



# **PES practices for the outreach and activation of NEETs**

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## 1 Introduction

Public Employment Services (PES) across Europe are working with increasingly diverse set of target groups. There is a growing expectation for PES and other organisations involved in the youth activation arena to identify and support non-traditional 'clients' such inactive, unregistered youth. This pressure stems from concerns over high NEET rates and the potential long-term negative implications of inactivity at young age both for society (burden for the welfare systems) and individuals concerned (the potential 'scarring' effects associated with long and early spouts of inactivity).

This has been underlined by several decisions at EU level, including the Council Recommendation on the development of the Youth Guarantee which highlights effective outreach work as an essential ingredient in the 'early activation' approach<sup>1</sup>. The PES concept paper for the delivery of the Youth Guarantee recommends PES to increase their capacity to undertake outreach work as a way of securing a high coverage of the Youth Guarantee<sup>2</sup>.

More recently, the Decision of the European Parliament and of the Council of 15 May 2014 on enhanced cooperation between PES defined the promotion and sharing of best practices on the identification of NEETs as one of the main tasks of the newly established PES Network.<sup>3</sup> Consistent with the Decision, the Network collected and analysed in this report PES practices of outreach work and activation of NEETs across the EU. The report looks at the role of PES in this work, how they identify NEETs, who they partner with and for which activities. It also discusses the possible added value of PES involvement in this work and explores any barriers to their involvement<sup>4</sup>.

This report was produced on the basis of 28 'Descriptions of Practices on outreach and activation of NEETs' submitted in October 2014 by 25 PES in 23 countries. In addition, the report also refers to some approaches to the outreach and activation of NEETs referred to in PES replies to the PES Business Models Study<sup>5</sup> and other literature.

Six of the practices collected in this report have been discussed and evaluated by PES experts from 20 Member States in a workshop, which took place on 16 January 2015. The workshop provided PES staff an additional opportunity to share good practices on the identification of NEETs. The key findings and lessons learnt of the workshop are annexed to this report (see page 25).

## 2 An overview of PES outreach concepts and practices

The practices submitted by PES for this report suggest that the term 'outreach' within the PES context principally involves a) identifying and engaging unregistered customers, and b) taking out labour market integration services of their standard settings, and then tailoring and providing them 'closer' to the young people i.e., in local community, school, one-stop-shop or mobile settings.

Others place the emphasis on the expansion and diversification of entry points to PES services for example through new online portals and social media, proactive work with schools and raising awareness through youth-centred publicity campaigns.

The scope and reach of PES outreach work varies across countries. Some PES see it being a practice of identifying the most vulnerable young adults and building

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<sup>1</sup> Council Recommendation of 22 April 2013 on establishing a Youth Guarantee (2013/C 120/01)

<sup>2</sup> Contribution of the Heads of PES network (HoPES) to the Berlin Youth Summit

<sup>3</sup> The Decision of the European Parliament and of the Council of 15 May 2014 on enhanced cooperation between Public Employment Services (573/2014/EU) [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L\\_.2014.159.01.0032.01.ENG](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2014.159.01.0032.01.ENG)

<sup>4</sup> Further information on plans for outreach work and actors involved in it can be found in the national Youth Guarantee Implementation Plans. A number of Plans have been published on: <http://ec.europa.eu/social/main.jsp?catId=1090&langId=en>

<sup>5</sup> EPEO 2014 Small Scale Study on PES Business Models. European Commission. <http://ec.europa.eu/social/BlobServlet?docId=11972&langId=en>

relationships with them while others regard it as a more detached and strategic level practice of raising the profile of mainstream PES and other youth services and informing larger numbers of young people of the provision and help that is available to them.

The country contexts across the EU28 explain some of these differences:

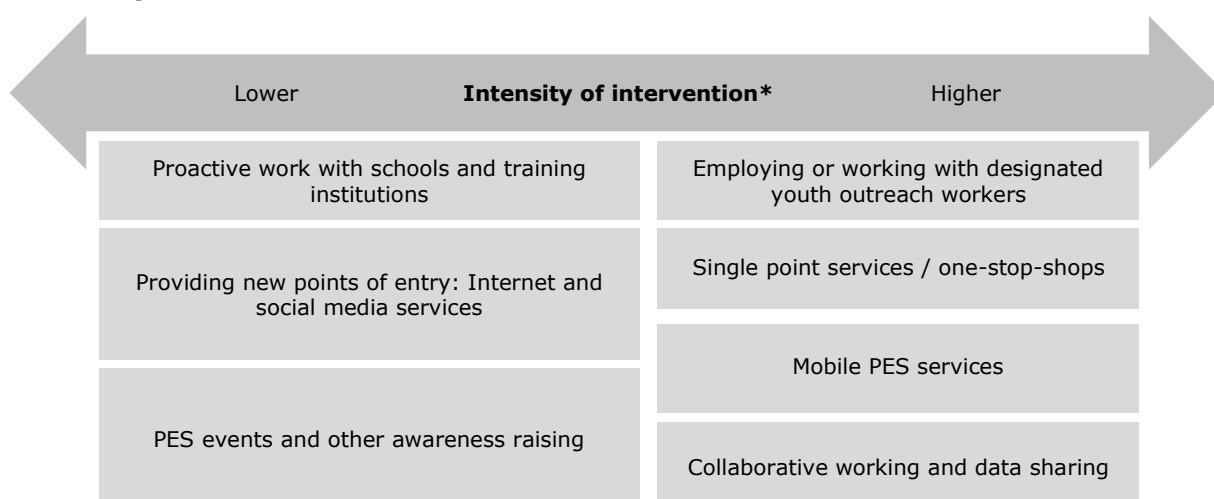
- There are several countries where youth outreach work is not the specific task of PES but a responsibility of other organisations, such as municipalities or ministries of education. These include Austria, Finland, Denmark, Latvia and the Netherlands, for example. In these countries the role of PES tends to be limited to referral work with outreach providers (referring some of their vulnerable clients to outreach workers but mostly supporting those who have been referred to PES by outreach workers), proactive work with schools and training providers and / or other project based activity. In some cases the responsibility is shared between different actors, as in France where the responsibility is shared between Pôle Emploi, and associations and bodies involved in a strong partnership with Regional and local authorities (Missions locales).
- Countries where PES have responsibilities or have been allocated funding to undertake activities in this field, political priorities, resources and institutional arrangements related to PES registration and activation play a key role in determining the focus and scope of outreach work (e.g. Croatia, Germany, Lithuania).
- In Member States where there is no institutional or legal arrangement for outreach work among NEETs, the work tends to be based on more project-based, location or target group specific actions by NGOs and other bodies funded through ESF, for example (e.g. Romania).

Whatever the arrangement, it is clear from the information provided that outreach work almost always relies on a network approach. PES involvement in outreach work across the EU-28 is uneven but PES play a part in many of these networks; in some cases as a lead partner, in others as a network partner with a more limited role. Another discernible trend is growing PES activity in this field.

### 3 PES outreach methods

The aim of this section is to illustrate the types of outreach methods the PES across the EU are involved in either directly as a leader in implementation or indirectly, as part of a wider network. The table below outlines the seven different methods identified, with explanations and examples included in sub-sections below.

**Table 2.1 Examples of outreach methods PES are involved in either directly or indirectly**



Note: \* 'Intensity of intervention' refers to the depth and breadth of immediate services available for the young people identified through this method.

### 3.1 PES working with designated youth outreach workers

A small number of PES is working with designated outreach workers to engage with NEETs. These are either appointed dedicated outreach staff within the PES or, more likely, staff from specialist partners or other organisations which are engaged in youth outreach. The tasks of such outreach workers are to meet, engage and build up a relationship with their clients. Ultimately, they help their clients to find solutions to practical problems and barriers to labour market integration and create pathways to employment. Motivating young people to register and make use of PES services is normally an important step in this pathway even when PES is not leading the activity.

PES in Bulgaria, UK and Sweden have employed specialist staff to undertake youth outreach work with specific groups of young people, with PES outreach work in Bulgaria and Sweden relying on peer mentoring.

#### Sweden – Peer to peer outreach 'Unga In'

The Swedish PES, Arbetsförmedlingen, ran an ESF project called 'Unga In' in five Swedish towns/cities, including Stockholm, Göteborg and Malmö. Outreach was carried out by young people who themselves were selected from the target group. Young people representing Unga In ('marketers') attended concerts, sports events and visited schools. In addition, social media and other communication tools were used for reaching NEETs. Strategic positioning of flyers and posters in the underground and radio advertisements in selected programmes for young people were effective and generated good results.

The activities in the project included individual counselling and guidance through multi-competent teams from different agencies.

#### Bulgaria

The Bulgarian PES is actively involved in the identification and activation of at risk youth through employment counsellors - Roma mediators - whose task it is to arrange formal and informal meetings with unemployed and inactive youth from the Roma community in order to encourage and support their labour market integration.

Outreach workers, such as 'the gangs advisers' employed by the UK PES (see box below), are equipped with specialist knowledge and skills that are required to effectively communicate with their target clients. They know how to best engage with them, what language to use to talk to them and what can be used to motivate them. In addition, they also know where to find their potential clients and can go out to visit them in their own environment at times that suit them, for example, visiting a skate park in an evening. This offers significant added value to PES as most front-line advisors do not have these specialist skills or capacity to do such work.

PES can also work in a partnership with youth organisations or designated youth outreach workers. This can help build up their profile within the community and such networks can be used for other related activities. In Ireland, the Ballymun Youth Guarantee pilot project, led by the PES, has partnered up with designated 'street counsellors' who walk the streets in the Ballymun area of Dublin four evenings a week to meet young people in their own environment and begin the process of building trust. Through this activity, the PES has gained valuable feedback from young people about their direct experiences with their service.

#### UK – Gang Advisers

Gang advisers have been established as part of the projects carried out by the UK PES to tackle gangs and gang violence.

In the 33 project implementation areas, gang advisers work in the community with 16 and 17 year olds. They identify those who are involved in gang activity and those who are at risk of involvement in such activity. They provide the young people with ongoing support with the ultimate aim of getting them into education, training or employment. More details on the practice can be found at page 40.

In Finland, outreach work is undertaken by designated outreach workers who are mostly trained youth workers. Outreach work is the responsibility of municipalities but PES provide referrals to, and deal with referrals from outreach workers. Thus, they provide offers and activation measures for those who have already been supported by outreach workers. A similar service is available in Austria, which however places a greater emphasis on preventive work with at risk pupils. Recently the Flemish PES, VDAB, also got involved in outreach work. See examples in the box below.

#### **Finland – Outreach work**

The outreach work, conducted by municipalities with co-financing from the Ministry of Education and Culture was first initiated in 2011, as a means to help and reintegrate NEETs under 29 years old, who are out of education and work and at risk of social exclusion.

Outreach work is carried out by a network of designated outreach workers covering nearly 90% of municipalities across the country. They are in close contact with student welfare teams in schools and follow-up on school drop-outs. In addition, young people are referred to them by social workers, health care institutions, PES and youth workshops. Young people may also contact them spontaneously. Outreach workers are also very active online, using Facebook and social media effectively to reach out to young people. Larger cities in Finland also have outreach workers engaged in 'street work'. Mobile outreach work may be undertaken in some of the more sparsely populated regions.

As regards the outcomes of the outreach work, 75% of users of the youth outreach work were placed into different measures, in 2012.

More detailed information on this practice can be found at page 37.

#### **Austria - Youth coaching (Jugendcoaching)**

By providing customised support and guidance Youth Coaching seeks to bring down the early school leaving rate and to facilitate smoother school-to-work transitions. In particular, it is intended to serve as a form of support for young adults but it also acts as a 'preventive measure' to stop those at risk from falling into the 'NEET' category.

Youth Coaching has three main target groups: those in their final year of education who are in danger of dropping out of the education system or are socially disadvantaged; NEETs who are 19 or younger; and people with learning difficulties who are 25 or younger.

