



Youth Guarantee Mutual Learning Seminar

DG Employment, Social Affairs and Inclusion

**Enhancing support to young people through integrated
services**

8-9 October 2018, Luxembourg

Seminar report

Written by Nicolas Farvaque (ORSEU)
November, 2018



EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion

Unit B1 — Employment Strategy

Contact: Kathrin Riedler

E-mail: EMPL-B1-UNIT@ec.europa.eu

European Commission

B-1049 Brussels

Youth Guarantee Mutual Learning Seminar

Seminar report

Youth Guarantee Mutual Learning Seminar
'Enhancing support to young people through integrated services'

Table of Contents

1	Introduction	6
2	The concept of integrated services	6
2.1	The aim of integrated services	7
2.2	Integrated services in the context of the Youth Guarantee.....	7
3	Integrated services: a diversity of approaches	8
3.1	Co-location, collaboration and cooperation: taking into account location and work processes	8
3.2	Integrated services, from loose networks to more advanced and complex forms: a continuum approach	8
3.3	Intensity and inclusiveness of integrated approaches	10
4	Integration of services for young people: some illustrations	11
4.1	Informal cooperation as a "loose" form of integrated services	11
4.2	One-stop arrangements and inter-professional/multidisciplinary teams	12
4.3	Systemic coordination and cross-sectoriality	15
5	Challenges and possible ways forward	17
6	Conclusions	22
7	References	25
	Annex	28

1 Introduction

The mutual learning seminar "Enhancing support to young people through integrated services", was co-organised by the European Commission and the Luxembourgish Ministry of Labour, Employment and the Social and Solidarity Economy.

The seminar was hosted by Luxembourg and brought together Youth Guarantee coordinators, national experts, relevant EU stakeholders and Luxembourgish authorities. Other participants included representatives from the European Commission and members of the Mutual Learning Services team. The seminar provided an opportunity to discuss and exchange practical experiences on how better integrated service delivery models could help to improve the coverage of the Youth Guarantee and to enhance the quality of the support provided.

This paper presents a theoretical overview of the notion of integrated services and their practical implementation in the context of the Youth Guarantee. It reflects on the discussions during the plenary sessions and the workshops, focusing on the advantages and the challenges in implementing integrated services.

2 The concept of integrated services

Activation policies for jobseekers, including young people, are often fragmented and services are not delivered in a coherent manner. The "fragmentation problem" (Champion, Bonoli, 2011) relates to the internal divisions within social security systems and social policies, historically organised along social risks such as unemployment, invalidity or sickness. Given that problems are often interconnected and require a more holistic approach, fragmentation is an important obstacle to the success of the policies of welfare states, when tackling new social risks and forms of vulnerabilities (such as family responsibilities, health issues, poverty, social exclusion, disability, ethnic discrimination, as well as discouragement and a lack of incentive to register as unemployed).

This **fragmented setup strongly affects young people**. They often face multiple challenges in their transition from school to work, such as finding a work placement or undertaking further education and training, but also more practical issues such as housing, health services, social protection, etc. Fragmentation makes access to information, services and benefits difficult. Moreover, the redirection of beneficiaries from service to service in a fragmented setup raises the risk that some will be lost on the way. Young people may also face very specific barriers to inclusion, such as mental health problems, homelessness, substance abuse, past criminal activities, and so on. It is often crucial for Public Employment Service (PES) actors to take these issues into account when elaborating individualised action plans with young people.

Developing "interagency cooperation and service integration" has been considered as central in the delivery of contemporary activation policies (van Berkel and Borghi, 2007). The idea of bridging different services such as counselling, employment, education and training, psychological support, housing, childcare, transportation etc. is indeed **at the heart of the concepts of activation or active inclusion**¹, which relate to an explicit dynamic linkage between social services, welfare programmes, education, employment and labour market policies (Berthet, Bourgeois, 2012; Heidenreich, Rise, 2016). Several "coordination initiatives", as they are named by Champion and Bonoli (2011), including *"any reform of the administration and delivery of benefits and services that explicitly aims at tackling the fragmentation of social security systems for working-age people"*, have been taken in a number of Member States to deliver such holistic activation policies aimed particularly at young people. Their rationale is that a coordinated approach,

¹ See: DG EMPL (2018) 'Activation measures for young people in vulnerable situations' for examples of integrated service delivery used to supporting young people.

mixing the spheres of employment policy and social assistance (Heidenreich, Rise, 2016), increases the effectiveness of activation policies.

2.1 The aim of integrated services

These coordination initiatives can also be considered as "integrated services", a notion that has flourished in the literature concerning social services (ESN, 2016). In simple terms, integrated services mean joined-up employment, social and other services, with the aim to benefit service users and improve efficiency of delivery (OECD 2015). Their aim is to create "*connectivity, alignment and collaboration*" between different actors (Kodner, Spreeuwenberg 2002, quoted in OECD 2015). What all integrated services have in common is the objective to **focus on the clients and address the complexity of their needs in a holistic manner**. The following passage from a case study about the creation of an integrated service in **Ireland**, namely the **Intreo one-stop shops**, correctly addresses the underlying logic of a client-based and seamless approach: "*Compared to fractioned unemployment services, a more integrated service delivery should have a stronger client orientation by processing benefit claims more quickly, accessing the individual needs of jobseekers and providing tailored support services for each client. Overall, an integrated service delivery should guarantee that no jobseeker falls through the cracks and that they receive all benefits and services to which they are entitled as well as offering greater effectiveness and efficiency of public service delivery*" (Department of Public Expenditure and Reform, 2017).

However, the term of "integration" can apply to a large series of practices. As the next section in this paper will show, **integrated services can take many different forms**. According to the Council of Europe, it "*should be understood as applying to a range of approaches or methods for achieving greater co-ordination and effectiveness between different services to achieve improved outcomes for service users. These approaches include: service co-ordination, cooperation, partnerships, collaboration, inter-professional or joint working – to name but a few. Therefore, 'integration' is conceptualised as a continuum or ladder of integration, with methods chosen to suit specific needs, circumstances and possibilities*" (Council of Europe, 2007). It is therefore crucial to go beyond these very encompassing notions of "integrated services" or "coordination initiatives" to examine the wide diversity of models that can be found. This diversity emphasises the function of the local level where this coordination concretely operates under different frameworks or under "*local worlds of active inclusion*" (Heidenreich, Rise, 2016, see Figure 4 in annex).

2.2 Integrated services in the context of the Youth Guarantee

Recently, the implementation of the Youth Guarantee (YG) has given **impetus to the development of new forms of coordination** and the bridging of services, particularly between the Public Employment Services (European Commission, 2016a) and other services. **Accessibility and eligibility for participation**, which are of outmost importance in the local delivery of the YG, can be eased by the integration of services targeted to young people, with different benefits foreseen for young users, particularly the most vulnerable of them. These benefits include the possibility to have an overview of the different services available and easier access to information. The presence of easily accessible integrated service models can help vulnerable users "navigate the system" (OECD, 2015) and find a rapid and appropriate needs assessment service. The success of activation strategies depends on the person being at the centre of the process through individual case management (Scharle, Weber, 2011) involving multiple professionals as well as multi-skilled teams sharing information and coordinating to meet users' needs. The idea is to offer better guidance to young people, from registration to individual action planning and placement, therefore avoiding a multiplication of diagnoses and services (European Commission, 2016a). The notion of "seamlessness" is sometimes used to stress the idea that the YG implementation should be **designed at the local level** "*from the young client's perspective with a view to ensuring that every young person received personal guidance in a seamless transition*

between services that are best suited to his/her needs" (European Commission, 2014). This idea is sometimes also referred to as a "pathways approach".

Different approaches to analysing this continuum – or the "ladder model" – of integrated services are presented below, and will then be illustrated with examples from the Member States in the following sections. The paper then concludes with some key challenges when designing integrated services, and the possible ways forward which were identified during the seminar discussions.

