



Youth Guarantee Implementation Plan

Finland

16.5.2014

Youth Guarantee Implementation Plan (YGIP), Finland

1. Context

- An overview of the nature of youth unemployment

Every year, approximately 60,000 young people complete their basic education. Approximately 5.5% of students aiming for a degree dropped out of higher education institutions in 2012 and did not continue to pursue a degree within the same year. The dropout rate in high schools was 3.5% and in vocational education 8.7%. Young men tend to drop out of school more often than young women, with the exception of vocational education at the secondary level. (Statistics Finland) The Ministry of Education and Culture has a programme to reduce the number of dropouts and the dropout rate has continued to fall in recent years.

At present, there are approximately 120,000 young people (70,000 male and 50,000 female) aged 20–29 in Finland who do not have a post-basic qualification. The lack of a secondary education qualification is the single most significant factor behind exclusion from the labour market and society. The number of young people aged under 30 without an upper secondary education qualification is approximately 50,000. Two thirds of the socially excluded are men. (The Audit Committee 1/2014). These young people form the so-called “hard to reach” of marginalised young people, because they do not participate in education or working life, and are not even registered as jobseekers. The Ministry of Education and Culture runs the Skills Programme for Young Adults, which offers new opportunities to pursue degree education for those aged 20-29 years with only basic education.

The youth unemployment rate in Finland is almost double the size of the general unemployment rate. While the general unemployment rate among the labour force was 8.3% in 2013, the youth unemployment was 19.9%. The youth unemployment rate in Finland includes full-time students who are looking for part-time work. Excluding full-time students from the calculation, the youth unemployment ratio is usually half of the youth unemployment rate. In 2012, before the implementation of the revised Youth Guarantee, there were on average 32,080 unemployed young jobseekers in the country each month. Youth unemployment continued to rise during 2013 when there were, on average, 38,834 unemployed youths. A positive sign that has emerged is that despite the

rising number of unemployed young, the average duration of youth unemployment has remained short. The average duration of unemployment among youths under 25 is 12 weeks. This has been the main aim of the Youth Guarantee. Long-term youth unemployment has remained at a relatively low level. Among unemployed young jobseekers the unemployment ended before exceeding 3 months in 76% of cases in 2013.

- Existing key institutional actors in the area of youth employment and NEETs

The objective of the youth guarantee is to help young people gain access to education and employment. Successful execution of the youth guarantee requires cooperation among national and municipal authorities, the business sector and organisations. Means of implementing the Youth guarantee include measures related to the educational guarantee, the skills programme for young adults, employment and economic development services for youth (PES) and rehabilitation services, including municipal social and health care services and other individual services for young people, such as youth outreach work and youth workshop activities.

Education Guarantee

The Education Guarantee is a part of the Youth Guarantee. The program started as of the 1st of January 2013. The program ensures that everyone who completes basic education has a place in further education in general upper secondary school, vocational education and training, apprenticeship training, a youth workshop, in rehabilitation, or via some other means. The definition of the Education Guarantee is designed to cover young people who have completed basic education in the same year. The Education Guarantee will apply to graduates who complete basic education in 2013 and later. The implementation of the Education Guarantee involves creating genuine opportunities for all basic education graduates to transition straight on to further education.

In practice the Ministry of Education and Culture began to implement the Education Guarantee in 2012 by increasing the number of students accepted into vocational education at the secondary level in the capital region and in some other fast-growing areas. The supply of vocational education has been improved in the areas that have a high number of uneducated and unemployed young. The new criteria for selecting students for vocational education were amended in autumn 2013 alongside the implementation of a new electronic application system. The criteria were renewed so that those who have

just finished compulsory education and those without a secondary degree certificate can be chosen before those who already have a secondary degree vocational certificate.

The Education Guarantee will be supplemented with the Skills Programme for young adults aimed at providing people without an upper secondary level qualification the opportunity to complete a vocational qualification. The programme is being offered on a temporary basis during the years 2013–2016.

A program aiming to reduce the dropout rate in vocational education has managed to reduce the number of dropouts by 6% in schools that participated in the program.

The actions taken to increase the popularity of apprenticeship

As a part of the Youth Guarantee the subsidy provided for employers who take on apprentice students who have recently finished compulsory education will be increased. It is expected that the increase will encourage employers to take on apprentices. The subsidy will be 800 € per month for the first year, 500 € per month for the second year and 300 € per month for the third year. The government budgeted about €5m for the action.