This programme is run by the Ministry of Labour, Social Affairs and Consumer Protection and the Ministry of Education, Arts and Culture. It is implemented in partnership with the PES, schools, municipalities and training institutions. Youth Coaching offers free, personalised guidance to young people at crucial moments of transition. The youth coaches offer support and advice about education and employment, as well as personal or social issues that they may be facing. A total of 27 500 young people have benefited from coaching to date. A successful outcome has been found for 85% of participants.

#### **Belgium - Preliminary phase for vulnerable groups (Voortrajecten kwetsbare groepen)**

In 2014, the ESF authority, in partnership with VDAB and not-for-profit entities, such as the Public center for social welfare and Mentor vzw, established the Preliminary phase for vulnerable groups, which will run until the end of 2015. This is a practice intended specifically for the hardest-to-reach NEETs under the age of 25, who, lost from the system, require a supported pathway to the labour market. Using the FIND-BIND-MIND method, the partners work to find and provide supported pathways to hard-to-reach NEETs. The method entails three practice levels, which are:

- 1) actively identifying and seeking NEETs (by visiting places where young people gather and by building on networks and activities of grassroots organisations);
- 2) providing a supported pathway, first by offering tailored guidance by those organisations close to the young person and once ready, guiding them to PES services in order to prepare them for suitable offers of employment or training; and,
- 3) providing aftercare and following up on participants.

More detailed information on this practice can be found at page 36.

The preliminary phase has thus far had 176 participants register at PES, but it is thought that the actual outcome will be higher than what is seen through initial monitoring as the activation of the hardest-to-reach youth takes time.

The FIND-BIND-MIND is being implemented also in the Belgian PES of the Brussels region, ACTIRIS. The project aims to target 400 to 800 NEETs in Brussels through identification work undertaken by street social workers. This will help to reintegrate NEETs into a learning pathway. ACTIRIS will help to guide young people to services offered by the PES, including the Youth Guarantee Service.

### 3.2 Single-point services

'Single-point services, or 'one-stop-shops' bring together a raft of services into one place. They tend to be located in community settings and in this way entice new groups of young people. The arrangement offers the advantage for young people as they only have one place to visit, or organisation to contact. This makes it much easier for them to navigate the system instead of having to deal with a myriad of different services, each with their own paperwork requirements.

Administratively, this arrangement can be cheaper for PES and other youth services as they can sometimes share premises (even staff) and it can lead to more efficient working practices due to their close proximity.

The location of such services is crucial. They should be concentrated near areas where young people congregate or concentrate a high number of NEETs. Indeed, the key to success for one-stop-shops is awareness among the intended user group. It is therefore important for all partners to undertake promotion work.

In some countries this type of PES practice of outreach work is well-established (e.g. in Germany), whereas in other countries there has been more recently a shift towards this type of service (e.g. Croatia and Finland).

#### **Denmark - Youth units (one-stop-shops)**

Several municipalities have set up a youth unit at educational institutions as a way of offering a single-point provision which offers a broad and cross-sectoral service to young people. The units are made up of representatives from the job centre, health sector, social services and the educational sector.

#### **Germany – Youth employment agencies**

Youth employment agencies were first established in 2007. They bring together three main institutions – Employment Agency, Job Centre and Youth Welfare services – to provide low threshold services and support to NEETs. The aim is to create transparency at the school to work transition phase and work in partnership to coordinate concrete measures for the target group. Today, youth employment agencies operate in 147 locations across Germany with 100 PES, 136 institutions and 25 approved local providers involved.

#### **Croatia – Lifelong Career Guidance Centres (CISOK)**

Lifelong Career Guidance Centres (CISOK) were introduced in 2013. They are under the responsibility of the Croatian Employment Service and they aim to provide guidance to all citizens, including NEETs. Guidance is tailored to the individual's needs and it can include coaching, self-help, case-managed services and group coaching. In addition, self-help services are available via the website.

CISOKs are a result of collaboration between local chambers, universities, adult education institutions, schools and NGOs with respect to finances, premises and service delivery. The partnership approach is incorporated into outreach activities, service delivery and sharing and improving practices on a national, regional and local level.

Eleven CISOKs have been established in ten regions in Croatia. It is intended that there will be CISOK's in each region by 2022.

### 3.3 Mobile outreach services for youth

Mobile PES services allow PES to move their youth services to where those most in need are located. It can mean that accessing PES services is much easier for those NEETs who have access problems, such as young people in rural areas. In addition, mobile services can make it easier for PES to reach out to NEETs who are not yet registered as the service can be taken to places where they can reach a large number of people, i.e. job fairs or schools. This is the principle behind the Estonian PES mobile counselling service (see below). The PACE-Mobil project in Germany offers a higher threshold service in that the services offered by their mobile multi-professional teams are more targeted at young people with more complex problems.



#### **Estonia – Mobile counselling**

Mobile counselling was established in 2009 to provide those living in remote areas with greater access to PES services. From 2012, a greater focus has been placed on young people. The aim of the measure is to provide information and guidance on job search, explore work opportunities and increase awareness about the kind of support PES can offer. The PES is the lead organisation but it works closely with municipalities, schools and youth centres in the delivery of mobile services as they are the ones who know the local people and their needs. The sessions take place in workshop format, and individual counselling is available for those who need it.

#### **Germany – PACE-mobil**

The *PACE-Mobil* project brings together several partners to offer mobile counselling to young job seekers or young unemployed people in the Hannover region. The project began in 2013. PES, municipalities, NGOs and youth organisations, as well as education and training institutions work together to provide predominantly three types of voluntary support to young people – outreach work, supporting young people during important meetings (e.g. court hearings and credit counselling) and placing young people into internships and community service. The counsellors work from a small bus (VW-Bus) to reach different parts of the region.

Services of mobile units are often ‘fluid’ according to the geographical location and needs of each group. For example, they can be organised in workshops or individual sessions at times and locations that suit particular groups. Mobile PES services can be costly in terms of travel and staff time. For such services to be efficient the PES must have up-to-date local information at hand so that they make sure that they reach critical mass needed to justify the service and visit those most at need. To do this, partnerships with local actors are key.

### **3.4 Collaborative working to identify NEETs**

In some countries PES work with statutory bodies such as social services and the education sector to share information, identify at risk youth and create comprehensive action plans for them. This may take place through regular meetings between senior management from PES and other appropriate bodies.

In addition to the potential to identify and activate NEETs, sharing information via meetings and databases can help PES to become more proactive and anticipate future needs. Looking at existing data and analysing future trends can help PES to devise

#### **Belgium - Le Forem 'Annual Round Table'**

The first Annual Round Table of a range of actors relevant to NEETs took place in April 2014. The aim is to bring together stakeholders and youth representatives to create and support an action and communication plan to specifically target NEETs. The round table includes local bodies, social institutions, NGOs, youth organisations, social partners and those from education and training institutions. PES is the lead partner.

The round table will help to plan and expand on innovative practices, and share knowledge of current provision and stakeholders will work together to plan new actions. The main outcome from the 2014 annual round table was the ‘NEETs’ plan of action.

#### **Belgium (Synerjob) – seminar on problematic NEETs**

This seminar will aim to better identify, understand and act on the needs for this specific target group. It will look at three specific themes: enhancing the school to work transition, how to reach the specific target group and awareness of employers. All actors involved in the implementation of the Youth Guarantee in Belgium will be involved. The event will take place in Spring 2015, organised by the Federation of Public Employment and Vocational Training services in Belgium.

#### **Croatia – Tracking individuals through education and employment services**

In Croatia, an agreement has been established and signed between ministries and institutions to share data. The aim is to link different databases and exchange data between compulsory, secondary schools, universities, employment services and others institutions (pension, tax organisations etc.). This provides the ability to track an individual’s pathway and speeds up the process of identifying those who drop out from educational system and need (re)education, training or employment interventions.

realistic work programmes and budgets that meet predicted demands.

The extent to which this approach is used on a country-by-country basis depends on the legal context. As mentioned below, in several countries, sharing databases is not permitted due to data protection laws. Where databases are shared, the quality of the data depends on the information that is input. The level of cooperation between PES and other bodies also depends on the formality of the arrangements and the tradition and willingness to work together.

### 3.5 Proactive work with schools and training providers

In a small number of countries PES work with schools and training providers to ensure young people are aware of the available PES services before they leave education. Some others focus on identifying those at risk of becoming NEET and to put in place specific actions to prevent a young person from dropping out of the system.

Partnerships with training providers offer PES the potential to get young people into training placements quickly.

However, in some countries the legal context does not allow for information to be exchanged between schools and employment services. This means that it is extremely difficult for PES to do proactive work with young people who are at risk of dropping out of school or who have already dropped out as they do not have the data about who this concerns. In Slovenia for instance, due to personal data protection legislation, schools are not allowed to inform PES of those who have dropped out or those who are about to finish education. Therefore the schools by themselves advise the pupils and their parents of the PES services or invite PES employment advisors to speak at the school.

#### Germany – BiZ-Mobil

In Germany, PES have established several mobile career information centres (*BiZ-Mobil*). The mobile centres drive to different training institutions and job fairs. They offer mobile advice, information and counselling services to those who are not PES clients.

#### Italy – Cooperation with education institutions

The Ministry of Labour and Social Policy and the Ministry of Education, Universities and Research work with education institutions across Italy to provide rapid support to new NEETs.

Schools identify young people who have dropped out of compulsory education. Twice a year they inform their local PES office of who has dropped out. When this data has been transferred, the responsibility for these individuals also transfers to the PES. The PES contact the individuals concerned to encourage them to register with the local PES and make them aware of the support and relevant services.

### 3.6 New YG and PES entry points and recruitment channels: Internet and social media

The role of internet services within the youth employment arena is changing. Traditionally internet services have focussed on giving jobseekers an access to information about PES and signposting users to other relevant services. The new Youth Guarantee platforms tend to include a broader range of promotional features and information management tools, including PES and / or Youth Guarantee registration services (see examples below). In addition, they offer huge potential to share information in different ways between the PES and users, partners and staff.

#### **Portugal - Youth Guarantee Platform**

The Platform was introduced by the Portuguese PES in January 2014 to identify, intervene on behalf of and activate NEETs that are at the margins of socio-economic assistance, i.e., who are not registered with PES. Further, it acts as a tool for promoting and organising the YG Partners Network.

As well as identifying NEETs, the Platform allows for participants to express what kind of measure they seek and provides them support in defining their most appropriate pathway; it collects information concerning youth, which allows for PES to establish direct contact for scheduling information and counselling activities; and, it provides a platform for partners to communicate.

#### **Spain - National Youth Guarantee Scheme Website**

The national youth guarantee website has been developed in order to provide one, common 'meeting point' to all parties engaged, interested or participating in the Spanish Youth Guarantee scheme. It has several goals, one of which is promotion and awareness raising. A dedicated area has also been arranged for young people: all the registered young jobseekers are given an access to a specific private area where it is possible to check offers of employment, participate in e-learning activities and update personal information. PES is a partner in the initiative. Young people and employers can gather information also via telephone and email.

Social networks can provide an accessible and powerful toolkit for PES and their partners to promote and highlight services that affect all young people, especially NEETs. It can also be used for organising events. Outreach workers frequently report using social media as one of the most important communication channels with unregistered youth as it tends to be one of the 'constant' features in their lives<sup>6</sup>.

Digital services offer many operational advantages too. They can be quickly updated, tailored for young people in terms of content and language and they can be a cost-effective way to reach large numbers of young people for minimal cost. However, online services may not be suitable for all, especially those who lack the IT or literacy skills or motivation required to find and use such services.

#### **Italy - Youth Guarantee Communications Plan 2014 – 2015**

The communication plan aims to build awareness about the instruments and activities offered by the Youth Guarantee and to encourage young people to get involved. The plan has two parts – to build awareness and 'call to action.' Firstly, a mixed media campaign will take place to maximise the visibility. Print, radio and TV ads will be used and there will be a special collaboration with MTV. Secondly, two specific campaigns will take place – a web and mobile campaign using entertainment and gaming websites and apps; and a sport campaign that shares information through sports newspapers. The PES is not the main implementing body, they have contributed to the communications strategy.

#### **Belgium, Le Forem – Social media communication channels**

Le Forem uses social media to communicate with young people. It uses Facebook to promote PES services (generating some 10 000 followers); YouTube to share videos about PES services and job descriptions and Twitter to highlight new training opportunities and other PES services. The different methods used help to reach different target groups.