3 Integrated services: a diversity of approaches

The term "integration" can somehow be misleading as it might suggest creating new, integrated, single agencies. The merger of former agencies or the "one-stop shop" indeed describes a specific form of integration. But the integration of services can also be achieved through the development of effective partnerships, which can be a fuzzy concept covering a heterogeneity of practices. The evaluation of YG policies in Member States has found that they have led to greater coordination of employment, education and youth policies both vertically and horizontally (European Commission, 2016b). As emphasised by the Council of Europe report, *"there is 'no one size fits all' in integration work"*. The reality of integrated services is more accurately depicted when presented as a continuum of forms, from minimalist forms to broader and more complex ones, as described below.

3.1 Co-location, collaboration and cooperation: taking into account location and work processes

From a practical point of view, the term "integration" can have several meanings. A first conceptual approach is provided by the OECD, which distinguishes co-location, collaboration and cooperation forms, taking into account the place where the service is delivered but also the work processes of service delivery. *"Integration of services can happen via cooperation or communication among service providers, collaboration among professionals across different sectors, the physical or virtual co-location of complementary services, or a mix of these"* (OECD, 2015). **Co-location** refers to having different services or agencies in one single location, the so-called "one-stop shop". It eases access to different services from users' perspective. From a professional perspective, it facilitates collaboration and exchanges between service providers. **Collaboration** refers to the process of communicating together. This takes place through information sharing, but also knowledge sharing. *"The more knowledge professionals have about the different services, the better 'needs-based' recommendations are available to service users"* (OECD, 2015). Finally, **cooperation** is seen by the OECD has the highest degree of integration. Professionals can be seen as cooperating when they communicate *and* work together.

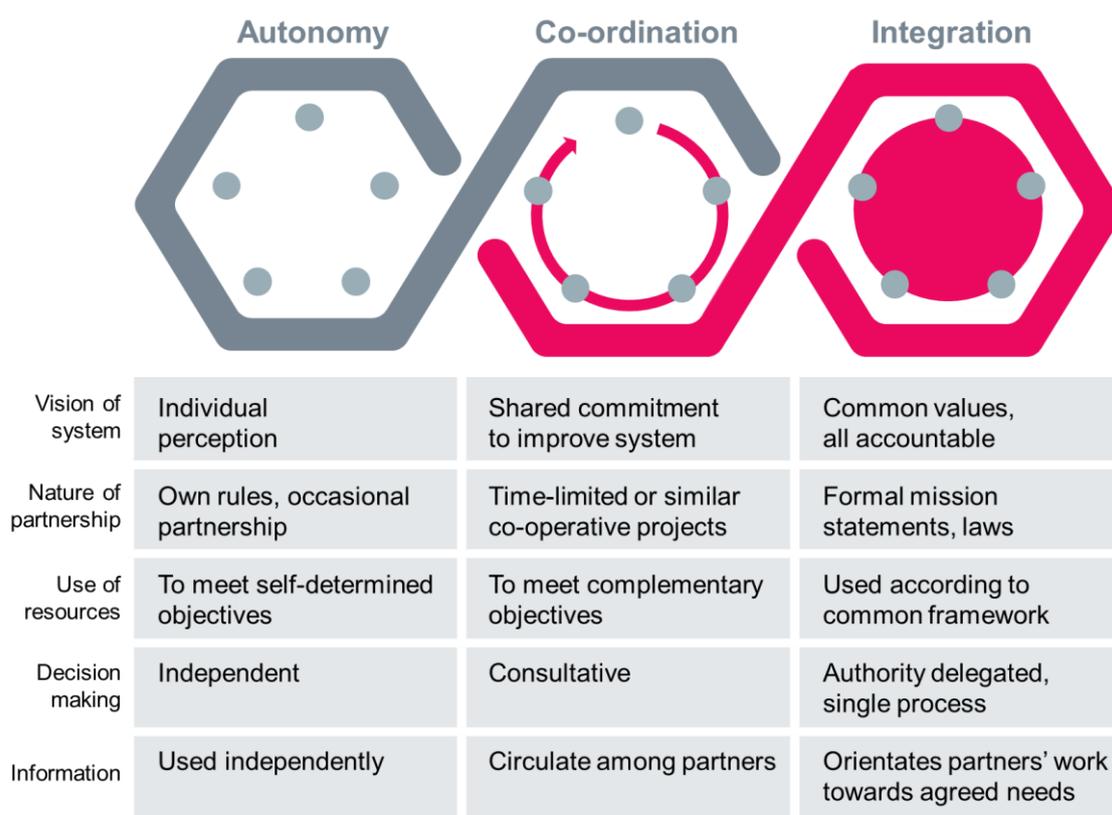
In his literature review on integrated services for young people, Bond (2010) emphasises the need to coordinate resources to build trusting relationships. This review confirms that it is not enough to put different people or agencies in one place to create coordination. *"Co-location in itself does not constitute a joined-up or holistic approach. In the absence of careful pre-planning grounded in clearly articulated and shared expectations, co-location can create a situation in which agencies are merely co-tenants rather than collaborators"*. However, an effective collaboration can materialise over time from co-locating persons or agencies, even without the existence of official processes.

3.2 Integrated services, from loose networks to more advanced and complex forms: a continuum approach

Other authors have proposed to analyse the variety of frameworks that integrate services according to a continuum or a ladder approach. In the 2007 report "Integrated social services in Europe", the Council of Europe evokes a **"fragmentation-integration**

continuum" (see Figure 1), where fragmentation means lack of integration.² What distinguishes the initiatives from one another is the **intensity of formalisation** of existing partnerships or agreements. Towards the side of fragmentation there can be very soft partnerships consisting in informal and occasional exchanges with no decision-making system. Towards the highest level of integration, integrated frameworks rely on formal statements and a specific process of decision-making. The table presented below offers a practical framework devised to assist and focus analysis and planning in developing integrated services (Council of Europe, 2007: 26-27). On the horizontal axis, "this framework identifies the features likely to be associated with integration, distinguishing them from autonomous working or a co-ordinated approach" (*id.*). On the vertical axis, several elements about the organisation of work or the activity are listed. One goal of this framework is to help "those involved in integration – or other forms of closer working – to look for themes and patterns, rationales and directions, as well as being precise in the use of words".

Figure 1. A framework of integrated services (Adapted from Council of Europe, 2007)



Existing modes of collaboration can also be classified according to the loose/formal aspects of processing. This approach distinguishes several terminologies corresponding to various forms of collaboration: "networks", corresponding to loose agreements and informal relationships; "partnerships" that can range from limited agreements to information sharing to more formal agreements to join activities or create a common governing body; "federation" (creating a federal structure) and "integration" at the extreme, corresponding to the merger of separate organisations into a single one. (Skelcher & Sullivan 2002, quoted by Council of Europe 2007).

The Council of Europe indeed suggests a **ladder of integration** of social services, resulting in a very detailed structure of the fragmentation-integration continuum.

² Council of Europe (2007), Integrated social services in Europe, Council of Europe Publishing, [https://www.coe.int/t/dg3/socialpolicies/socialrights/source/Publication_Integrated%20social%20services%20in%20Europe%20E%20\(2\).pdf](https://www.coe.int/t/dg3/socialpolicies/socialrights/source/Publication_Integrated%20social%20services%20in%20Europe%20E%20(2).pdf)

Figure 2. Ladder of integration of social services (Council of Europe, 2007)

1. Integration of central government ministries and policies: implementation throughout all levels of society
2. Whole systems working – not necessarily throughout country
3. Effective partnerships
4. Multi-service agencies with single location for assessment and services
5. Planned and sustained service co-operation and co-ordination
6. Multidisciplinary teams of professionals
7. Ad hoc, limited, reactive co-operation in response to crises or other pressure
8. Almost complete separation/fragmentation of services

One-stop shops relying on a user-oriented approach would in this perspective correspond to level 4 of the ladder, while level 2 for instance would include much more advanced forms of integration through a single managing authority (such as in the case of the merger of separate institutions to create a new public office, like *Pôle emploi* in France or *Intreo* in Ireland).³

3.3 Intensity and inclusiveness of integrated approaches

Another complementary approach is the typology developed by Bonoli and Champion (2011) considering the intensity and inclusiveness of integrated approaches in the field of employment and activation policies (while the previous approaches were more focused on social services, particularly in the field of care). Bonoli and Champion compare coordination initiatives ranging from minimalist measures to more far-reaching initiatives.