The Ministry of Education and Culture is preparing a preliminary phase of apprenticeship training. The phase will not be based on a working contract and it is aimed to lower the threshold for employers as well as for students to enter into an apprenticeship contract.

Apprenticeship training will be increased by increasing the number of students who complete study modules and aim later for a certificate. This will be done by increasing the subsidy paid to educators who provide apprenticeship training in modules.

The Ministry of Education and Culture will develop modes of study that combine classroom education with apprenticeship training. One of the aims is to develop the professional skills of workplace coaches in a way that the guidance of on-the-job learning is sufficient and supports the student as well as the workplace community.

Skills Program for Young Adults

A temporary skills programme for young adults (2013-2016) is implemented as a part of the Youth Guarantee. The objective is to provide an opportunity to complete an upper secondary vocational qualification for those persons aged between 20-29 years of age with or without a basic education qualification, who were left without a place of study before the Youth Guarantee was adopted. A proportion of the existing study places can be targeted at achieving the Skills Programme's objectives, for example, by enhancing vocational education and training, and by keeping the reduction rate lower for study places than for the size of the age group, as well as through regional retargeting of study places and the renewal of student admission criteria. These measures can help bring down the number of unqualified people under 30 at a rate of approximately 5,000 entrants per year.

Public employment service

The Youth Guarantee operating model requires the Employment and Economic Development Administration and services (PES) to enhance the service process for young people. Everyone under the age of 25 and recent graduates between the ages of 25 and 29 must be offered an active choice most appropriate to the person's situation no later than three months into a period of continuous unemployment. The objective of all youth services is to support sustainable career solutions, instead of merely interrupting the young person's period of unemployment. A successful result also requires active participation from the recipient of the service.

For PES-services to be successful, it is important primarily to focus on evaluating a young person's need for services and on the speed of the service process by making use of the wide range of services in existence. Based on the charted service needs, the PES office will draw up an employment plan together with the young person as soon as possible after he or she has registered as an unemployed jobseeker. The charting of service needs must be carried out within two weeks of the person registering as a jobseeker. The employment plan will then be specified further by meeting the young person according to his or her service needs. The young person must be offered active measures to facilitate employment before he or she has been continuously unemployed for a period of three months. The services agreed upon in the employment plan are jointly agreed upon by the young person and the PES office, taking the young person's opinion into account, and are mutually binding.

If the young person does not have vocational training, often the first step to take is to gain a vocational educational qualification. Methods such as work try-outs, career coaching, vocational guidance and career planning can be used to help select the appropriate education. Telephone and online services are available to all young persons (Education line, educational counselling on Facebook, career line, the AVO career selection programme, Ammattinetti, etc.). The employment plan or equivalent plan must also offer the following services if required: job search coaching, work coaching, labour market training, training try-outs, start-up grants (for those starting their own enterprise) or wage subsidised work (Sanssi card).

If a skilled or unskilled young person requires public services other than those offered by the PES office, such services will be arranged in cooperation with other authorities. Not all young people can participate in public employment services due to limitations set by the person's ability to work or function. In such cases, the PES office will strive to arrange other services for the young person in cooperation with other actors, particularly municipal social and health care services, in order to improve the person's chances of benefiting from PES services at a later date. Services arranged in cooperation can include workshop activities arranged by social services, the opportunity for a young person falling under the scope of the activation condition to participate in rehabilitative work activities, and the rehabilitative services offered by social and health care services.

Youth outreach work

The legislation on youth outreach work entered into force on 1 January 2011. Youth outreach work is financed by targeted government subsidies. In 2012 youth outreach work was carried out in 283 municipalities. The task of youth outreach work is to reach those young people under 29 who are in need of support and direct them to the sphere of such services or other forms of support that promote their growth and independence as well as their access to education and work. Young people's participation in the support measures provided under youth outreach work is voluntary. More than 97% of the young people reached by youth outreach workers wanted to be helped immediately.

In 2013, youth outreach workers were in contact with almost 27,000 young people. A mapping of service needs was performed on 14,614 of them (i.e., young people who were reached). The share of young people who were reached through social networks of young people was 21.8 %, while 78.2% were contacted on the basis of a request from the authorities. Of the total amount of young people who were reached 59% were male, 41% female. Amongst the

young people who were reached, 23% had completed comprehensive school without pursuing any further education, 36.6% had interrupted their studies in upper secondary education, 8.4% were still in comprehensive school, and 13.9% studied at the upper secondary education level. Some other form of education was completed by 8% of the young people who were reached. The share of those young people without any post-basic qualifications of those reached by outreach youth workers was 83%. In total, 10,918 young people who were reached were provided with access to services. Ultimately, they received help through some 33,060 individual services.