### **3.7 Events as a promotional / engagement tool**

Job fairs and other events offer PES and their partners the opportunity to present what services are available and overall, raise young people's awareness of the Youth Guarantee and services they are eligible for.

#### **Greece – Employment Forum**

The Forum was held as a one-day event in May 2014 and was the fourth of its kind organised by the Greek Manpower Employment Organisation (OAED) in the past three years. The event brings NEETs and enterprises together and promotes OEAD's services, particularly emphasising on counselling services, training and employment opportunities. Activities of the Forum include discussions on career and job opportunities, panel discussions (Q&A sessions with audience); workshops; EURES information; CV writing support; and, a detailed presentation of the Youth Guarantee initiative and related activities.

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<sup>6</sup> E.g. outreach workers have reported that many young people from this target group lack a permanent address and use pre-paid mobile phones but rarely change their Facebook or Twitter account.

#### **Hungary – Career choice exhibitions**

To deliver more effective lifelong guidance to young people, particularly those in elementary and second schools who are making decisions about their careers, the Hungarian PES organised career choice exhibitions which offer young people with an opportunity to find out about occupations that they can study for.

Events require participants to have a certain level of motivation to attend. Incentives or partnership arrangements with grassroots youth organisations can provide some pull factor. In addition, there must be follow up after the event to ensure that the key points are followed up.

## **4 Activation of NEETs**

Activation should follow on from the groundwork undertaken as part of outreach work as it targets those who have started to engage and have built up some level of trust. Activation of this target group tends to mean more 'hand-holding' and it can be a slower and more supported integration process into education, training or employment than for other groups of jobseekers.

Examples of PES services linked to initial stages of NEET activation include: appointment of a case manager or personal advisor; assessment of skills, competences, qualifications and aspirations; drafting an individual action / employment plan; provision of practical information and advice, such as advice on benefits, childcare and transport, and; career advice and practical job-search support (such as CV preparation).

The next stage usually involves an offer of placement in a designated activation measure. Such measures seek to build up the vocational and employability skills for example through on-the-job learning (apprenticeships, traineeships, work trials, blended models), preparatory and second-chance programmes and subsidised work.

Providing these opportunities to NEETs may require additional support to the individual before, during and after the placement to ensure that both parties get the maximum benefit. The quality of such placements is important too. This requires ongoing monitoring and evaluation.

Examples of NEET activation measures implemented by PES across Europe have been included in the box below.

#### **Denmark: Cooperation with education institutions**

Starting in 2013 and running until the end of 2014, 40 local PES have opted into this initiative, whereby they will collaborate with the different educational institutions that are responsible for the *Bridge Building* effort. The initiative itself, is intended to usher uneducated young people under 30 from unemployment into formal, qualification-leading education.

Building Bridge to Education seeks to develop knowledge on how to support youngsters in completing education that prepares them for employment. The initiative is conducted in an educational institution and provides a means of skills upgrading, enterprise training, short internships in different professional capacities and mentors for all youngsters throughout their participation.

More detailed information on this practice can be found at page 38.

#### **Malta - Youth Guarantee Pilot Project**

The Maltese Employment and Training Corporation is a key partner in the implementation of this pilot project, which is specifically aimed at NEETs. The project will individually profile 350 NEETs by experts and provide them with 30 hours of direct contact with a youth worker, as well as 90 hours of training intervention consisting of: motivation and behaviour; labour market orientation session; CV writing and interview skills; and, communication skills.

#### **Italy - Apprenticeships and Crafts in Traditional Sectors (AMVA project) and profiling methodology**

The AMVA project was launched in 2011 by the Ministry of Labour and Social Policy: PES, for their part, disseminate information and career advice to prospective beneficiaries. The projects experiment new ways of facilitating young people's transitions into the labour market by promoting apprenticeships and

training in traditional sectors and crafts.

A profiling methodology has been introduced in Italy to determine the impact of the distance of the young from the labour market. It identifies four disadvantage bands (low, medium, high, very high), taking into account the following variables: age, gender, education level, employment status one year before, region of origin and language skills. The level and the characteristics of the service provided depends on the profile obtained.

#### **Lithuania - Trust Yourself**

The project's objective is to promote the integration of young people into the labour market and education system. It provides support through social rehabilitation and employment readiness to address young people's lack of knowledge about the world of work, career choices and lack of confidence and self-esteem.

The Lithuanian PES is working in partnership with 10 Local Labour Exchanges, 32 NGOs and the Ministry of Social Security and Labour to deliver this ESF project between October 2013 and May 2015. Young people receive three to six months of theoretical and practical preparation for labour market programmes, provided by trained, dedicated staff at Local Labour Exchange offices. In addition to the personal support, the young people are also involved in practical work at NGOs to enhance their soft skills.

#### **Voluntary Labour Corps, Poland**

Voluntary Labour Corps support in particular 15 – 17 year old early school leavers and to those who are aged 18 – 24 with few qualifications. The support to the 15 – 17 year olds focuses on education or encouraging them to study towards a vocational qualification and help them to acquire basic social competences. Support to those aged 18 – 24 year olds is divided into standard support and deeper/complex support. Standard support involves job placement and support in traineeships and apprenticeships; job placement and vocational information; and support and advice on how to look for a job effectively. Deeper/complex support is offered to those only in exceptionally difficult situations. They may relate to the lack of qualifications, qualifications that do not meet labour market need or lack of professional experience. It provides those people with an opportunity to learn a profession, change professions or acquire professional experience. PES is a partner along with social institutions, NGO/youth organisations, and education/ training organisations.

#### **France- 'Jobs for the future scheme'**

This programme supports labour market participation of young people with lower levels of education, from disadvantaged areas, or with disabilities. It uses subsidized contracts for 3 years (both in profit and non-profit sectors), complemented by provision of mandatory training (formal- qualifying- and non-formal) and counselling.

## **5 Conclusions**

Examples above show that outreach work is delivered in different ways. Outreach may be delivered in a specific, separate site, for example, a one-stop-shop or youth job or activation centre (*a satellite model*). Alternatively it may be delivered through a *detached model* involving mobile and community services and street work. Internet, social media and smart phone services are also used increasingly to raise the profile and offer an *online and publicity model* of outreach.

No clear trend of PES involvement in these different models of delivery could be identified; all models include examples where PES has the role of a 'conductor' within a broader delivery partnership and examples where PES is a contributor only. This uneven situation stems from a range of legal, institutional, financial, political and historical factors. Overall, few PES are involved in outreach as primary provider with a longer-term financial backing. Most of the PES led outreach activities are time bound.

PES use partnerships to bolster their capacity, 'reach', skills and offer to NEETs. Working in a network arrangement with trained outreach workers or with youth and community organisations with links to the target groups, appears to contribute to a successful strategy. Mobile outreach and street work are effective at breaking down barriers and perceptions NEETs may have of PES, build up mutual trust and start the process of (re)engagement.

However, no one strategy should stand alone. It is useful to use a range of different approaches to ensure a broad coverage and meet the diverse needs of the NEET

cohort which is a very heterogeneous group of young adults. For example, community based outreach work may be combined with strategies to raise the profile of services.

Only a few examples of PES having established relationships with schools and education providers to prevent young people becoming NEET could be identified. In some countries such efforts are hampered by strict data protection laws but overall proactive work between PES and schools and training institutions appears to be an area where room for improvement remains.

Outreach work is a challenge for many PES from organisational, resource and institutional perspectives. Many members of this target group are far removed from the labour market and tend to hold few qualifications. Consequently outreach work tends to be resource-intensive and often demands new organisational and institutional arrangements in terms of new delivery models / sites or cooperation structures with partners. New youth-specific communication strategies and channels are also needed to facilitate new and diverse points of entry to the Youth Guarantee.

## 6 Examples of PES outreach and activation measures for NEETs, as identified by the members of the European Network of Public Employment Services

### PES OUTREACH MEASURES

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
<b>PES working with designated youth outreach workers</b>					
BG	<p><b>'Activate inactive persons' National Programme</b></p> <p>The National Employment Agency of Bulgaria introduced this National Programme in 2008, with the intention of supporting inactive and unemployed youth (including unregistered NEETs, unemployed youth who do not believe in being able to find work, registered unemployed Roma and other unemployed youth referred to the programme by case managers or psychologists employed by the PES) and integrating them back into work and society.</p> <p>The Programme is implemented by the PES in collaboration with NGOs, social partners and education &amp; training institutions.</p>	<p>Through individual and group application of tools and services, the programme will identify and register inactive unemployed, while providing them with psychological support, motivation training and an individual service package. The programme is made of four components:</p> <ol style="list-style-type: none"> <li>1) <i>Working with inactive persons</i>, whereby young people of predominantly Roma origins are motivated and directed back into the labour market, through formal and informal meetings with Roma mediators;</li> <li>2) <i>Job fairs</i>, where the jobseekers have the potential to meet employers;</li> <li>3) <i>Promotion and development of local cooperation on employment</i> integrates the efforts of local government and NGOs to identify problems in the local job market, taking concerted and unified actions to increase labour supply; and,</li> <li>4) <i>Psychological support, motivation training and consulting unemployed</i> involves enhanced individualised support.</li> </ol>	PES is the main implementing body and it works in collaboration with schools, training providers, NGOs, youth organisations and social partners.	National	<p>Between January and August 2014, the work of 61 Roma mediators has seen the activation of 7 630 registered unemployed, of which 1 487 were young people aged up to 24 years old (2 094 were aged up to 29 years old).</p> <p>Psychological support has been delivered to 5 522 unemployed, 2 942 of whom were aged up to 29.</p> <p>Individual counselling by case managers was provided for 3 751 people, of which 1 941 were aged up to 29 years old.</p>
UK	<p><b>Tackling Gangs and Gangs Violence</b></p> <p>This initiative was set up in the wake of disorder that erupted across England in August 2011. It is part of the UK government's 'Innovation Fund', which aims to help vulnerable 14 – 18 year olds who are at risk of becoming NEET by getting them</p>	<p>The projects provide the target group, including 16 – 17 year olds, with intensive job search support and access to Jobcentre Plus. Further, PES advisers and partners are helping to activate and empower excluded families with training and employment. In the 33 areas in which the projects are running, PES have introduced Gangs Advisers, whose role it is to</p>	PES is the main implementing body but it collaborates with local authorities and schools and training providers.	Regional ESF	<p>Over 6 000 young people have been helped under the Innovation Fund and already over 1 800 positive outcomes have been achieved. In the worst-affected London Boroughs, over 700 of the 1 300 participants in that area</p>