At one extreme of the continuum, one can observe **basic coordination initiatives**, taking the form of formal collaboration guidelines or partnership work without involving any major reorganisation of the system. We could mention here the numerous examples of partnerships identified by the Commission in its analysis of the implementation of the YG in Europe (European Commission, 2016c), such as partnerships to ensure that young people have full information and support available, partnerships aimed at increasing employment, apprenticeship and traineeship opportunities, or partnerships aimed at supporting transitions from unemployment, inactivity or education into work.

At the other extreme of the continuum, the most **advanced coordination initiatives** may consist of an outright merger of different agencies in the PES and/or the social

³ To illustrate other cases mentioned in the box, step 6 would correspond for example to staff from different professions working as multidisciplinary teams in a local community mental health centre. This relates to local initiatives rather than widespread initiatives. The step 3 "effective partnership" is not really defined however. Two cases of partnerships are defined: the first is setting up a formal partnership entity or process, implying structural changes, joint funding, etc. The second is rather a "style of working where service organisations behave as partners with one another – regardless of the formal links between them" (Council of Europe, 2007). The idea of "effectiveness" also lacks a definition here.

security system. Such merger processes have recently occurred in France (creation of "Pôle emploi" – see Box 1. below) or in the UK (creation of the Jobcentres), both aimed at integrating the delivery of benefits and employment services into one single agency.

In between these two extremes, there are several initiatives that can be scrutinised, such as the creation of **one-stop shops** providing a single point of access for benefit claimants. As Bonoli and Champion (2011) put it, "despite substantial differences across countries, they all have in common the fact that they co-locate several service providers on the same premises, without, however, involving a merger of the providers concerned". Several examples will be examined below. For the authors, "the basic idea of a one-stop shop service delivery is to provide benefit payments, assistance with job search and placements as well as referral to further training and other welfare services under one roof".

From a normative point of view, this approach does not state that it is necessary to develop the most advanced forms of integration everywhere. Some rather more minimalistic approaches can also be operational and effective, depending on the institutional context. The authors emphasise the idea that integration becomes vital when fragmentation may have a negative effect on the quality of service delivery. This occurs when three conditions are fulfilled at the same time, i.e. a high rate of unemployment or inactivity; a strong commitment towards an active welfare state; and a highly fragmented social security system as historical legacy.

4 Integration of services for young people: some illustrations

This chapter analyses several examples of integrated services directed to young people, relying on the approaches and analytical grids presented above.

4.1 Informal cooperation as a "loose" form of integrated services

Partnerships to improve access to information

As mentioned above, the term partnership is a buzzword that may cover very distinct approaches or logics. Informal cooperation between actors or institutions may prove effective in order to improve services targeting specific populations, such as young NEETs. As was noted in the 2016 implementation report, the YG has given strong impetus to the creation or development of partnerships between actors operating in distinct spheres of action (European Commission, 2016c). An area where such partnerships may help young people is access to information. Some partnerships have been created or developed in order to ensure that young people have full information and support available. In this context, PES actors develop new links with the educational sphere to give young people more accurate information about existing training or employment programmes. The report mentions several examples such as the partnerships initiated by **PES VDAB in Belgium** with "education professionals" in charge of career guidance in schools or other education institutions, whereby VDAB shares specific expertise through "train-the-trainer programmes". Other examples relate to very localised partnerships such as between "Białystok VLO" (Regional Employment Office) and the "Białystok Technical University" on the implementation of the "Podlaskie Voivodship welcomes the youth" project in **Poland**.

Partnerships to reach out to young NEETs

Also very important are the partnerships launched to reach young NEETs. "Outreach" has become a central concern of YG policies and their implementation. The term "outreach" generally refers to the identification and engagement of "hard to reach" young persons, in particular early school leavers. Outreach strategies involve a plurality of initiatives, such as information and awareness raising campaigns, specific interventions to identify and contact young people, and the delivery of individualised, targeted services and integrated programmes (ILO, 2015). In this perspective, tracking and data exchanges are used to identify inactive or disengaged people, establish a first

contact and offer support. This supposes some cooperation between educational authorities, PES, social services and municipalities, sometimes needing some legislation such as in **Finland** or **Sweden**. The more extensive the partnerships, including various governmental and non-governmental actors, the bigger is the capacity of the network to identify young people with special needs. Several reports from the Commission analyse the issues and good practices for the outreach and activation of NEETs (e.g., European Commission 2018a, 2015a,b).

Partnerships to deal with specific needs

Partnerships may also be launched to work with some young people having special needs or facing specific vulnerabilities, such as those with substance abuse issues or homeless youth. These often follow bottom-up approaches. One example is *Espai cabestany*, a **Spanish** project providing in-house support and applying case management for a particularly vulnerable group of young people, including those under guardianship.

4.2 One-stop arrangements and inter-professional/multidisciplinary teams

One-stop shops to deliver a holistic service to young people

The logic of integration is "to counter the 'silo effect' through re-alignment of multiple services, effective use of resources to avoid duplication, timely transfer of information and development of a transparent and seamless response to the complex needs of individual service users" (Bond, 2010). This has influenced the design and implementation of the Youth Guarantee in the participating countries with a goal to release synergies and capitalise on the expertise of different partners (Hall, 2014). One of the key messages of analytical reviews is that **the one-stop shop model gathering front-line staff from a range of services and ensuring clients are not sent from one organisation to another helps to retain YG clients in the activation process once initially engaged** (European Commission, 2015b).

An example of a recently created one-stop shop for young people is the **House of Guidance** (*Maison de l'Orientation*) launched in 2012 in **Luxembourg**. The idea is to gather 'under one roof' all agencies that provide training information and job or career guidance to young people aged 12-19 years old. These services range from psycho-social support and guidance, support service for young people in transition from school to active life, information on job and apprenticeship opportunities, professions or National Youth Service. The House of Guidance is in contact with the schools and follows up directly with early school leavers offering them guidance services. The services offered allow young people to be actively involved in their own professional orientation. The House of Guidance also has a specific service addressing the needs of young foreigners recently arrived in Luxembourg and supporting their integration in the school-system. This specific service identifies the school-level of the person, provides him/her with relevant language courses and supports with practical issues such as the housing.

Close to this approach is what **Croatia** has been implemented under the name **CISOK**⁴, which is the Croatian abbreviation for Lifelong career guidance centre. CISOKs are partnership-based one-stop-shops offering information, advice and career guidance on skills, training, job search to all citizens based on their needs, according to the so-called 'differentiated services model'. The web-based services are delivered through the CISOK web portal⁵ while face-to-face services for young people are delivered in CISOK

⁴ Youth Guarantee – promising practices database 'Lifelong Career Guidance Centres - CISOK' <http://ec.europa.eu/social/main.jsp?catId=1327&langId=en> and PES fiche on Lifelong Career Guidance Centres (LLCG Centres) (CISOK as Croatian abbreviation).

<http://ec.europa.eu/social/BlobServlet?docId=15225&langId=en>

⁵ The CISOK web portal www.cisok.hr

premises. There are currently 11 centres in Croatia and there are now plans to open at least 22 centres by 2020 to improve the quality of career guidance services and their accessibility across the whole country. These centres constitute a central point for identifying, tracking and activating NEETs. A key function of CISOK is to coordinate with other partners in the outreach and activation of inactive NEETs, through labour market or training programmes⁶. This example shows that creating a one-stop-shop does not suppress the need to keep on working through partnerships on a local basis in order to keep in touch with young people and offer them the most suitable options. An important lesson drawn from assessment surveys is that the services should be adapted to the specific needs of a local area. For instance, the services will vary if one CISOK targets university students or new graduates while another centre operates in an area experiencing high long-term unemployment with much harder to place young people⁷.

