a meticulous suitability test by an independent body (e.g. a chamber) is necessary before a decision is taken on providing assistance.

- The sustainability of company start-ups can be improved in addition if the scheme for financial support for start-ups is supplemented by coaching activities and parallel counselling, for example in mentor or senior expert programmes.
- Close cooperation of the PES with regional economic promotion, chambers of industry and commerce and start-up consultancy centres (or a back-up development of these) is practical.
- In addition, those interested in starting their own companies should have easily accessible and well-prepared information on promising branches made available to them. An Internet-based information system is practical in this context (e.g. labour market monitor).

3.6 Temporary public job-creation schemes

- Framework conditions under which these measures make sense
 - Regions with a general lack on industrial infrastructure in combination with gaps in public infrastructure (including energy, digital infrastructure)
- Target group
 - Measure is suitable above all long-term for the low achieving in the age group
- Success factors
 - Public job-creation schemes can be practical if they can support the creation of the necessary regional infrastructure that at the same time is favourable to the location of private companies.
 - Close regional integration and cooperation of the relevant players (PES, both sides of industry, chambers, regional industrial promotion schemes ...) is necessary for the conception and monitoring of the project.
 - In this respect, a phased concept should be pursued and the connection to private companies be as close as possible (e.g. priority given to project implementation by private employers, if necessary with wage subsidies; government-funded employment in the narrower sense only in exceptional cases and for those who are particularly low achieving).
 - It is essential that programmes are temporary and limited to the specified regional project goal, because large-scale job-creation schemes without a time limit conceal considerable solidification risks, above all for the group of young people.

4 Increase and utilise readiness to move

In supplement to labour market policy measures that apply on the home market, *supporting mobility within Europe* is suitable for reducing youth unemployment in the countries affected. The EURES network can be used here, supported by funding programmes on both a European level (such as Your First EURES Job) and, if applicable, a national level.

Temporary work abroad not only fosters the acquisition of additional job-related competences and qualifications, but also enables social and cultural competences to be acquired as well, which, again, benefit the country of origin in the medium term. PES should work closely together here.

- Success factors
 - Good inter-connectedness between the respective PES in order to be able to identify quickly suitable applicants in one country for vacancies in the other country is absolutely essential for utilisation of potential. This includes mutual information on working conditions and requirements for applicants on the one hand, and applicant structures on the other in the run-up to processes for filling vacancies.
 - Following its development as a genuine placement platform, the EURES portal can be used to support placement processes for suitable vocational training places.
 - Along with accurate information on what young people can expect abroad, describing realistic return scenarios on leaving the country will foster their willingness to spend some time abroad.

5 Reciprocal organisation of the learning process

There is a great deal of experience in the Member States on the different approaches to combatting youth unemployment, the work of PES and the successful application of labour market policy instruments, and this should be used in the reform process that is now pending.

Systematic, and indicator-supported, learning from each other (benchlearning) is practical for the rapid identification of success factors with regard to the efficiency of PES. The monitoring described above can and should be used for this purpose and developed further.

The European network of PES represents another platform for learning from each other. A greater bindingness of this network, on which the HoPES would have to come to an understanding, would grow and support this process.

Finally, we recommend a cascade of on-topic workshops that augment the individual items in this paper and bring the respective experts around the table. In addition, the international exchange of experts would bring about a rapid exchange of experience for the PES.