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
	<p>into employment or further training.</p> <p>In acknowledging the role of employment in preventing young people from becoming involved in gangs and offering them a route out, two projects have been funded to specifically help young people who are in gangs, or at risk of gang activity.</p>	<p>work in the community with young people in gangs or at risk of gang membership. Specialist training has been developed for practitioners to help them to identify and support the target group. In addition, a network of Jobcentre Plus staff has been established to share best practice, enable internal peer support and they are encouraged to implement proven effective interaction methods for those in gangs, or at risk of gang activity.</p>			<p>have moved into work, education or training. DWP launched the Youth Pledge initiative in May 2013 in the London Jobcentre Plus Group, with 15 employers already signed up to working with young people to mentor and support them into employment, education or training.</p>
SE	<p><b>Youth Integration (Unga in)</b></p> <p>The project was set up by the Swedish PES in order to offer NEETs aged 16-24 years old (especially those in the socio-economic peripheries) the opportunity to be included in work or education. It ran from June 2012 until May 2014. It developed structures and ways of working that are relative to the needs and circumstances of its target group.</p>	<p>The project provided participants with coherent and individualised support, through its multi-competent team and collaborating partners, such as schools and care institutions. It allows for a holistic, inclusive approach with individual participants (i.e. where their entire life circumstances are considered), which in return creates realistic expectations of the young person involved.</p>	<p>PES is the main implementing body. It collaborates with municipalities, social institutions, NGOs, social partners, schools and training providers, police, care services.</p>	<p>Regional ESF</p>	<p><i>Youth Integration</i> has been deemed a success in establishing contact with and the trust of the previously marginalised young people, of whom, 1133 participated in the project.</p>
FI	<p><b>Youth outreach work</b></p> <p>Youth outreach work, conducted by municipalities with co-financing from the Ministry of Education and Culture was first initiated in 2011, as a means to help and reintegrate NEETs under 29 years old, who are already out of education and work and at risk of social exclusion.</p> <p>About 70% of costs related to outreach workers are covered by the Ministry and the rest by municipalities.</p>	<p>Outreach work is carried out by a network of designated outreach workers covering nearly 90% of municipalities across the country. They are in close contact with student welfare teams in schools and follow-up on school drop-outs. In addition, young people are referred to them by social workers, health care institutions, PES and youth workshops. Young people may also contact them spontaneously. Outreach workers are also very active online, using Facebook and social media effectively to reach out to young people. Larger cities in Finland also have outreach workers engaged in 'street work'. Mobile outreach work may be undertaken in some of the more sparsely populated regions.</p>	<p>PES is a partner in terms of providing some referrals to outreach workers but mostly supporting and providing offers and activation measures for those who have already been supported by outreach workers.</p>	<p>National</p>	<p>As regards the outcomes of the outreach work, the outreach workers were in touch with over 20,000 young people in 2012 out of which 75 % were placed into different activation measures, in 2012.</p>
AT	<p><b>Youth coaching (<i>Jugendcoaching</i>)</b></p> <p>By providing customised support and guidance to vulnerable young people, Youth Coaching seeks to</p>	<p>Youth Coaching offers free, personalised guidance to young people at crucial moments of transition. The youth coaches offer support and</p>	<p>PES is a partner facilitating some referrals, providing</p>	<p>NA</p>	<p>A total of 27 500 young people have benefited from coaching to date (45%</p>



Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
	<p>bring down the early school leaving rate and to facilitate smoother school-to-work transitions. In particular, it is intended to serve as a form of support for young adults but it also acts as a 'preventive measure' to stop those at risk from falling into the 'NEET' category.</p> <p>Youth Coaching has three main target groups: those in their final year of education who are in danger of dropping out of the education system or socially disadvantaged; NEETs who are 19 or younger; and people with learning difficulties who are 25 or younger.</p> <p>Youth Coaching was introduced in January 2012 in two Austrian provinces (Vienna and Styria) and was extended to the rest of the country in 2013.</p> <p>This programme is run by the Ministry of Labour, Social Affairs and Consumer Protection and the Ministry of Education, Arts and Culture. It is implemented in partnership with the PES, schools, municipalities and training institutions.</p>	<p>advice about education and employment, as well as personal or social issues that they may be facing.</p> <p>The coaching can be divided into three distinctive parts. First, there is an 'informational interview' to ascertain the most appropriate goals and type of support for the young person. The second stage involves a 'transfer' – the transfer of the young person to training or PES services. For the most disadvantaged young people, coaches can call upon other specialists, such as those who could assist with difficult family circumstances. Coaches can also take a more active role in contacting potential employers and training bodies themselves.</p> <p>In general, young adults are eligible to up to three months of counselling. However, up to one year of assistance is available in 'case management settings', which target the most disadvantaged students and their families.</p>	<p>information for youth coaches about activation measures and supporting inactive and unemployed youth who</p>		<p>female, 55% male; 38% with no German as first language; 16% NEETs).</p> <p>The programme has been positively received by schools, participants and partners alike. A successful outcome has been found for 85% of participants. Only 3% have dropped out of the programme. In terms of practical benefits, the concrete career plans of 50% of participants have been improved and 33% of participants reported being more motivated.</p>
BE - VDAB	<p><b>Preliminary phase for vulnerable groups (Voortrajecten kwetsbare groepen)</b></p> <p>In 2014, the ESF authority, in partnership with VDAB and not-for-profit entities, such as the Public center for social welfare and Mentor, established the Preliminary phase for vulnerable groups (Voortrajecten kwetsbare groepen), which will run until the end of 2015. This is a practice intended specifically for the hardest-to-reach NEETs under the age of 25, who, lost from the system, require a supported pathway to the labour market.</p>	<p>Using the <b>FIND-BIND-MIND</b> (or Missing Link) method, the partners work to find and provide supported pathways to hard-to-reach NEETs. The FIND-BIND-MIND method entails three practice levels, which are:</p> <ol style="list-style-type: none"> <li>1) actively identifying and seeking NEETs (by visiting places where young people gather and by building on networks and activities of grassroots organisations);</li> <li>2) providing a supported pathway, first by offering tailored guidance by those organisations close to the young person and once ready, guiding them to PES services in order to prepare them for suitable offers of employment or training; and,</li> <li>3) keeping the target group in mind, i.e., by providing aftercare and following up on</li> </ol>	<p>The ESF authority is the project leader coordinating the Preliminary Phase. VDAB is involved throughout.</p>	ESF	<p>The preliminary phase has thus far had 176 participants register at PES, but it is thought that the actual outcome will be higher than what is seen through initial monitoring as the activation of the hardest-to-reach youth takes time.</p> <p>Under the project's 2 year term, the partners will be able to provide guidance to 2 000 participants.</p>

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
		participants.			
BE - ACTIRIS	FIND, MIND, BIND Belgium – ACTIRIS uses as well the Find, Mind, Bind method. It aims at targeting 400 to 800 NEETs in Brussels through identification work undertaken by street social workers.	The support offered will help to reintegrate NEETs into a learning pathway.	The PES will be involved as fund manager and will guide the young people to relevant services, such as the Youth Guarantee.	ESF	None available as yet.
<b>Single-point services</b>					
DE	<b>Youth Employment Agency (Jugendberufsagentur)</b> The German Federal Employment Agency (hereafter: BA), first established Youth Employment Agencies in 2007, in order to provide low threshold means of services and support to NEETs, especially unemployed youth aged 25 and under. The agencies aim for the professional and social integration of young people in need of support, through the collaboration of three main institutions: Employment Agency, job center and youth welfare services. Local stakeholders coordinate concrete measures.	BA functions on decentralised responsibility and tailor their focus on actions required, relative to regional needs and conditions. The agencies aim to – <i>inter alia</i> – create transparency at the transition stage between schooling and work and contribute indirectly to reducing youth unemployment through various actions. Also, the centres act as one-stop-shops for young people, by bringing in the PES as well as social and youth welfare services under one roof.	It is an equal partnership of the institutions involved in the youth employment agencies. A major player is not determinable	National Social contributions ESF YEI Other European funding	The first centre was opened in 2007 and to date, they exist in 147 locations in Germany, but this number is increasing.
DK	<b>Youth units (one-stop-shops)</b> Several municipalities have set up a youth unit at educational institutions as a way of offering a single-point service which offers a broad and cross-sectoral service to young people.	The units are made up of representatives from the job centre, health sector, social services and the educational sector. They must ensure that the young people are served in a coordinated manner.	PES is a key partner	NA	NA
HR	<b>New Partnership-based Lifelong Career Guidance Centres (CISOK)</b> In the wake of the IPA EU-funded project, the new partnership-based CISOK model for lifelong career guidance was introduced in 2013 under the responsibility of the Croatian Employment Service.	CISOK provides an individual and tailored service to its users, based on their personal situations. The Centre provides triage support at different levels of help, including: coaching the clients; self-help services; brief assisted services; individual case managed services; information on careers; and, staff training.	PES is the main implementing body; the centres are established under the responsibility of the Croatian	National ESF YEI	So far, 11 CISOK centres have been established they are planned to be established in every region by 2022.  Since 2013, 60.008 clients have received support

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
	The Lifelong Career Guidance (LLCG) Centres provide career guidance to all citizens (the unemployed as well as employed), based upon their identified, individual needs and it is expected that the Centres will effectively broaden the number of users of career guidance, which is intended for all and not just those unemployed and registered with CES.	Individual and group coaching sessions are available through CISOK and there is also a self-help website.  Currently, considerable efforts are being made in order to establish a model of identification of and outreach for NEETs, by various stakeholders. An agreement has been signed between ministries and institutions for linking different databases on young people and exchanging data between schools, universities, employment services and other key organisations (pension, tax organisation etc.) to enable authorities to track young people's pathways and identify dropouts.	Employment Service.		through some form of coaching/counselling, the majority (55.8 %), of whom, have been aged 15-29. and 46.7% aged 15-24.
<b>Mobile outreach services for youth</b>					
EE	<b>Mobile Counselling</b>  In 2009, the PES introduced a mobile counselling measure as a means to respond to the rapidly increasing need for information on PES services, measures and support following the economic crisis. Principally, this was aimed at people living in remote areas with limited access to PES services, but as of 2012, a greater focus was put on young people: nevertheless, mobile counselling is available to everybody. The aim of the measure is to provide information and guidance on job search, explore work opportunities and increase awareness about the kind of support PES can offer. PES is the lead organisation but it works closely with municipalities, schools and youth centres.	Participation in mobile counselling is available for everybody not only for registered jobseekers. Mobile counselling takes place in a form of a workshop, however, individual counselling, such as career counselling and psychological counselling, is also arranged for those in need.  Mobile counselling sessions are organised in close cooperation with municipalities who know the local people and their needs. The engagement of local employers has also positively become a common practice.	PES is the main implementing body but it works closely with municipalities and schools.	National	Figures for 2013 show that a total of 1 396 participants were involved in 73 mobile counselling sessions, which were largely organised at schools or youth centres.
DE	<b>The PACE-Mobil project</b>  The PACE-Mobil project brings together several partners to offer mobile counseling to young job seekers or young unemployed people in the Hannover region. The project began in 2013.	Job centres, municipalities, NGOs and youth organisations, as well as education and training institutions work together to provide predominantly three types of voluntary support to young people – outreach work, supporting young people during important meetings (e.g. court hearings and credit counseling) and	PES is the main implementing body but it works together with local administrations, social institution, NGOs and	National  Social contributions  ESF	NA

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
		<p>placing young people into internships and community service.</p> <p>The counsellors work from a small bus (VW-Bus) to reach different parts of the region. There are two different teams of mobile counsellors.</p>	education and training providers		
<b>Collaborative working to identify NEETs</b>					
BE - Le Forem	<p><b>Annual round table</b></p> <p>The first Annual Round Table of a range of actors relevant to NEETs took place in April 2014. The aim for the PES is to bring together all key stakeholders from public, private and third sectors to create and support an action and communication plan to target NEETs.</p> <p>The round table includes local bodies, social institutions, NGOs, representatives of young people, social partners and those from education and training institutions.</p> <p>A plan of actions for identifying and supporting NEETs will be drafted which is going to be used as a basis for funding future collaborative activities in this field. The round table format will continue for at least the next six years.</p>	<p>The round table will help to plan and expand on innovative practices, and share knowledge of current provision and stakeholders will work together to plan new actions.</p> <p>A call for projects will be launched through which partnerships are encouraged to develop actions to identify and support NEETs.</p>	PES is the main implementing body but it works in a comprehensive partnership with 22 organisations that are involved in youth activation.	National	<p>Various partners (including local bodies, social institutions, NGOs/youth organisations, public youth services, social partners and education and training institutions) are involved in the annual round table, which was first launched on 30 April 2014 and is expected to continue for at least the next six years.</p> <p>The main outcome from this year's round table has been a plan of actions, which is used as a basis of ESF/YEI funding applications.</p>
BE - Synerjob	<p><b>Seminar on problematic NEETs</b></p> <p>This seminar will aim to better identify, understand and act on the needs for this specific target group.</p>	<p>It will look at three specific themes: enhancing the school to work transition, how to reach the specific target group and awareness of employers. All actors involved in the implementation of the Youth Guarantee in Belgium will be involved. The event will take place in Spring 2015, organised by the Federation of Public Employment and Vocational Training services in Belgium.</p>	PES will organise the event	NA	None available as yet
<b>Proactive work with schools and training providers</b>					