A similar approach to building one-stop shops was the **Connexions service** in the **UK**, part of a governmental strategy now phased out. These services provided advice and counselling on employment-related issues as well as on other aspects of life. In addition to the reception of young people in the offices there were also online and phone-based services. This integrated and holistic approach proved successful, most partners of Connexions observing that services for young people became more coherent and of better quality (National Audit Office, 2004).

The importance of case management

The co-location of different services within one single agency requires a tailored, individualised and holistic approach to the needs of young people. A well-functioning case management system is decisive. Several examples illustrate the importance of case management in the implementation of holistic interventions – for instance, described in the box below, the Swedish UngKomp initiative. Central to this approach is the presence of a diversity of professional profiles with different skills. Prior to this very recent initiative were other fruitful experimentations in Sweden, in the field of outreach work (“Unga in” project in five cities) or the **Navigators** centres: the first one-stop-shop of its kind launched in 2004 targeting young NEETs aged 15-24. These centres are designed as ‘hubs’, which bring together municipalities, the non-profit sector, social and labour market authorities and employers. They assign a case worker to each young person and provide holistic support so as to address deep-rooted personal, social, family, health and other problems (European Commission, 2016d). The twelve centres were funded by local authorities and other partners but there was neither funding nor monitoring at the national level.

Box 1. The Ungkomp project in Sweden⁸

UngKomp is a joint project between the Swedish Public Employment Service and 20 municipalities, running between 2015 and 2018. The initiative relies on three specific pillars:

- the targeting of young people aged 16-24;
- the co-location of multiskilled teams, including personal counsellors, psychologists, job brokers, occupational therapists etc., from the Public Employment Service and the municipality, which contributes to a higher efficiency; and

⁶ http://iccdpp.org/wp-content/uploads/2016/03/Promising-Practices_Croatia-CISOK-JMC.pdf

⁷ PES fiche on Lifelong Career Guidance Centres (LLCG Centres) (CISOK as Croatian abbreviation). ec.europa.eu/social/BlobServlet?docId=15225&langId=en

⁸ See also: Youth Guarantee – promising practices database <http://ec.europa.eu/social/main.jsp?catId=1327&langId=en>

- a holistic approach, which provides help also in areas such as housing, health etc. and ensure young people with complex needs who are often poorly motivated receive effective support.

The principal objective of the project is to provide a holistic integrated counselling service for young people delivered through one rather than numerous institutions and services. It is intended to support the young people in completing their education or finding and keeping a job, focusing on the inclusion of disadvantaged young people, to ultimately reduce the numbers of young long-term unemployed.

The project's funding ended in 2018 but, building on the cooperation between the Swedish PES and the municipalities reached through the project, the Swedish PES will undergo major transformations, including a digital transformation and the inclusion of multi-skilled teams in all PES agencies in Sweden.

Another example is the one-stop-shop model **Ohjaamo** in Finland, described in the box below. This is a bottom-up approach incorporating different best practices already existing at local level. The focus on direct, face-to-face relationships is interesting, while e-services are often promoted as a means to reach young people. Studies showed that young people considered e-services positively only for general support, but when discussing important matters their preference was to meet with specialists in person⁹.

Box 2. The Ohjaamo network in Finland

Ohjaamo¹⁰ is a growing network of one-stop-shop guidance centres for young people aged 15-29. This model was launched in the context of the implementation of the Youth Guarantee in 2014. Previous surveys emphasised the fragmentation of Finnish social and employment services with young people having to circulate between several institutions or agencies. Ohjaamo ran as a pilot project from 2014 to 2018 and is now being deployed nationwide.

The main objective of the one-stop-shop guidance centres for young people is to bring together different service providers from private, public and third sectors in one place, to create a common platform where they can all operate with a clear division of roles. The centres provide multi-sectoral information, advice, guidance and support through a holistic approach, resulting in a service model which works across administrative boundaries, eliminating a duplication of services and provides a better way to serve young people who are not in employment or education. The broad network of partners includes youth and employment counsellors from the Finnish PES, social workers, nurses, outreach workers, and a range of other service providers under one roof. The activities carried out include private counselling and guidance, group sessions, recruitment events, counselling in health and social security issues. The services are delivered based on clients' needs in an informal and welcoming setting.

The one-stop-shop guidance centres for young people are now widespread in Finland and offer a wider range of services than was initially expected. There is a National Framework for the centres, but the actions are carried out at local level and leave enough space for local solutions since the situation can be very different across the country. At the moment, the centres are present in all the major cities, but next year more will be established. About 400 professionals from different sectors work at least one day a week across the various centres.

In **Germany, Youth Employment Agencies (YEA)**, described in box 3, follow a similar principle and offer young people different services under the same roof enabling an efficient use of public resources.

⁹ PES fiche on "One-Stop-Shop Guidance Centres for young people (Ohjaamo)" <http://ec.europa.eu/social/BlobServlet?docId=19409&langId=en>

¹⁰ Ibid.

Box 3. The Youth Employment Agencies (YEA) in Germany

The Youth Employment Agencies (YEA)¹¹ are one-stop-shops aiming for a seamless transition from school to vocational training and from vocational training to employment. Following the success of a pilot project in one city, Hamburg, they were developed at the national level. They provide a range of services to young people under 25 depending on their specific needs, with a strong focus on disadvantaged young persons, preventive measures and access to active labour market policies. The guidance services (i.e. vocational orientation, vocational guidance, career entry support) of the YEA start with counselling services delivered in school. Then, the young people are contacted by the YEA after they leave school and are offered help. The coordination of services allows the provision of tailor-made plans for young people.

The system is flexible and adapted to local needs. The main partners involved are the federal employment agency, the Jobcentre, the Youth Welfare Service Organisation and schools: they are located in the same place and work together. The partnership with schools enable YEA to get in contact with young people early on and provide guidance and preventive measures when they are still pupils, as well as to reach out to those who left education and became NEETs. The Jobcentre and the employment agency provide services of job placement, vocational training placement and counselling. The Youth Welfare Service Organisation provides information on the access to youth welfare services (e.g. housing, health etc.).

The partners are able to exchange information about the clients in compliance with data protection laws. They have common goals and performance indicators. They also enjoy strong political and stakeholder support. The main challenges are the different types of working cultures within the various organisations, the insufficient coordination of activities and partially the overlapping of support services or support gaps. The YEA is developed as a learning system and follows a bottom-up approach where the development is initiated by relevant stakeholders through the definition of common structure and processes.

4.3 Systemic coordination and cross-sectoriality

Finally, some other examples illustrate the most intense and encompassing forms of integration, in accordance with the typology presented above. However, this is often very theoretical and the precise distinction between coordination and integration is often blurred (Bond, 2011).

The initiatives presented below are all one-stop shops, but they differ from the previously reviewed examples: **not only do they gather different professionals within one single structure (with each of them keeping their professional culture and references), but they also try to develop a new approach to working with young people in transition from school to employment.**

Various cases involving the merger of social security and employment agencies to varying degrees can be mentioned here. One of the more far-reaching cases of coordination initiative according to Bonoli and Champion (2011) is the **UK** example of **Jobcentre Plus** resulting from the merger of all major agencies involved in the delivery of income-replacement benefits and employment services. Jobcentre Plus centres are a single gateway for the delivery of multiple services (benefits, placement and activation) for all working-age benefit claimants, including the unemployed, lone parents, and sick and disabled people. The **French** case of **Pôle emploi** only involved the merger of two separate agencies (see Box 4).