Youth workshop activities

Youth workshop activities boost young people's life management skills and social independence, provide early support, promote collective growth at one's own pace and encourage learning by doing. Workshops provide young people with the opportunity to work under guidance and support as well as a tailored pathway to education, help towards completing one's education through working together with the education provider, or support for finding employment through the open labour market.

The number of young people participating in workshop activities has increased significantly in the 2000s. In 2013, more than 14,200 young people under 29 participated in workshop activities. The increase in unemployment in 2012 particularly in those sectors dominated by men, raised the share of young males to 61.3% of all workshop participants. In total, 51.5% of young workshop participants had not completed vocational education. The share of young participants who had completed basic education was 48.8%, however, 2% of them did not have a comprehensive school leaving certificate. There are about 260 municipalities that have youth workshops, and their activities cover 85% of the municipalities in Finland.

The number of young unemployed people signposted to participate in workshop activities has remained unchanged for a long time, but the number of those directed to workshops by educational institutions and social and health care service providers has increased. As many as 50.6% of young people are referred to workshops by an Employment and Economic Development office (TE office). In addition, young people are sent to workshops by upper secondary education institutions (11.9%) and social and health care service providers (12.6%). The combined share of participants arriving at workshops directly on their own initiative or via youth outreach work is 13.4%. The majority of work placements in workshops last six months. However, the duration may vary

according to the need for support. In total, 75.6% of young people participating in workshop activities were successfully placed in training, work or other activities.

Multi-sector cooperation within municipalities

The Youth Act obliges local authorities to conduct *multi-sector cooperation*. Municipalities must have a youth guidance and service network for the general planning of cooperation amongst local authorities who have services for young people and for developing its implementation. The network must include representatives from education, social, health and youth services as well as the labour and police administrations. The network may also include other municipal, government or church officials or representatives from other sectors. The network must interact with various providers of services for young people. Municipalities may also put together shared networks. At the moment 93% of the municipalities have set up the guidance network.

The tasks of the youth guidance and service network include:

- 1) gathering information on the growth and living conditions of young people and using them as the basis for assessing the situation of young people for the purpose of supporting local decision-making and planning;
- 2) promoting the integration and effectiveness of services targeted at young people with the aim of securing the supply, quality and availability of the services;
- 3) planning and boosting shared procedures for steering young people to use services and, if necessary, guide them from one service to the next;
- 4) promoting the fluent exchange of information related to the provision of services for young people by planning shared procedures to be used by various authorities.

Social Insurance Institution of Finland (Kela) and the Youth Guarantee

It is the task of the Social Insurance Institution of Finland (Kela) to determine the rehabilitative needs of those young persons of reduced working capacity and young persons in danger of exclusion who have been directed from health care services to Kela. Such young persons are directed to be examined by Kela in different situations in their lives. These young people may lack vocational education or have dropped out of education, or they may be skilled people

with low employment prospects for reasons of health. The group also includes young people on a temporary or indefinite disability pension. A young person's need for rehabilitation may also become known through Kela's working capacity counselling service, in which case solutions will be looked for to support the return to working life of the young person unable to work.

The goal of Kela is to build, in cooperation with other actors, a realistic and timely path towards recovering the ability to work and finding employment. If the prerequisites for granting aid, specified in the Act on the rehabilitative services provided by Kela¹, are met, the young person can be supported through vocational rehabilitation such as a vocational rehabilitation course, education or work try-out. The young person's ability to study and work will also be supported through medical rehabilitation such as adaptation training and rehabilitation courses and rehabilitative psychotherapy. Young persons with a reduced capacity to work can also be provided aids to help manage studies or work.

Municipal social services, health care and rehabilitation services with regard to the Youth Guarantee

The Youth Guarantee cannot be fulfilled without social and health care services. The youth Guarantee includes a promise on the availability of rehabilitation services for young people. The responsibility for organising social and health care services lies within municipalities. The structure of the legislation that obligates municipalities varies by service. The relevant legislation does not always issue detailed provisions on the scope, content or organisation method of the activities. The Social Welfare Act and Health Care Act require municipalities to offer services to residents in a manner that promotes the health, welfare and social security of individuals, families and the community. Municipalities must assign sufficient resources to the services based on justified needs which form the basis of central government transfers to municipalities for basic services.