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
DK	<p><b>Building Bridge to Education</b></p> <p>Starting in 2013 and running until the end of 2014, 40 local PES have opted into this initiative, whereby they will collaborate with the different educational institutions that are responsible for the <i>Bridge Building</i> effort. The initiative itself, is intended to usher up to 2 700 uneducated young people under 30 from unemployment into formal education or training.</p>	<p>Building Bridge to Education seeks to develop knowledge on how to support youngsters in completing education that prepares them for employment. The initiative is conducted in an educational institution and provides a means of skills upgrading (especially in basic skills), enterprise training, short internships in different settings and mentors for all participants throughout their participation.</p>	<p>PES is the main implementing body and it works closely with schools and training providers.</p>	National	<p>By September 2014, 2 100 youngster had completed a <i>Bridge Building</i> effort, around 60% of whom have continued in formal learning or have found work.</p>
SI	<p><b>PES and school collaboration</b></p> <p>The counsellors in primary and secondary schools are informed of the PES services through information leaflets and web based services. They are also informed of services to pupils who are not interested in pursuing secondary education or who are at risk of dropout.</p>	<p>Due to personal data protection legislation schools are not allowed to inform the PES of those who have dropped out or those who are about to finish education. Therefore the schools by themselves advice the pupils and their parents of the PES services or invite PES employment advisors to speak at the school.</p>	<p>PES is the main implementing body</p>	NA	NA
<b>New YG and PES entry points and recruitment channels: Internet and social media</b>					
BE – Le Forem	<p><b>Social media communication channels</b></p>	<p>Le Forem uses social media to communicate with young people. It uses Facebook to promote PES services (generating some 10 000 followers). YouTube to share videos about PES services and job descriptions and Twitter to highlight new training opportunities and other PES services. The different methods used help to reach different target groups.</p>	<p>PES is the main implementing body</p>	NA	NA
IT	<p><b>Youth Guarantee Communications Plan 2014 – 2015</b></p> <p>The communications plan aims to build awareness about the instruments and activities offered by the Youth Guarantee and to encourage young people, in particular NEETs, to get involved. The implementation is managed at a national and regional level by <i>Italia Lavoro</i>, an agency of the Ministry of Labour. They work in partnerships with</p>	<p>The plan has two parts – to build awareness and ‘call to action.’ Firstly, a mixed media campaign will take place to maximise the visibility. Print, radio and TV ads will be used and there will be a special collaboration with MTV.</p> <p>Secondly, two specific campaigns will take place – a web and mobile campaign using entertainment and gaming websites and apps; and a sport campaign that shares information</p>	<p>The PES is not the main implementing body, they have contributed to the communication strategy. Italia Lavoro, an agency of the Ministry of Labour, is leading on the work but</p>	ESF YEI	<p>No outcomes are available as yet.</p>

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
	the regional administrations, NGOs, youth organisations, social partners and private companies.	through sports newspapers.	collaborating also with regions, NGOs, youth orgs, social partners and private companies.		
ES	<p><b>National Youth Guarantee Scheme Website</b></p> <p>A website to promote the Youth Guarantee was established in July 2014 to offer a single contact point for all of those involved in the Spanish Youth Guarantee Scheme. It provides information about the programme, facilitates registration and access, creates a meeting point for young people and employers, manages and shares information between different public administrations and promotes awareness about the Youth Guarantee scheme. It is aimed at NEETs and public administrations and employers can also use the facility.</p>	The website has different areas to meet different needs. Firstly, the open area provides information, application forms, FAQs and guidance material. Secondly, information about the wider legal context can also be found on the website. The third area, strategy for entrepreneurship and youth employment, contains information about the measures aimed at reducing youth unemployment. The fourth area is a private area for young people where they can participate in e-learning, update personal information and check employment offers. A similar area exists for employers where they can find out more. Lastly, there is an area for public administrations and official providers where they can check and manage information about registered young people and update information.	The PES is not the main implementing body – different units from the Ministry of Employment and Social Security are involved in the development and coordination of Youth Guarantee activities	National ESF	Young people have been provided with the means to access the system via username and password.
PT	<p><b>Platform Youth Guarantee</b></p> <p>The Platform was implemented by the Institute of Employment and Vocational Training on 28 January 2014. It is a measure that in practice will identify, intervene on behalf of and activate youth NEETs that are at the margins of socio-economic assistance, i.e., who are not registered with PES. Further, it acts as a tool for promoting and organising the YG Partners Network that is responsible for the implementation of YG.</p>	The Platform allows for participants to express interest in the YG after which one of the partners contacts them to explore the type of support they would like and they need. The Platform also allows partners to refer young people identified as NEETs into the YG. It also collects information concerning youth, which allows for PES to establish direct contact for scheduling information and counselling activities and, it provides a platform for partners to communicate.	PES is the main implementing body in charge of the design (together with the Youth Institute and Education Ministry), staff training, day-to-day and strategic management and dissemination. It works closely with a range of public, private and third sector partners.	Regional (PES budget)	<p>So far, the processing of applications from young people has been identified as somewhat slow, figures show that 9 420 requests have been made by young people, to participate in the YG.</p> <p>The requests have been made for employment (4 835), traineeships (2 622), study and work abroad (429), education (453), learn an occupation (318) and guidance (763).</p>

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
<b>Events as a promotional / engagement tool</b>					
EL	<p><b>Employment Forum</b></p> <p>The Forum was held as a one-day event in May 2014 and was the fourth of its kind organised by the Greek Manpower Employment Organisation (OAED) in the past three years. The Forum was intended for NEETs and other target groups, including employers and jobseekers, as a means to activate (would-be) users of and highlight to them the services on offer by the OAED.</p>	<p>The Forum convenes NEETs and enterprises by means of promoting OEAD's services and placing special emphasis on counselling services, training and employment opportunities. Activities of the Forum include: Career and Job Opportunities; Panel discussions (Q&amp;A sessions with audience); Workshops; EURES information; CV writing support; and, a detailed presentation of the Youth Guarantee initiative and various YG-related activities in Greece.</p>	PES is the main implementing body	National (OAED)	<p>The 2014 Forum attracted around 2 000 participants. Both the Workshop and CV-writing support activities witnessed a greater number of participants (270 and 525, respectively) than was projected (240 and 300, respectively). Moreover, 51 % of the participants stated that they wanted to follow more extensive counselling sessions with OAED (which was the main aim of the workshops) and 64 % said that they found the OAED Workshops to be useful. New employment forums have been scheduled for the near future.</p>
HU	<p><b>Lifelong guidance, career orientation and related outreach activities</b></p> <p>The objective is to renew and deliver more effective lifelong guidance services and tools, provide teachers with more knowledge about careers and provide young people with opportunities to become familiar with possible future professions. The measure is targeted particularly to young people in elementary and second schools who are making decisions about their careers. The developments on lifelong guidance have been underway since 2008 and career choice exhibitions have been organised since 2001.</p>	<p>There are three strands to this activity. Firstly, the lifelong guidance system has been further developed as tools and services have been enhanced. Secondly, initial training has been provided to 4 000 professionals who offer career advice (including teachers) to ensure that they can offer better advice. Lastly, career choice exhibitions offer young people with an opportunity to find out about occupations that they can study for in trade schools and secondary vocational schools and they can also find out about options for pursuing further studies at adult education training providers.</p>	PES is the main implementing body.	National ESF	<p>In 2013 the career choice exhibitions attracted 126 000 visitors. Between 2008 and 2011, the lifelong guidance aspect trained 2000 professionals. Between 2012 and 2015 this rose to 4 000 professionals.</p>

**PES ACTIVATION MEASURES TARGETING NEETS**

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
EL	<p><b>Activation workshops for the unemployed</b></p> <p>In 2012, the Greek Manpower Employment Organisation (OAED) introduced this practice as a pilot programme, as a way to ensure that unemployed would be fully aware of OAED services. Since 2013, the practice has been implemented systematically and workshops are held three times a year, in different OAED regional directorates.</p>	<p>As well as aiming to activate and empower users through immediate labour market integration, the workshops provide detailed information about all of the counselling services offered by OAED and provide an opportunity to be included in specific counselling groups. The practice follows an experiential learning approach, where participants are divided into working groups to discuss specific case studies and address related exercises. Finally, they have an opportunity to work with a specialised counsellor to improve the content and form of their CVs. Ultimately, this practice is intended to provide participants with the tools and knowledge to be able to select an OAED counselling programme best for themselves.</p>	<p>PES is the main implementing body</p>	<p>National (OAED)</p>	<p>The practice is due to be extended to other regions of Greece. To date, it has delivered 33 workshops and supported 1150 beneficiaries.</p> <p>Of the beneficiaries supported, 906 have been directed to counselling services and 166 were employed or further trained.</p>
FR	<p><b>'Jobs for the future scheme' (Emplois d'avenir)</b></p> <p>This programme, implemented from the end of 2012 improves the position of young people facing obstacles to access the labour market.</p> <p>It supports labour market participation of young people with lower levels of education, from disadvantaged areas, or with disabilities.</p>	<p>It uses subsidized contracts for 3 years (both in profit and non-profit sectors), complemented by provision of mandatory training (formal-qualifying- and non-formal) and counselling. Young people are mentored by their employers.</p> <p>150 000 contracts have been signed since the end of 2012. The scheme is implemented locally by Missions locales, in very close cooperation the PES. Both employers and young people are "recruited" via an operator, which operate the "right" matching process.</p>	<p>PES and Missions locales are involved in outreaching young people and employers. They collaborate with NGO, local bodies, companies, training providers, social institutions.</p>	<p>National</p>	<p>An evaluation was conducted, which identified the strengths of the project in: well targeted, combined with training, supporting profiling counselling and coaching, well-tailored according labour market context, strong governance, quality of partnership, developing commitment from public and private employers.</p>
IT	<p><b>Apprenticeships and Crafts in Traditional Sectors (AMVA project)</b></p> <p>AMVA was launched in 2011 by the Ministry of Labour and Social Policy and is run by its agency, <i>Italia Lavoro</i>. The PES disseminate information and career advice to prospective beneficiaries. The project run until the end of 2014, with a view to</p>	<p>The project has three aims. AMVA seeks to promote the placement of over 16 400 young jobseekers into an apprenticeship; place over 3 300 youth into traineeships in SMEs in the crafts sector; and, bring over 3 000 NEETs from inactivity to active job seeking. <i>Italia Lavoro</i> will pay subsistence allowances for trainees; provide start-up incentives for young would-be</p>	<p>PES are one of the actors involved in dissemination of information and career advice to prospective beneficiaries.</p>	<p>National ESF</p>	<p>The project raised high interest. The demand has vastly overcome the supply of available places/financial incentives.</p> <p>More than 13 000 NEETs have registered and</p>



Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
	<p>experimenting new ways of facilitating young people's transitions into the labour market by promoting apprenticeships and training in traditional sectors and crafts. The project is intended for NEETs and, specifically, young people, aged 15 to 29, who are eager to learn a trade or start a business in the crafts sector.</p> <p><b>Profiling methodology</b></p>	<p>entrepreneurs; and, provide financial incentives for firms to take in new apprentices.</p> <p>Specific calls have been launched or apprenticeships and traineeships and applications from jobseekers and employers have outnumbered the amount of available places.</p> <p>A profiling methodology has been introduced in Italy to determine the impact of the distance of the young from the labour market. It identifies four disadvantage bands (low, medium, high, very high), taking into account the following variables: age, gender, education level, employment status one year before, region of origin and language skills. The level and the characteristics of the service provided depends on the profile obtained.</p>			<p>applied for traineeships, over 27 000 placements in apprenticeships have been mediated and 6 500 firms have been involved.</p>
LT	<p><b>Trust Yourself</b></p> <p>The project's objective is to promote the integration of young people into the labour market and education system. It provides support through social rehabilitation and employment readiness to address young people's lack of knowledge about the world of work, career choices and lack of confidence and self-esteem.</p> <p>The Lithuanian PES is working in partnership with 10 Local Labour Exchanges, 32 NGOs and the Department of Youth Affairs (under the Ministry of Social Security and Labour) to deliver this ESF project between October 2013 and May 2015.</p>	<p>Young people receive three to six months of theoretical and practical preparation for labour market programmes. This support is delivered by trained, dedicated staff at Local Labour Exchange offices. In addition to the personal support, the young people are also involved in practical work at NGOs so that they can develop their soft skills.</p> <p>The aim is to provide this to 2 000 participants (NEETs) and it is expected that 50% will complete the programme and 35% will be referred to active labour market policies.</p>	PES is the main implementing body	ESF	<p>Until now, 1 700 NEETs have participated in the project.</p>