¹¹ PES fiche on "Youth Employment Agencies"
<http://ec.europa.eu/social/BlobServlet?docId=15311&langId=en>

Box 4. The Pôle emploi in France

The creation of Pôle emploi in December 2008 represents an important structural reform in France and a step away from the fragmentation of the social security system. Two separate agencies have merged: the Public Employment Services (ANPE) and the local agencies in charge of the payment of unemployment insurance benefits (Assédict). It therefore integrates the benefit delivery, placement services and employment programmes for the recipients. It also enlarges the targets and thereby unifies activation policies for different groups of social beneficiaries, as the different services provided by Pôle emploi (placement, activation measures, etc.) are open to the welfare recipients. The merger led to the integration of the two institutions and, at the local level, to the creation of single agencies regrouping all these services. However, the merger has been complex in particular from the point of view of creating new working process and unifying the former activities. It failed in creating a new, single professional culture. An objective was to create a single profile of counsellor, who could be in charge either of the placement activities (corresponding to the former tasks of the ANPE) or the benefit delivery aspects (corresponding to the former activity of the Assédict). However, this objective was not achieved since the references to the previous agencies, their respective roles and the professional culture (on the one hand, a social work ethos vs, on the other, a more legal or administrative rationale) have subsisted (Pillon, 2016).

The creation of **Intreo** offices in **Ireland** appears to be a more successful merger model than the French one. Intreo is a single point of contact for all employment and income support services. This new agency was designed to provide a more streamlined approach.

In **France**, the *missions locales* were created in 1982 as local-level agencies specifically dedicated to young people aged 16-25. More than 35 years after their creation, there are now 440 *missions locales* across France (representing more than 6,000 welcome points¹²). They were originally created as one-stop shops offering a comprehensive range of social services to young people: advice and guidance on employment, training, but also health or housing. Since their creation, the *missions locales* gather under the same roof professionals from different institutions, mostly from the educational system, employment services and the vocational training sector (Brégeon, 2008). The *missions locales* formally became part of the Public Employment Service in 2005. An illustration of the far-reaching integration aspect of the *missions locales* was the introduction in 2001 of a collective agreement for employees. More than 13,000 professionals are employed by the *missions locales* network. At the local level, *missions locales* are now recognised as being the core of multi-level and holistic partnerships. Counsellors accompany young people in their school-to-work transitions; some of the counsellors are specialised in fields such as housing or health, and closely work with partners on a local basis, either informally or in more formal arrangements (for instance through ad hoc steering committees like in the context of the Youth Guarantee). The **notion of cross-sectoriality** (Berthet, Bourgeois, 2012) could be used to describe the professional approach: counsellors need to have multiple skills in order to ensure young people's needs are met, and these can relate to very specific dimensions (finding a training programme, overcoming financial difficulties, negotiating job placements with employers, helping young people to find an emergency solution for housing, etc.). This advanced service integration also relies on the delivery of specialised services by external actors, such as local associations or NGOs (for instance specialised in mental health problems, homes for young workers, etc.).

¹² A mission locale can be constituted of several welcome points, in order to reach more easily any young person in a specific area.

5 Challenges and possible ways forward

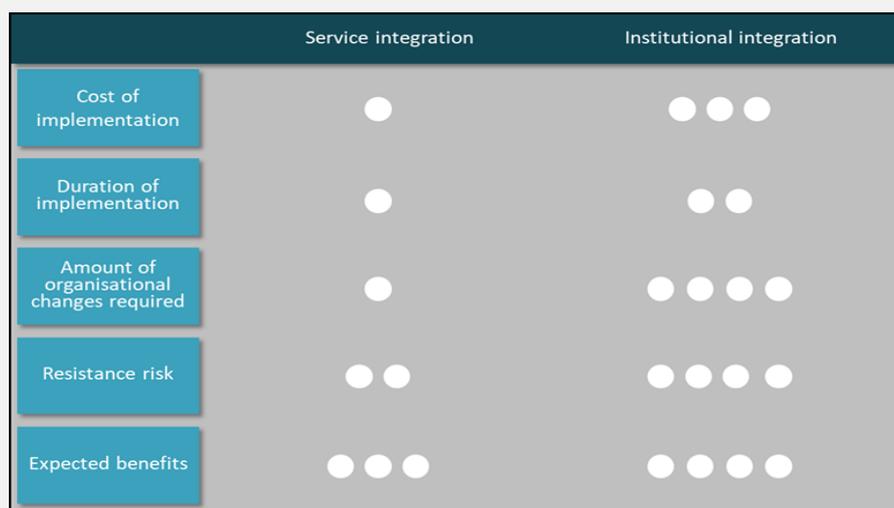
The main difficulty in assessing the effectiveness of service is methodological. The issue is: what is the object of the evaluation? It may indeed be hard to isolate the administrative operation of integration from the quality of the services as such when the effectiveness of integrated initiatives are being assessed.

Nevertheless, there are several success factors and barriers that have been analysed from different perspectives.

Box 5. Comparing two options before integration: either service integration or institutional integration

In **Lithuania**, two options for integrating assistance services (not specific to young people) have recently been discussed, taking into account several aspects: cost and duration of implementation, the amount of organisational changes required, resistance risks and expected benefits (Pislaru, 2018). Authorities have compared a first option consisting in better harmonising the objective and instruments of different services and defining clear responsibilities (called "service integration" in this context), and a second option consisting in "institutional integration" by the setting up of a single, combined institution. The first option was initially preferred, as it is less costly, quicker and creates less resistance, but a more advanced service integration is still under discussion.

Figure 3. Comparing the potential of integration alternatives (Lithuania, Pislaru 2018)



Many challenges indeed refer to the organisational aspects of integration. The focus can be put on the following issues: budgetary aspects; change management including the human resource management; the definition of clear responsibilities for the partners; an effective case management and a client-centred approach; the involvement of local actors and young people in the decision-making process; and the specific issue related to exchange of data.

Budget and administrative aspects

First, there are issues around cost and budget. Costs refer both to the location of the one-stop shop (if this model is chosen: building costs, etc.) but also to human resources overall. Making people from different agencies or administrations work together can be a challenge. Sufficient resources and sufficiently skilled staff need to be available to make the project work. In the case of the **Connexions** network in the **UK** gathering various agencies "under one roof", it was observed (NAO 2004) that far fewer Personal

Advisers than expected were operating in the network. Connexions operating with fewer resources than originally anticipated was a consequence of budgetary choices. As a result of this, individual case management could not be as efficient as planned. Also, only half of the counsellors appointed benefited from specific training for working in this new setup.

Preparing staff, including change management, management of meetings or training of staff

Organising inter-professional teamwork requires significant preparatory work.

As also shown in the ESN report, *"Although multiple articles demonstrate that integrated service delivery is dependent on inter-professional teamwork, teamwork may not always be successful. In some cases, professionals simply continue their traditional way of working in silos, rather than through collaboration across sectors"* (ESN 2016). Intersectoral working may often appear more complex than originally planned. This refers to **cultural aspects** which have to be managed. Culture is often considered as an obstacle to the integration of different services. The term "culture" however is an elusive concept. *"At its simplest it refers to 'The way we do things here' – that is, accepted behaviour, language, dress codes, shared values, rituals and so on"* (CoE, 2007). The fact that there are different professional cultures is indeed something obvious, even natural, one might be tempted to say. *"Boundaries between professionals should not be seen as barriers to co-ordination and integration of services"* (ibid.). Change management was an important element in the merger of different institutions leading to the creation of **Intreo** offices in **Ireland** to ensure good collaboration among practitioners from different professional cultures and backgrounds (namely, according to an assessment survey, a "social work ethos" vs "accountability ethos"), and to transfer the staff under one umbrella department to design a new service delivery involving the integration of functions and staff (Department of Public Expenditure and Reform, 2017).

An additional important element required to allow successful inter-professional teamwork in the context of integrated service delivery is the presence of non-hierarchical structures that ensure that employees from different services are not treated differently.