Country	Name and background	Practical description of the measure	Role of PES	Funding	Outputs and outcomes
MT	<p><b>Youth Guarantee Pilot Project</b></p> <p>The Maltese Employment and Training Corporation was a key partner in the implementation of the pilot project that was introduced in the second quarter of 2014, specifically aimed at NEETs.</p>	<p>The project will individually profile 350 NEETs by experts and provide them with 30 hours of direct contact with a youth worker, as well as 90 hours of training intervention consisting of: motivation and behaviour; labour market orientation session; CV writing and interview skills; and, communication skills.</p>	<p>PES is a key partner in the Pilot</p>	<p>ESF</p>	<p>The target is that 350 NEETs will benefit from the scheme by March 2015. 250 NEETs had been engaged By August 2014.</p>
PL	<p><b>Support to persons aged 18-24 with the labour market services through the Voluntary Labour Corps.</b></p> <p>Voluntary Labour Corps help marginalised young people to develop their social and professional skills. Their work is specifically focused on NEETs. The support is particularly directed at 15 – 17 year old early school leavers and to those who are aged 18 – 24 who have few qualifications.</p>	<p>Support to the 15 – 17 year olds focuses on education or encouraging them to study towards a vocational qualification and help them to acquire basic social competences.</p> <p>Support to those aged 18 – 24 year olds is divided into standard support and deeper/complex support. Standard support involves job placement and support in traineeships and apprenticeships; job placement and vocational information; and support and advice on how to look for a job effectively. Deeper/complex support is offered to those only in exceptionally difficult situations. They may relate to the lack of qualifications, qualifications that do not meet labour market need or lack of professional experience. It provides those people with an opportunity to learn a profession, change professions or acquire professional experience.</p>	<p>The PES is not the main implementing body. It is a partner along with social institutions, NGO/youth organisations, and education/ training organisations.</p>	<p>National ESF</p>	<p>Between January and June 2014, around 45 000 NEETs were supported.</p>

## ANNEX: WORKSHOP REPORT - PES PRACTICES FOR THE OUTREACH AND ACTIVATION OF NEETS

### Introduction

The 'PES Practices for the Outreach and Activation of NEETs' workshop, which took place in Brussels on 16<sup>th</sup> January 2015, discussed and validated six practices of outreach and activation work undertaken by PES, or relevant Ministries in cooperation with the PES. These practices were selected from examples provided by PES in the recent *Catalogue of Measures on the Outreach and Activation of NEETs*. Consistent with the requirement of the May 2014 [Decision on Enhanced cooperation between PES](#), the workshop offered an opportunity for PES to share good practices on the identification of NEETs and to exchange on the development of initiatives to activate the unemployed and inactive youth.

In particular, the workshop explored more in-depth, through the six practices, some of the outreach methods identified in the *Catalogue of measures*. These are highlighted in the table below.

	Collaborative working and data sharing	Providing new points of entry	PES events and other awareness raising	Employing or working with designated youth outreach workers	Single point services / one-stop-shops	Mobile outreach services for youth	Proactive work with schools and training providers
AT – Youth Coaches	X			X			X
BE (VDAB) – FIND-MIND-BIND Outreach Method	X			X			
BG – Activate the Inactive			X	X			
DK – Building Bridge to Education	X						X
FI – Outreach Work	X	X		X	X	X	X
UK – Tackling Gangs and Violence	X			X			X

Discussions were organised around the following guiding questions, which are used to structure conclusions emerging from the meeting:

- What are the key ingredients for successful partnership working in the delivery of services for NEETs?
- How do PES efficiently and effectively use their own and partner's resources to deliver outreach and activation services to NEETs?

- Where do PES target their work with NEETs?
- What outreach approaches work for whom – and why, in engaging with NEETs?
- How do PES work to ensure that interventions equip a young person to enter - or re-enter - the labour market?

The workshop brought together PES representatives from 20 different European countries.

## 1 **What are the key ingredients for successful partnership working in the delivery of services for NEETs? How do PES contribute to effective partnership working?**

### ***Creating a holistic approach through cross-sectoral partnerships is important to providing a full range of services to NEETs***

NEETs often face multiple barriers to participating in education, training or employment. Holistic packages of support offered by PES often recognise and address such barriers at the design process, notably through working in partnership with other actors. These actors include schools, non-governmental organisations (NGOs, often those specialising in youth issues) and other ministries. This brings in specific expertise and knowledge about youth issues that can be utilised at the right moment in the young person's journey.

This holistic approach is illustrated in the Finnish example of Outreach Work where they use a one-stop-shop approach where youth workers are located near to other services (e.g. health care, career guidance). In addition, municipal services and state services often come together to share information and best practices.

To date, there appears to be very few examples of PES working in partnership with for-profit organisations. This does not mean that it is not possible to form such partnerships. However working with for-profit organisations is an avenue for further exploration.

### ***Communication is critical to successful partnership working***

There was consensus between the PES that clear lines of communication are critical to establishing successful partnership working. PES agreed that it is important to explain the overall aim of the partnership at the start of the activity, to agree specific roles and responsibilities and to reach a shared understanding between partners on the intended methodology. Formal agreements explicitly explaining such provisions may be useful in some cases. However, it is often important to keep an element of flexibility in partnership working due to the diverse needs and characteristics of the target group.

In the 'Find-Mind-Bind' outreach method, used by VDAB (Belgium), a range of partners are used to deliver a holistic offer to NEETs. Partners include the PES, social services, housing and health authorities and education and training institutions. NGOs and trade unions may also be involved on a case-by-case basis. Agreements are in place between the partners and they agreed to a clear division of labour before the activities began. The close network share information and progress up-dates on an on-going basis.

***Data exchanges can increase the efficiency of partner working but can be problematic***

Exchanging data with partners can lead to effective and efficient partner working to deliver outreach and activation services to NEETs. Exchanging data with schools, for example, is key to identify young people at risk of becoming NEETs and ensure early intervention. However, this is often considered to be a major problematic area for many PES. There are two main barriers to exchanging data – legislative and cultural. In some countries there are frameworks and laws in place that do not allow for sharing of data while in others there are mainly cultural perceptions that sharing information infringes data protection. In some countries, there may be a combination of the two barriers.

Positively, this obstacle has been successfully addressed in some cases. For example, in the Youth Coaches initiative in Austria the teacher identifies young people who require additional support. They then ask the young person's parent for written permission to share data about their child with the Youth Coaches. On a wider level, the recent Youth Act and other legal frameworks have been introduced in Finland to facilitate the implementation of the Youth Guarantee. These regulations aim also to facilitate data sharing between schools and municipalities.

Some countries already have data exchange processes in place. Under the 'Building Bridge to Education' programme, the Danish PES has established a platform to record and share data with the 12 participating schools. The 'digital education plan' records the test results and the history of each participant in the initiative. PES case workers and teachers are able to view and update each participant's record. As well the United Kingdom's 'Tackling Gangs and Violence' project has worked with the Centre for Excellence in Information to help develop a 'risk aware' approach to information sharing which ensures that data protection requirements are respected.

**2 How do PES efficiently and effectively use their own and partner's resources to deliver outreach and activation services to NEETs?**

***Small caseloads can help PES counsellors to address NEETs' barriers***

In the case of some PES, counsellors' caseloads can be very high, up to 600 clients per counsellor. However, the caseload of PES counsellors (or youth workers) who specifically work with NEETs is often significantly lower. For example, in Finland the average caseload per Youth Worker is between 5 and 10 young people (depending on the individual barriers to participation) and in Austria, the Youth Coaches have an initial caseload of between 70 and 80 young people. This means that the case worker can spend more time on each client to understand them, support and guide them and undertake any follow-up activities (e.g. in case of missed appointments). This approach is helpful as it provides more time to build up a relationship with the young person, address their issues and provides them with extensive support to develop soft skills (e.g. arriving at meetings on time and travelling to meetings). It is essential that the PES counsellor has the right skills and qualifications to deliver effective support. Specific training is often provided (e.g. in the case of FIND-MIND-BIND in VDAB, Belgium and Job Search Atelier, Bulgaria) to staff working directly with young people to enhance their knowledge, competences and soft skills. Mainstreaming this type of intensive support may not be possible in PES where resources for outreach are limited. First steps in adopting such approaches can be taken through pilot actions (also keeping in mind possibilities for co-financing from relevant EU financial instruments).

### ***Different funding sources can be used for outreach and activation work***

Accessing funding to undertake additional work to traditional core PES services is important to ensure that outreach and activation activities can take place. This can be problematic given the current economic climate and, on a national scale, requires political support to address the issue of NEETs. National funding was used in most examples explored during the workshop. In the case of Finland, Youth Workers are funded 70% by national funding and 30% by the municipalities. Applications for funding are assessed in detail, and specific aspects are checked with the regional authorities to rule out any duplication of funding. In cases where national funding is provided, the state can request for funding to be given back if they do not carry out the outreach work appropriately.

In comparison, the FIND-MIND-BIND approach is used within a two-year ESF-funded project, 'Preliminary Phase for Vulnerable Groups'. The project runs between 2014 and 2015.

### ***Monitoring and evaluation can help PES to improve practices***

It is essential that monitoring systems capture quantitative data and qualitative information at each stage – from entering an initiative, drop outs (and reasons for doing so), follow-up work, and time spent on each participant and what the concrete outcomes are. This requires good monitoring systems to be in place to record such information. Good monitoring systems, such as the system developed by the Youth Coaches project, allow partners to check quality standards, track progress and outputs and identify 'revolving door' issues (i.e. clients who return to the PES after an intervention). Monitoring data provides information on the characteristics of participants, overall throughput and can be used to monitor cost per participant. The types of monitoring systems identified above can be coupled with client surveys, which provide the client perspective on the support received. Such data and information is used to identify how the project could be improved, highlighting for example the need to pilot earlier intervention, broadening the geographical reach of the intervention. Evaluation allows PES to look at their existing practices and to highlight what works for whom and why and what does not work as well. This then enables them to make informed decisions and adjustments if necessary, including before upscaling or transfer of the practices in question.

The Youth Coaches project highlighted that their monitoring and evaluation activities provided them with evidence showing that they are on the right track and are putting in place effective strategies to deal with the NEET issue in Austria. An evaluation project is also underway for the Building Bridge to Education project. One of the aims of the evaluation is to highlight areas for improvement and to inform the further development of the initiative when it is rolled out to other PES.

### ***Cost-benefit analysis not widespread among all PES***

The cost of each action needs to be looked at to ensure that they offer value for money and to identify the best option among the different practices/approaches possible. However, not all PES undertake cost-benefit analysis of their activities to reach out to and engage with NEETs.

## **3 Where do PES target their work with NEETs?**

***Early identification of young people at risk of becoming NEETs opens up opportunities for preventative work, but it is often dependent on existing partnerships***

PES work with NEETs takes place at different stages of the target group's disengagement process and it is often dependent on the country context. Preventative approach often involves that work with young people will start once a young person has been deemed as 'at risk' of becoming NEET for example because he/she is dropping out of the school system. This requires close cooperation with the education system, particularly schools, which may not be possible in all countries due to PES competences and the legal framework.

In the case of Austria, 'Youth Coaches' works with schools and other stakeholders (e.g. municipalities) to identify and target young people at risk of drop out. Some of these young people are as young as 14 years old.

***To conduct effective outreach PES may have to breakdown stereotypes about PES services***

In the case of the UK, the PES employs community based 'Gang Advisers' to target NEETs who are vulnerable to gang activity. Whilst some of their target group may be already registered with the PES, their networks may identify others who are not yet engaged with the PES including young people aged 16 – 17 years old, who are outside the PES remit. The Gang Advisers have specialist skills and knowledge that can help to encourage such young people to take positive steps to overcome any pre-conceived ideas about the PES or 'authorities' in general.

PES mentioned that stereotypes about their services can be common within NEETs as their attitudes are often influenced by previous experiences, or the experiences of family and friends around them. Working with families is key as there may be a generational unemployment and mistrust of authorities, which is passed down through different generations and become a barrier to participation in itself. In the case of the UK, Gang Advisers work with a young person's family and the community as a whole to build up trust in authorities to ultimately show the young person that there is a different way of life available to them, and that it is one that is achievable. The UK Gang Advisers also places a strong emphasis on using young people who have benefited from the project as 'ambassadors' for the project.

In the case of the FIND-MIND-BIND outreach method, used by VDAB in Belgium, the case workers identify NEETs and spend time with them to build up their trust before they are encouraged to register with the PES. The length of time between initial engagement and PES registration differs on a case by case basis.

***Activation can occur through outreach activities or when NEETs themselves register with the PES***

There are two main starting points for activation: cases where the PES actively seeks out NEETs; and where young people have a desire to gain employment and are sufficiently motivated to engage with the PES. FIND, MIND, BIND is an example of the former approach, while the Job Search Ateliers is an example of the latter approach.

FIND-MIND-BIND actively seeks out NEETs who are facing multiple barriers to participation and provides them with a dedicated 'companion' who provides tailored support and mentoring to address their barriers and help them to enter employment, education or training. Using an agreed action plan and their network of contacts the companion works with the young person to break down barriers to participation in education, training or employment.

The Job Search Ateliers, introduced by the Bulgarian PES, are directed towards unemployed young people aged under 30 to help them with the job search process. The small workshops, run by 43 specialised advisors across Bulgaria, include 5 – 8 young people and the activities are centred on their individual support needs. Young

people attend up to seven workshops learning how to prepare their CVs, fill in application forms and find solutions to their problems with the job search process.

#### **4 What outreach approaches work for whom – and why, in engaging with NEETs?**

##### ***Client needs and flexibility are at the centre of PES approaches***

Successful outcomes for NEETs are dependent on understanding their specific needs, which vary on a case by case basis. A key ingredient needed to understand NEETs' specific needs is one-to-one personal contact as it helps to establish and build up trust and rapport with young people. The main contact person for young people is described in a number of different ways in the practices analysed: mentor, companion, teacher, outreach worker, counsellor and adviser. In most cases each of these positions offers guidance, information, advice and support to young people.

This approach is used in Austria, who deploy 'Youth Coaches'. Over 430 Youth Coaches operate across Austria to work with young people, aged as young as 14 and up to the age of 24, who have been identified as at-risk of dropping out of education. The Youth Coaches are able to develop a close relationship with young people, understand their situation and work with them to establish suitable next steps for them, preferably including vocational or education routes. This personal and continuous contact is key to building a tailored support offer that reflects the true needs of the individual.

If well-designed, e-services can also play an important role in reaching out NEETs, in particular to establish a first contact with young people who are difficult to reach but do large use of social media. In order to design e-services responding to specific needs of NEETs, Finland conducted extensive research on which target group uses which social media before developing their e-services.

##### ***A specific mix of qualifications, skills, experience and training helps case workers to deliver appropriate outreach work***

The skill set required for these positions is very similar though the background experience may differ slightly. PES agreed that one of the requirements of case workers is for them to hold relevant academic or professional qualifications, receive and regularly update relevant training and have experience in the field. Outreach workers in Finland have many years' experience and they do not recruit new graduates into these positions as it is felt that experience aids the level of support available to the young person. In addition, these positions need specific soft skills like the ability to listen, to effectively communicate with young people, be patient and to empathise when necessary. This combination helps the case worker to analyse a situation, choose appropriate methodologies and work with the young person to make positive steps forward.

In the case of the UK, the Gang Advisers are typically very experienced having received specialised training that enables them to work flexibly and with discretion with vulnerable young people. They often have knowledge of the local area where they work.

##### ***Case workers are mobile so that they can reach out to young people in their environments***

Case workers adopt a flexible approach to their location: some are based within the PES or in partners' community based offices. Where youth workers are based in the PES, PES colleagues can benefit from the expertise and this can be filtered through into other areas and approaches (where relevant). The Gang Advisers are flexible to young people's needs, seek out young people in their own arenas and work outside of office hours so that they can provide support to their client. This support involves a



wide range of tasks, which can include driving and accompanying them to appointments and interviews (even getting them out of bed on time), sending the client reminders about important deadlines and in some cases, cooking for them.

In other cases youth workers are employed by external organisations. This may be due to PES capacity, funding issues or that partners are 'closer' to young people. This requires good communication channels to be in place between the external organisation and the PES. For example, in Finland youth workers are largely employed by municipalities, or in a small number of cases they may be employed by non-governmental organisations (in cases where the municipality feels that NGOs have the right expertise to work with NEETs).

## **5 How do PES work to ensure that interventions equip a young person to enter - or re-enter - the labour market?**

### **Concrete and realistic next steps are important**

PES agreed that it is important for the case worker to sign-post each young person to an appropriate next step for them. This can include further education or training, an offer or an internship, apprenticeship or a job offer. Ideally, this offer needs to be concrete, immediate or at least a tangible 'quick win' to demonstrate progress. This gives the young person hope for the future, something to aim towards and maintains their engagement in a positive process leading them towards education, training and / or employment.

A variety of approaches are used by PES to do this. The workshop discussed how some PES prefer a work first approach (e.g. the United Kingdom) where the focus is on getting the young person into a job they can do as quickly as possible and others (such as Denmark) favour an education first approach for the early school dropouts / those with low educational attainment, as more conducive to lasting labour market attachment.. In the case of Denmark, NEETs are expected to undertake a type of 'second chance' education so that the young person has a sufficient level of qualifications to offer to an employer.

### **Engaging with employers secures employment routes for NEETs**

Some PES reported that they have worked with employers to arrange work trials and internships for NEETs. In these cases the PES inform employers about the background and any specific characteristics of the young person. Where case workers are involved, some also contact the employer and undertake follow-up work with the young person and employer once the young person is in post. This type of follow-up can be helpful to see how the young person is adapting to the new environment, ascertain potential support needs and prevent drop-outs.

However, the discussion highlighted that it can be difficult to secure internships and work trials for NEETs, especially for those who are ex-offenders. Developing approaches that appeal to employers is key in ensuring that support to NEETs results in employment. While some PES (e.g. Denmark) use corporate social responsibility (CSR) as a 'hook' for employer engagement, PES agreed that there needs to be much more than just a mention of CSR to get employers on board. This issue requires further exploration.

### **Follow up work can help maintain sustainable outcomes**

Follow up work is important to ensure that the young person stays within the chosen pathway and thus achieves sustainable outcomes. This is often carried out by the caseworker as they have built up a relationship with the young person and they are someone the young person can trust. They are best placed to discuss any problems the young person is experiencing and can use their networks to help to address them. The length of the follow up work differs according to PES and it is sometimes

considered as being resource-heavy. In the case of the FIND-MIND-BIND approach, follow up is undertaken by the mentor through face to face meetings and telephone calls. The length of the follow up depends on each young person as some may need more follow up support to settle into their new settings than others. In other cases, follow up work is an area of improvement.

## Conclusions

The European Network of Public Employment Services [Catalogue of measures for the outreach and activation of NEETs](#), the background paper that informed this workshop and the lively discussion on the day has highlighted some interesting practices that help determine some conclusions from the event.

In reflecting on the conclusions, it is important to recognise that individual PES need to ascertain which approaches are relevant to their specific country context. Resources (human and financial), legal frameworks governing, for example, the age of clients that PES might support, and whether indeed outreach is at present a competence of the PES, influence the extent to which the conclusions are transferable into individual national contexts. In effect the points raised below synthesises the key ingredients; factors contributing to efficient and effective service delivery; reflections on where PES target their work and provides some answers to the question 'what works for whom and why?'

Meeting the needs of NEETs requires intensive **personal contact** by one skilled, experienced youth worker throughout the young person's journey who is locally based to the young person and is willing to go 'above and beyond'. A **flexible, holistic delivery model** and targeted communication that manages to talk to, not talk down to, NEETs are key to delivering successful services. These key ingredients, coupled with an effective monitoring framework that helps identify the characteristics of the client group, the services / approaches that contribute to making a difference and that help PES ascertain whether their services reflect value for money provide information that allows PES and their partners to take decisions on how to meet the needs of this client group.

Three strong messages emerged from the question 'what works for whom and why'? Services for NEETs have to be delivered from the '**right**' location by well qualified and experienced staff who offer one to one support. The 'right' location is dependent on the characteristics of the client group though co-located services (e.g. with housing and health authorities) and community based locations including street work appear successful. Experienced staff specifically trained to work with young people with the opportunity to build trust relationships via one to one working is essential to successful service delivery.

Efficient and effective service delivery is based on (relatively) **small caseloads** and - as identified above - good quality monitoring data that allows PES to understand impact, value for money, check quality standards, track progress and outputs. Indeed, such monitoring data is particularly useful in picking up 'repeat' client.

Where, with whom and how PES target their work is based on whether their competences include working with young people - technically - in the school system. While early intervention is preferable, many PES focus on activation because preventative approaches are outside their institutional competence and legislative barriers are often in place to prevent this, or at least sharing data with schools. Many PES work with NEETs who need to travel some distance before they are ready to engage in education, training or employment. Community involvement, which can include engaging with family and friends embraces a wider support network though ultimately quick wins, irrespective of how small these might be, help to build trust and buy-in from vulnerable young people.

Looking at the six examples of outreach and activation measures, it is possible to identify a number of **areas that could be further improved**. Firstly, the **follow-up** of young people who participate in services is a key area for further work. Support needs do not stop when young people enter employment, education or training. Indeed aftercare can help to ensure that sustainable outcomes are achieved and thus

create success stories that can be used to encourage other young people to engage with the PES. Secondly, **exchanging data** with other public services (especially schools) would assist in early identification of at-risk young people. Thirdly, clear **monitoring and evaluation** systems need to be in place so that the PES can see what works, what doesn't work, what delivers value for money and what improvements could be made. This is particularly important for work with NEETs given the intensive support it often requires. Lastly, some cases (such as in the case of Denmark) are **engaging with employers** regarding internships and placements for NEETs. Some employers may be hesitant about working with this target group. In these cases, the specific needs and background of the young person should be explained along with extra support to the employer to facilitate a smooth working relationship. Whilst it is positive that some PES are making links to CSR strategies to engage with employers, further work needs to be done to encourage employer participation.

**Table 1. Youth Coaching (Jugendcoaching) - Austria**

Delivered by the Service Agency of the Social Ministry (Sozialministeriumservice SMS) under the auspices of the Social Ministry in cooperation with the Ministry of Education and Women's Affairs the Youth Coaching programme is implemented in partnership with schools, the PES, municipalities and training institutions. Youth Coaching offers a voluntary, personalised guidance using a case management process that involves parents and guardians where appropriate.

The Youth Coaching programme offers free, customised support and guidance about education and employment, as well as personal or social issues that young people may be facing. The programme aims to reduce early school leaving and facilitate school-to-work transitions, via vocational education and training where appropriate.

Youth Coaching works with three groups of young people: those in danger of dropping out of the education system or who are socially disadvantaged; NEETs aged up to 21; and people with all types of disabilities aged up to 24.

In general, they are eligible to up to six months counselling. However, the most disadvantaged young people and their families can receive up to one year of assistance.

Coaches are typically university educated with two or more years of experience. Some coaches have followed a vocational route.

Some 27 500 young people used Youth Coaching in 2013 and have benefited from coaching. Successful outcomes have been achieved for 85% of these participants. Feedback from the participants' survey shows that 80% of participants evaluated Youth Coaching as successful for them and 98% are positive about their ability to find the right job. Feedback from monitoring data shows that more than half of young people using the programme have concrete, realistic career plans, higher education is the recommended outcome for half of participants with a further 35% referred to apprenticeship programmes.

**Key ingredients:** A flexible and holistic approach that is based on a close relationship between the Youth Coaches, the PES, employers and where appropriate schools and other stakeholders (e.g. municipalities). A good quality monitoring system and associated data supports the continuous improvement of the programme. Indeed, monitoring data that shows the benefit of early intervention has been used to identify the need for a new pilot targeting young people in the eighth year of compulsory education.