Another HR difficulty is to organise meetings. To create a real space for cooperation and partnership, it is necessary to organise and manage joint activities. According to the ESN report, *"often professionals' busy schedules constitute a difficulty. In fact, the most common issue regarding commitment is that practitioners give a lower priority to inter-professional working than to other tasks. It deserves to be noted that this does not necessarily mean that practitioners are unwilling to collaborate. It could be that professionals are unclear as to what is the purpose of integrating services and they may feel it is not useful to spend much time on this process, or that there is a lack of time and resources."* (ESN, 2016)

Defining clear responsibilities for each partner involved

It is necessary that clear roles and responsibilities are defined for successful inter-professional relationships clear goals of coordination are developed and communicated.¹³ It can be useful that one organisation, ideally a neutral entity, plays the role of lead coordinator, acting as the driver of the integration process.

¹³ "coordination seems to mean different things to everyone who uses the term. It can range from co-operation, of varying degrees of formality, between providers, through a range of local authority corporate management initiatives, all the way to fully integrated services, with harmonized pay and conditions, managed within one department and planned and delivered in a co-ordinated way. The lack of a clearly defined concept makes co-ordination very difficult to work with in managerial terms: almost anything you do counts" (Owen, 1995).

The ESN report identified 12 cases of successful intersectoral collaboration, based on different practices such as joint case-management, interorganisational steering committees or co-location. The sharing of information is central. The literature on the sociology of organisations has established some different stages and critical degrees in creating intersectoral teamwork (see Council of Europe, 2007): "separatism", when agencies and professionals continue to work in isolation from one another; "competition", when collaboration might result in competitive relationships (for instance competing loyalties or priorities); "partnership", when *ad hoc*, more or less formal relationships between actors begin to function; and "whole systems working" representing the most ambitious and advanced phase¹⁴. Authors have even established some "laws" about effective integration, among which the following: "*You cannot integrate a square peg and a round hole*" pointing to the fact that not all administrations or agencies can work together effectively.

The complexity of the new integrated system can also represent other barriers. The Council of Europe (2007) review reports different obstacles to the integration of social services, among which the fact that multiple stakeholders may have different interests and power positions. Funding streams can differ and different project partners are bound to different legislations. From an administrative or organisational point of view, often the process of integrating the services can result from a supply-driven and top-down orientation. "*Despite the ideology of needs and client-driven service systems, practice is still often determined by supply and providers' interests*". Also, integration might become an end in itself, in some cases and a way to solve other system problems in other cases.

Involvement of local actors and young people in the decision-making process

All this clearly shows that it is essential to consider the people that are involved in the collaboration. Clear roles and tasks lead to better regulated interaction, increase the quality of teamwork and prevent disputes or conflicts. In **France**, the merger leading to the creation of Pôle emploi did not involve enough staff, in particular front-line counsellors, which led to some resistance to the integration process (Champion, Bonoli, 2011; Beraud, Eydoux, 2009; Pillon, 2016).

The involvement of young people in the design of the services is also important in this perspective. The **UK project Talent Match**, described in the box below, is an example of how young people can be at the centre of the elaboration of the service.

Box 6. Talent Match: a co-design experience in UK

Talent Match¹⁵ is a programme for young people aged 18-24 who are furthest from the labour market. Financed by Big Lottery Fund, this project is based on a EUR 118 million investment over 5 years to tackle youth unemployment. At the beginning of the programme 20 young people were invited by the Big Lottery Fund to consult their peers to find out what really mattered to them. Then the peer consultation led by the youth panel and involving 2 000 peers, asked to support young people's (mental wellbeing) and make it easier for young people to get a job. Since then, beneficiaries have been involved in all aspects of Talent Match programme's design and sit as equal partners in decision-making boards of local partnerships. They also design and implement campaigns and services, contribute to staff training in the partnerships and at partner agencies, carry out beneficiary research, evaluate youth services and interview candidates (staff and providers) who want to work with Talent Match.

¹⁴ According to the report, the "whole system working" phase theoretically occurs when several elements are achieved, including: a high degree of consensus on work and its finalities, positive internal assessment of the sense of organisation, a well-structured coordination of tasks and labour, etc.

¹⁵ Youth Guarantee practice fiche on "Talent Match"
<http://ec.europa.eu/social/BlobServlet?docId=19656&langId=en>

The programme is delivered by 21 local partnerships led by voluntary or community organisations in areas across England which experience high levels of youth unemployment. It aims to understand progress towards and into employment for young people furthest from the labour market. It also aims to share learning between partnerships and to influence and inform local and national policy development, as well as to embed new local approaches. It deals with complex social issues, such as mental health, lack of confidence etc., which need a long-term approach.

Activities include listening to young people and learning about them and their strengths and aspirations (mentoring), support to address basic needs, help in securing work placements / employment (signposting, training, hand-holding), mental health support as well as in work support. Thanks to the programme, young people play an active role and feel empowered¹⁶. Young beneficiaries are equal programme partners and are involved in all aspects of the programme's design and delivery, through youth boards.

Co-production is a key success factor for involving young people who are outside the labour-market system and encounter barriers to enter the job market. It enables better outcomes, a wider reach and more efficient services in the long term. The programme includes innovative features such as consultative groups, peer mentoring, interviews and availability of budget to run small-scale projects. The main challenges identified are the need to have co-production embedded in the organisational culture, the need of leaders, partners, front-line staff and young people and the availability of time and resources.

Talent Match has also started to influence policy, practice and commissioning, especially in terms of the time, flexibility, compassion and youth-centred approach required to achieve sustainable outcomes when dealing with young people who have lived chaotic lives and whose basic needs have not been met; the importance and value of the relationship between young people and their mentors; and the benefits of genuine (rather than tokenistic) co-production of youth interventions together with young people.

Effective case management and developing a real client centred approach

The integration of services must be constructed around a people or client-centred approach. A key element for the success of integrated services and intersectoral or cross-sectoral teamwork is the effectiveness of case management. However, case management is often subject to some practical difficulties. The Localise project on "local worlds of active inclusion" (Sztandar-Sztanderska, Mandes, 2012) observed in different EU countries that following an initial interview, unemployed beneficiaries would be formally referred to a personal adviser who would be hardly accessible due to challenging working conditions, lack of time, etc. The promise of individualised case management is often limited by the administrative environment whereby managers often have to deal with too many administrative duties. For instance, this has been emphasised in the qualitative assessment of the **French Youth Guarantee** in the *missions locales*, with personal counsellors complaining about the time spent on back-office duties "at the expense" of time spent with young people needing guidance (Farvaque et al., 2016).

Box 7. The French Guarantee for Youth

¹⁶ Reports from the Talent Match evaluation:
https://blogs.shu.ac.uk/talentmatch/reports/?doing_wp_cron=1540299474.4750928878784179687500

The French Guarantee for Youth¹⁷ was set up in December 2012 at the National Conference against poverty and was included in the multiannual plan against poverty adopted by an Inter-ministerial Committee to fight against exclusions in January 2013. The Guarantee for Youth aims to support young NEETs aged 16 to 25 in vulnerable situations by enabling them to gain professional experience over a 12-month period through personalised career guidance and guaranteed resources. The support is also meant to improve their ability to navigate the labour market and find stable employment. Young people who could benefit from the Guarantee for Youth are identified by different stakeholders from the French PES, missions locales, local government, and education and social institutions. Once selected, the young person and the mission locale work together to draw up a 12-month contract in which the young person agrees to complete a set of workshops and training courses in return for support that will be provided by the mission locale. The support provided to the young person comes in two principal forms: counselling and professional experience and financial support (up to EUR 480 per month). A first phase takes the form of group workshops with a strong collective dimension. A personal counsellor is appointed for each young person. The guidance is based on a work-first approach, where the counsellors break from the linear, sequential accompaniment to begin an immediate, dynamic access to work by multiplying work situations, direct contact with the employer and training at the work place. 232 516 young people have taken part in the programme since its launch. 42.8% of them are in work experience or training. 25.7% are not in work but have benefitted from at least 4 months in a professional situation.

The Localise project in Sweden also highlights that *"it is difficult to establish a personal connection in a certain setting or with too standardised communication tools. For instance, transparent or open-space rooms tend to shape impersonal relations. Possibilities to meet in a friendlier atmosphere or even outside the office were highly appreciated."* On that basis, the **UngKomp** initiative in **Sweden** is trying to create a more welcoming atmosphere in youth offices with first contacts made in informal and 'cosy' settings instead of office-like formal environments¹⁸.

To develop individualised case management, it is therefore necessary to start from the young person's needs and wishes. In **France**, the starting point and ethic of advice provision in the *missions locales* is the young person's project and aspirations. However, this approach can be difficult to follow in practice due to time constraints, as explained earlier, or to the development of compliance rules and norms that standardise relationships between the counsellor and the young person. *"The negative experience of being the passive object of intervention also occurs when members of staff use mostly standardised interviews and information technologies instead of conversation"* (Sztandar-Sztanderska, Mandes, 2012). According to a youth NGO in the **UK**, *"young people accessing jobcentres are provided with the same generic service. Assessments don't always take into account a person's previous education or training (...). By grouping everyone together, jobcentres are failing to recognise each individual's potential."*¹⁹ It is therefore necessary to let professionals have **room for manoeuvre** too.

Starting with the person is therefore central when designing an integrated service for young people from a theoretical perspective.²⁰ It might however be sometimes difficult

¹⁷ Youth Guarantee practice fiche on "French Youth Guarantee"
<http://ec.europa.eu/social/BlobServlet?docId=18447&langId=en>

¹⁸ <http://www.arbeidslivinorden.org/i-fokus/i-fokus-2015/bekaempelse-af-ungdomsledighet/article.2015-04-12.7675207972>

¹⁹ <https://www.theguardian.com/public-leaders-network/2015/oct/08/why-young-people-hate-job-centre-benefits>

²⁰ See Figure 6 in Annex for a representation. This draws on a research in the field of social services (i.e. differing to some extent to the scope of the present paper)

to gather a multi-skilled team in one place, capable of **dealing with all the complexity of social and personal needs faced by young people**. The capacity of a genuine holistic intervention may therefore be linked to the multiple relationships and partnerships between actors at the ground level. But it often appears that **some specific issues such as mental health, homelessness, substance abuse, past criminal activities, and so on, are difficult to integrate to an employment/training activation model**. This takes a lot of efforts and requires time and financial investment. As a review of YG schemes puts it, *"the evidence suggests that most Youth Guarantee schemes struggle to integrate these services within the mainstream model, even if it is recognised that early intervention in the context of young people with mental health problems such as depression has the potential to cut a cycle of exclusion early and yield a high return on investment"* (Hall, 2014). The assessment of mental health troubles is complex and employment policy professionals do not always have the skills to perform it. To achieve the objectives requested by the funders, professionals may develop screening practices and rationalise the activity of their advisers, which results in lessening the holistic approach when dealing with young people, to focus primarily on access to employment.²¹ In the **French** case, the *missions locales* but also social workers more generally have hesitated to incorporate the most vulnerable young people in their one-year contract setup and work-first approach assuming that such people would not be ready to commit (Farvaque et al., 2016). **Differences in the ethos** of organisations and professionals might be an obstacle to the effectiveness of partnerships.

Exchange of data

On a more practical aspect, difficulties may arise around the **exchange of data** among partners or the creation of a single database (European Commission, 2018b). This has been acknowledged at the European level, for instance in the context of previous Peer Reviews on the YG. Different stakeholders tend to use different databases to collect data on their users and are unable to share them for both technical and legal reasons (European Commission, 2014). There are cases where PES can only share information with certain other organisations (e.g. education or training systems) after receiving authorisation from the young person. In some countries such as **Finland**, data sharing is strictly regulated, which can hamper cooperation between the state and municipalities who are in charge of social security schemes (Pitkanen, 2018). In **Spain**, specialised social NGOs are strongly associated to employment and social programmes targeting young people, as seen with the example above. However, NGOs are often reluctant to share data and information. In addition, public information systems are not prepared for external agents (NGOs) to access, consult and contribute information (González Gago, 2018). On a different aspect, NGOs often compete with one another for public grants to run projects, which can limit or reduce inter-NGO cooperation and encourage NGOs to "hold onto" clients rather than to collaborate with other stakeholders (*ibid.*).

6 Conclusions

The local implementation of consistent and tailored solutions for young people facing difficulties on the labour market requires partnerships and cooperation at the right level: connecting all key agencies, institutions and organisations that are involved in supporting young people: *"Only such partnerships are able to provide the continuum of support that is needed by the most vulnerable participants in the Youth Guarantee"* (Hall, 2014).

Integration of services is a notion that covers a **wide spectrum of coordination initiatives**, which can be seen as a continuum ranging from the more informal, ad-hoc, loose partnerships, to the most encompassing, inclusive and intensive systems. What is key is not the format of the integration itself but the kind of approaches, tools and

²¹ In the case of French Missions locales, see Muniglia, Thalineau (2012).

solutions that are provided to the young people depending on their specific needs. A holistic approach and individualised case management are the key features providing the framework for person-centred integration strategies. Many interdependent actors, agencies or institutions cooperate on a local basis. The way these actors combine their measures in their respective fields of action determines the offer of appropriate opportunities to the young people. Deepening existing partnerships and broadening the types of partners involved in effective cooperation can result in widening the range of opportunities offered to young people (OECD, 2014).

Although plans for service integration have in common the aim to “break the silos”, it remains that the outcomes of such plans are not always straightforward. Integration can be effective or not (Berthet, Bourgeois, 2012). There are as many administrative or organisational models of integration as there are institutional cases of activation and support service delivery targeting young people. What will function in one place will not always function in another. Nevertheless, **there are some key factors of success whatever the form integration will eventually take.** From partnerships to one-stop shops, what is important is: that these solutions grow from the grassroots level upwards and involve local actors and young people in the decision-making process; an effective change and project management during the transitional phase; the importance of highly effective internal communication and a clear definition of roles and responsibilities; delivery models designed from the person or client’s perspective, with a commitment to quality, adaptation and flexibility (vs standardisation) and seamless transitions between services.

The **key considerations** when implementing integrated services are:

- Promoting the services in order to reach young people, and in particular NEETs, who are furthest away from the labour market. To this purpose campaigns and awareness-raising actions, including via social media, can be useful. The services need to be also easily accessible.
- Involving local actors in order to have a better understanding of the situation and what the needs in the area are.
- Adopting a long-term approach, which foresees a clear planning but at the same time allowing flexibility in order to adapt to young people’s needs. In particular the counsellors should have margins of manoeuvre to adapt the services to the different cases.
- Dividing roles and responsibilities among the different service providers/partners. It would also be useful to identify a person who has an overview of the different services and can act as a link between the different organisations. It is important to create internal procedures, such as regular meetings, and ad hoc structures (such as a Board or a Steering committee) to ensure communication between partners, address challenges that may arise and ensure a smooth cooperation.
- Involving young people in the design of the services (co-creation) and in the evaluation process. This helps to deliver services designed from the client’s perspective. Moreover, all the interested actors and stakeholders should be able to provide inputs to the evaluation phase.
- Establishing an effective monitoring system and to measure the impact of the services on the target groups. It is also important that partners define what success means (i.e. it can also be a success if the person is closer to the labour market, even if he or she does not yet have a job).
- Considering alternatives to one-stop-shops that can be more convenient and cost-efficient, such as cooperation between different services without being co-located.

- Staying in touch with the person over the long-term / after they have started the placement.

The **main challenges** when designing integrated services are:

- The differences across the organisations involved in terms of budget, targets, interests and purpose and the coordination of the different actors, including effective communication. Bureaucratic and administrative silos can present further barriers to the cooperation between different entities.
- Ensuring that the right organisations are part of the integrated services. Moreover, if the entities are not totally on board there is a risk of overlapping activities.
- The organisation of a successful first contact with the clients and the procedure of guiding them successfully within the services and the development of flexible solutions tailored to their needs.
- The lack of financial, human or time resources needed to establish and later run the integrated service.
- The lack of data-sharing between the different partners, which implies asking the client several times for the same information.
- Moving from a project-based approach towards a bigger scale-project, a more systematic approach or a permanent or nation-wide practice.