**Resources:** 432 Youth Coaches delivered services to some 27,500 young people in 2013 and approximately 35,000 young people in 2014. With an annual budget averaging between EUR 25-30 million per annum this equates to around EUR 910 – EUR 1090 per young person supported, based on 2013 throughput figures.

**What works for whom and why?** The flexible, holistic approach means that service delivery is person centred and can be tailored to work for young people facing multiple disadvantages.

**Obstacles and improvements:** To date grammar schools have not been involved in the programme: plans are in place to engage these schools going forward. Anticipated improvements include piloting the initiative with year eight students, improving quality through developing four or five 'standardised' approaches.

**Table 2. FIND-MIND-BIND Outreach Method - Belgium – VDAB**

The FIND-MIND-BIND outreach method is delivered by VDAB (Belgium), in cooperation with social and housing services, health authorities and education and training providers. It actively finds NEETs and provides them with tailored support and mentoring to address their barriers and help them to enter employment, education or training.

The FIND-MIND-BIND approach offers young people, who are facing multiple barriers, with a dedicated 'companion' who understands their situation and uses their network to provide tangible solutions to breakdown the young person's barriers. The companion draws up an individual action plan with the young person with an employment pathway in mind.

The FIND-MIND-BIND method targets NEETs who are not registered with the PES. They are facing a range of problems and are difficult to reach out and engage with as they often have an inherent mistrust of authority. The initiative aims to engage with at least 500 young people.

The level of support for each young person is dependent on their individual needs. The length of such support offered is not determined but it often ends when they re-enter education and employment.

The companions are specialist staff who have relevant expertise and knowledge. This allows them to listen and understand the young person in the initial stages and build up trust with them.

The approach has been rolled out as part of a two year project, 'Preliminary Phase for Vulnerable Groups'. The project is being delivered in conjunction with a range of partners between 2014 and 2015, using ESF funding. It is intended that the approach will be used in a wider Youth Employment Initiative in the Brussels region between 2015 and 2018.

**Key ingredients:** There is joined up working between the PES, social and housing services, health authorities and education and training organisations. In addition, outside expertise from NGOs and trade unions are additionally brought in as and when required. Agreements are in place between partners and there is an agreed division of labour. The trust between the young person and their companion is central to process and so too is the element of flexibility.

**Resources:** ESF funding is used to deliver this approach over the two year period. Strong long-term partnerships are important to the management and delivery of the activities and in sharing data where possible. Good monitoring systems are in place. All of the outreach workers are specifically trained.

**What works for whom and why?** The initial 'Find' stage requires time and patience to build up trust with the young person and for them to believe that there is 'hope' for their future and is often the more resource intense component. The second 'Mind' stage requires companions to be persistent and clear in their communication with the young person. In addition, a flexible approach is important to understand when they are ready to register with the PES and access additional support. It is during this stage that individual action plans are created. The final 'Bind' stage ensures the necessary follow-up.

**Obstacles and improvements:** The main challenge is how to achieve the balance between helping and empowering the young person. In addition, the initiative is currently unable to determine the cost-per-successful outcome. Lastly, this initiative is rolled out on a small scale at present which leads to the question of potential scalability.

**Table 3. Job Search Atelier - Bulgaria**

Introduced in August 2013, as part of the National Programme 'Activation of inactive persons', the Job Search Atelier (JSA) programme targets young people aged up to 30 years old. In particular it provides job search support to young people who are long term unemployed and / or from vulnerable groups.

Some 43 unemployed higher education graduates were recruited as psychologists, case-managers and labour mediators to deliver the JSA programme. These support workers have been trained to offer tailored services that lead to the preparation of personal action plans. These personal action plans are prepared when young people register with the PES.

Using a small group environment (5-8 participants) JSA aims to help young people find work. The programme helps address issues with job search skills identified in young people's personal action plans. The type of support available can help young people, for example, review and develop their job search skills and reflect on and improve how they present themselves in their CVs and / or application forms or indeed at interview. The types of issues discussed at the JSA workshops continue to expand as PES staff prepare increasing numbers of personal action plans.

Young people can attend multiple JSA workshops, dependent on their needs. The workshop environment allows young people to share their experiences and comment on each other's issues.

Feedback from young people indicates that they value the programme: participation contributes to a greater sense of confidence in their job search and interview skills.

**Key ingredients:** One of the key success factors for JSA is that it is a targeted programme that seeks to motivate and prepare young people for the job search process. The screening processes that identify young people who need JSA support and the signposting process through which they access and attend workshops both work well. Monitoring and evaluation processes are also working well and provide the PES with the data they need to further develop the programme.

**Resources:** National Employment Agency funding has been used to fund 43 specialist staff.

**What works for whom and why?** Key elements of the programme that work well - for motivated young people - include support on preparing CVs, filling in application forms and interview preparation.

**Obstacles and improvements:** The PES is seeking to address a number of issues associated with the delivery of the JSA workshops. JSA is a voluntary programme, hence the young people participating in the programme do so on a voluntary basis. Monies are not currently available to support financially the participation of young people to the workshops (which can be a concern, especially in the Greater Sofia area).

**Table 4. Building Bridge to Education - Denmark**

The Building Bridge to Education is delivered by the Danish Agency for Labour Market and Recruitment, in cooperation with 12 state schools across the country. It provides young people, who are receiving cash benefit and have left education with very few or no qualifications.

Building Bridge to Education offers a mix of education and enterprise internships to those who are facing social challenges and have few qualifications. The initiative aims to up-skill participants in mathematics and Danish and provide them with opportunities to develop their knowledge, competencies and skills. Each young person is provided with a mentor.

Building Bridge to Education works with those who are already registered with the PES, or who have dropped out of the education system. The average age of participants is between 22 and 24 years old.

The length of the initiative differs depending on the needs of the young person.

The teaching and mentoring staff are all experienced teachers who are equipped to assist these young people with the transition from education to employment.

Feedback from satisfaction surveys show that 80% of young people think that the initiative has helped them to move towards completing education. In addition, 85% of those participating in the initiative feel that the mentor is important to help them to address their challenges and provide them with relevant, personalised guidance.

**Key ingredients:** Education institutions are interested in getting involved in this work, partially as there is funding available to the schools who do become involved. This buy-in is also translated through data sharing systems as the 'digital education plan' platform allows the PES and schools to access, view and update the history and test results of each participant. Mentors are key to maintaining the young person's engagement. This can be intensive but it is a major factor in the success of the initiative. Sanctions are in place to ensure that participants are required to meet certain expectations. For example, if they continually meet these they may lose their 'Education Help' support.

**Resources:** Across Denmark, 30 PES are delivering this initiative in conjunction with 12 state schools. Funding is provided to each education institution and further funding will become available in the future so that this approach can be rolled out by each local PES office. Each participant is deemed as the PES' responsibility therefore during their time on the initiative they receive an 'Education Help' 'benefit' of around 6 000 DKK (EUR 900) each month.

**What works for whom and why?** Individual action plans are created for each young person who participates in the initiative. The education is practically-focused and the education is combines 'real life' experiences and traditional teaching methods. Testing takes place throughout the initiative, which young people like as it shows their progress.

**Obstacles and improvements:** The main challenge is engaging with employers to find suitable internship placements, building on existing networks and the link to CSR strategies. The initiative has a 15% drop out rate, which could be lowered, and some follow-up is in place between the mentor and case worker. Future improvements are to involve 'production schools' for those who need further help and to increase the participation of more PES.



**Table 5. Outreach Work - Finland**

Delivered by the Ministry of Education, Science and Culture, in cooperation with municipalities across Finland, the Outreach Work is implemented with the assistance of schools, the PES and other public services. Outreach Work offers long-term holistic support one-to-one support from a Youth Worker.

Young people voluntarily enrol into the programme. It is delivered through three steps. Firstly, a young person can be referred by a public service (such as health services) or they can refer themselves. Secondly, guidance is individually tailored via assessments and motivational activities or peer group support activities. Thirdly, these activities help the young person to work towards a better quality of life.

Outreach Work targets young people up to the age of 25 whose activities are unknown i.e. those who are not registered with the PES or who are applying for, or undertaking, education or training. 60% of those contacted are aged between 16 and 20 and 25% are aged between 21 and 25.

Youth Workers hold relevant qualifications and are required to have many years of experience of delivering social work. They have a caseload of 5 – 10 young people, depending on the difficulties faced by the caseload.

In 2013, Youth Workers were in contact with 27 117 young people, of these 16 627 were in long term support. The primary goals agreed between the young person and the Youth Worker include studies (29%), PES services (20%) and youth workshops and youth work (17%). 15% of young people were referred to other measures, or rehabilitation activities. Only 3% of those engaged declined help and support from a Youth Worker.

**Key ingredients:** A 'one-stop-shop approach' is being trialled in a small number of cities. It brings together key agencies for young people, such as health care, social services and careers. Good communication is place between the different agencies. The identification of NEETs works well as schools pass on the contact details for young people or those at risk of dropping out. In addition, the services are promoted via carefully placed adverts on social media and websites.

**Resources:** 418 Youth Workers deliver the service. There is an annual budget of EUR 12 million per year. This is nationally funded, with 70% coming from the Ministry of Education, Science and Culture and 30% provided by the municipalities. Municipalities have to apply for the national funding to support the role of the Youth Worker. They can involve NGOs if necessary. The use of funding is monitored and checked with regional authorities.

**What works for whom and why?** This client-centred approach is flexible to the needs of the individual. No specific targets are set as the aim is for the young person to have a better life, which often involves education and employment.

**Obstacles and improvements:** The follow-up of participants and the outcomes is not monitored. There are difficulties in exchanging data to create this process. It is anticipated that more municipalities will use the one-stop-shop approach in the future.

**Table 6. Tackling gangs and violence - United Kingdom**

Introduced in response to the August 2011 disorder in cities, the Tackling gangs and violence project aims to address the growing problem of gangs and gang violence. The project supports vulnerable young people, using employment as a route out of gang membership.

Specialised gang advisers, employed by the PES, work with young people who are NEET and vulnerable to gang activity and existing gang members. The project is working with young people from families suffering from generational unemployment.

Originally targeting the 18 years plus age group, advisers now also deliver intensive job search support and provide access to Jobcentre Plus services for 16 and 17-year-olds seeking employment. Looking forward, staff involved in the pilots are reflecting on extending the age group for the project to include young people aged 14 years old and over.

Non-repayable, discretionary funding is available from the Flexible Support Fund to help facilitate labour market transition, providing funding that pays for clothing, shoes, travel to interviews etc.

The advisers are known and respected in the communities in which they work. They work with their colleagues in the PES, local authorities, the health service, the police and other community organisations including voluntary and charitable organisations. Good practice information and monitoring data on the client group are shared between the key stakeholders. All data sharing is done via a risk aware approach, following the principles outlined by the Centre for Excellence for Information Sharing.

A total of 6,000 disadvantaged young people have been helped, resulting in 1 800 positive outcomes. 30% of all young people supported have been re-engaging in education and employment. In the worst affected London boroughs 700 of 1 300 engaged with the project have moved into work, education or training (54%).

**Key ingredients:** The project is flexible and engages community and family support. It is responsive to local issues and encourages cross agency working. It is delivered by experienced advisers who volunteered for the task and the project offers a credible alternative to the 'brotherhood' culture afforded by gangs.

**Resources:** It is one of 10 projects established at a cost of GBP 30 million (circa. EUR 40.3 million). Two of the 10 projects focus on gangs. The human resources attracted to the project is a key strength: successes are linked to the dedicated staff, who use a personal and flexible approach, working 'above and beyond' for the young people they work with.

**What works for whom and why?** Success factors include: community and family engagement; communicating powerful success stories; attracting the 'right staff' as advisers.

**Obstacles and improvements:** Looking forward, 10 new areas have been added to the Ending Gang and Youth Violence programme and work is planned with employers to ascertain whether barriers to employment can be broken down. While outside the traditional PES client group, a pilot working with 16 and 17 year olds is also underway.