The **success factors** for the transition to integrated services are:

- Starting with a testing phase, such as a pilot project in one region.
- Having overall common objectives but allowing flexibility to adapt to local needs.
- Having a strong political commitment at all levels. The organisations involved should share a common goal and common target and identify clear and realistic expectations (i.e. target groups, outputs, links to other services, resources) based on evidence. All actors should be involved from the beginning and establish a legal framework, a clear planning and a well-defined responsibility. It is also important to establish standardised processes and a clear communication system.
- Innovation and creative solutions to meet the needs of young people and changes in socio-economic context.
- The actors need to agree on the indicators to be used in the evaluation phase.

The **tools, resources and approaches** that can help services to work together on a daily basis are:

- Common databases or a systems of data transmission (personal information of the young persons, vacancies, services, FAQ).
- Clear strategy, planning, responsibilities and rules.
- A governance system including a steering committee with all actors involved.
- Cooperation with employers.
- The use of digital tools, websites and social networks, including for the dissemination actions.
- Effective feedback systems of the users' experience and the presence of a procedure to include feedback in the service planning.
- A quality assurance system, including the skills of the persons delivering the services.

7 References

- Abbott A., 1988, *The System of Professions. An Essay on the Division of Expert Labor*, Chicago: The University of Chicago Press.
- Béraud M., Eydoux A., 2009, « Activation des chômeurs et modernisation du service public de l'emploi », *Travail et Emploi*, 119.
- Berthet T., Bourgeois C., 2012, Deliverable 2.1 - A European Comparison of Change in the National Governance of Integrated Social Cohesion Policy, Project LOCALISE Local Worlds of Social Cohesion. The Local Dimension of Integrated Services, European Commission FP7.
- Bond S., 2010, *Integrated service delivery for young people. A literature review*, Brotherhood of St Laurence.
- Bonoli G., 2007, "Time Matters: Postindustrialization, New Social Risks, and Welfare State Adaptation in Advanced Industrial Democracies", *Comparative Political Studies* Vol 40, Issue 5, pp. 495 – 520.
- Brégeon P., 2008, « Histoire du réseau des Missions locales », in *À quoi servent les professionnels de l'insertion ?* L'Harmattan.
- Champion C., G. Bonoli, 2011, "Institutional fragmentation and coordination initiatives in western European welfare states", *Journal of European Social Policy*, 21(4).
- Council of Europe, 2007, *Integrated social services in Europe*, Council of Europe Publishing.
- Department of Public Expenditure and Reform, 2017, Case study on Intreo: The one-stop-shop for job seekers in Ireland, Case Studies on Innovation and Reform in the Irish Public Sector.
- Eurofound, 2012, *Recent policy developments related to those not in employment, education and training (NEETs)*, European Foundation for the Improvement of Living and Working Conditions, Dublin.
- European Commission, 2014, "Key policy messages from the Peer Review on the 'Youth Guarantee'", Helsinki (Finland), 18-19 September
- European Commission, 2015a, *PES practices for the outreach and activation of NEETS : a contribution of the Network of Public Employment Services*.
- European Commission, 2015b, *Piloting Youth Guarantee partnerships on the ground – Experiences from European Parliamentary Preparatory Action*.
- European Commission, 2016a, "The Youth Guarantee and Youth Employment Initiative three years on", *Commission Staff Working Document*.
- European Commission, 2016b, "The Youth Guarantee and Youth Employment Initiative three years on", *Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions*
- European Commission, 2016c, *Report on PES Implementation of the Youth Guarantee*, DG EMPL.
- European Commission, 2016d, "Key policy messages from the High-Level Learning Exchange on 'Designing and implementing effective strategies to support the integration and retention in the labour market of youth at risk'", Sweden (Stockholm), 18 – 19 February 2016.
- European Commission, 2018a, *Effective outreach to NEETS. Experience from the ground*, DG EMPL.
- European Commission, 2018b, Thematic Paper, Youth Guarantee Mutual Learning Seminar on 'Tracking and mapping young people not in education, employment or training (NEETs)' Zagreb, Croatia, 14 June 2018.

European Social Network, 2016, *Integrated social services in Europe – A study looking at how local public services are working together to improve people's lives.*

Farvaque N., Kramme C., Tuchsirer C. (2016), *La Garantie Jeunes du point de vue des Missions locales : un modèle d'accompagnement innovant mais source de bouleversements organisationnels*, Evaluation report for the Ministry of employment.

González Gago E., 2018, "Social and employment services: we don't know each other, but we share a responsibility and need to foster cooperation", Mutual Learning Programme, Peer Country Comments Paper – Spain, Peer Review on "Way to work – strengthening the links between active labour market policy measures and social support services", Vilnius, Lithuania, 11-12 June.

Heidenreich, M., Rice, D. (eds.), 2016, *Integrating Social and Employment Policies in Europe: Active Inclusion and Challenges for Local Welfare Governance*. Cheltenham: Edward Elgar.

Kodner D, Spreeuwenberg C., 2002, "Integrated care: meaning, logic, applications, and implications – a discussion paper". *International Journal of Integrated Care*.

Hall A.-M., "The Youth Guarantee – A lifeline for European youth? Experiences from the EU-28", *Thematic paper Peer Review on "Youth Guarantee"* Helsinki, Finland, 18-19 September 2014

ILO, 2015, "Policy brief on activation strategies for youth employment".

Muniglia V., Thalineau A., 2012, « Insertion professionnelle et sociale des jeunes vulnérables. Les conseillers des missions locales entre adaptation et tension », *Politiques sociales et familiales*, n° 108, juin, pp. 73-82.

National Audit Office, 2004, UK Department for Education and Skills, *Connexions Service, Advice and Guidance for all Young People*.

OECD, 2014, *Youth Unemployment and Guarantees in Times of Crisis: Lessons from eight European Countries*.

OECD, 2015, *Integrating Social Services for Vulnerable Groups: Bridging sectors for better service delivery*.

Pillon J.M. (2016), « Conseiller à Pôle emploi - De l'échec du métier unique aux interstices de la polyvalence », *Sociétés contemporaines*, vol. 104, n°4, p. 121

Pislaru D., 2018, "Active labour market policy measures and social support – a tale of two lovers who haven't met each other...yet", Host Country Discussion Paper – Lithuania, Peer Review on "Way to work – strengthening the links between active labour market policy measures and social support services" Vilnius, Lithuania, 11-12 June.

Pitkanen S., 2018, "Stronger in emphasising multi-sectoral services for long-term unemployed, but weaker in early intervention", Peer Country Comments Paper – Finland, Peer Review on "Way to work – strengthening the links between active labour market policy measures and social support services" Lithuania, 11-12 June.

Owen S., 1995, "The limits of coordination as a strategy", *The International Journal of Educational Management*, vol.9, no. 3, pp.19–22.

Scharle A., Weber T., 2011, "Youth Guarantees: PES Approaches And Measures For Low Skilled Young People", *Thematic Synthesis Paper*, PES to PES Dialogue, European Commission.

Sztandar-Sztanderska K., S. Mandes, 2012, Comparative Report on the Impact of an Integrated Approach to Social Cohesion, Deliverable 7.1, LOCALISE Project "Local Worlds of Social Cohesion. The Local Dimension of Integrated Social and Employment Policies".

Sullivan H., C. Skelcher, 2002, *Working Across Boundaries: Collaboration in Public Services*, Palgrave.

Tuusa M., Pitkänen S., 2014, Mutual Learning Programme Host Country Discussion Paper Finland, Review of the Youth Guarantee in Finland, Peer Review on Youth Guarantee Helsinki (Finland) 18 - 19 September 2014, European Commission.

Van Berkel, R. and Borghi, V. (2007) 'New Modes of Governance in Activation Policies', *International Journal of Sociology and Social Policy* 27(7): 277-86.

Annex

Figure 4. The inter-organisational governance of local worlds of active inclusion (Heindenrich, Rise, 2016)