Sufficient and functional school and student health care services must be ensured for young people. Young people also require effective health care services after starting working life. Municipalities must organise school health care services for pupils of basic education providers located in their area. Municipal basic health care services must also organise student health care services for students of upper secondary schools, providers of basic vocational training,

¹ Act on the Social Insurance Institution of Finland's Rehabilitation Services and Rehabilitation Allowances (566/2005)

institutes of higher education and universities located in their area, regardless of a student's place of residence. It is vital that school and health care services recognise a young person's need for special support or examinations at an early stage, and organise sufficient health care services for pupils and students.

For various reasons, not all young persons have the opportunity or ability to use student or occupational health care services. For this reason, it is of the utmost importance that municipalities Guarantee sufficient health care and social services to young persons who fall outside the scope of these services. Municipalities must find ways of bringing these young people within the framework of services through measures such as youth outreach work. The personal situations of young people left outside the scope of services may hinder their development into balanced adults and their attachment to society, causing a severe risk of social exclusion.

The need for active cooperation between municipal actors gets emphasised in the implementation of the Youth Guarantee. From the perspective of social and health care services, cooperation with the educational, training or employment authorities is of particular importance. The Act on Rehabilitative Employment Activities provides the opportunity to offer support for young people at an early stage, through multi-professional cooperation across administrative boundaries. In accordance with the Act, an activation plan can be drawn up for a young person when what it is confirmed the 'activation condition' is fulfilled. In drawing up the activation plan, the possibility of offering employment or public employment services must be examined in the first instance. In addition to the above-mentioned measures, the plan may include social, health, rehabilitation and training services that enhance the ability to find employment.

If necessary, the activation plan can include an obligation to participate in rehabilitative employment activities. It is the duty of the municipality to evaluate which form of employment activity would best meet the rehabilitation needs of the young person. Rehabilitative employment activities can be organised at youth workshops, for example.

Third-sector actors as implementers of the guarantee

The third sector has been involved in designing the Youth Guarantee scheme as well as to its continuous development. One example on how the third sector was involved was when the national Youth Guarantee working group began its work. The first task of the group was to gather comments from NGOs for questions such as what challenges the young face and what solutions the NGOs would propose. The Allianssi, which is the umbrella organization for Youth organizations also has a Youth Guarantee working group that gathers NGO to discuss the guarantee. Allianssi is able to bring the voice of NGOs directly to the National Youth Guarantee working group.

Youth Organisations arrange and produce diverse services and hobby activities for young people. The organisations can participate in the implementation of the Youth Guarantee by, for example, supporting youth employment and teaching young people working-life skills, spreading a "youth work" type of attitude, meeting and reaching out to young people, involving young people in the implementation and planning of the guarantee, offering young people meaningful activities, organising peer activities by developing operating models that cross administrative boundaries and breaking barriers, by carrying out precautionary actions, etc. In December, the national Youth Guarantee working group requested comments from NGOs on how their role in the Youth Guarantee could be improved. The working group received recommendations which are now under discussion in the relevant ministries.

Sentenced young offenders

The Criminal Sanctions Agency works with more than 2,000 young people under 25 each year. Upon arrival in prison, the background, life situations and factors underlying the criminal behaviour of the inmate and the general targets for activities during prison time are recorded at the assessment centre (there is at least one in each of the three criminal sanctions regions). The assessment centres and, in some cases, community sanctions offices evaluate a person's suitability for community service upon the request of the prosecutor. The release from prison is prepared at the prison, where the plans for implementing supervised probationary freedom are also made and the content of the obligation to perform certain activities is agreed upon to the greatest extent possible.

The plans drawn up for a sentence period by an assessment centre, the follow-up data of the plans, and the release plans drawn up by prisons have elements that overlap with the reviews and employment plans drawn up by TE Offices and the activation plans drawn up by social services. The need for

cooperation is especially highlighted in the enforcement of supervised probationary freedom and monitoring sentences, because the obligation to perform certain activities often comprises on-the-job training, preparatory training for working life in the workplace, labour market training or workshop activities. However, most of the time the prisoner will be released without so much as an appointment with a TE Office. Furthermore, information on the prisoner's activities during their time in prison (work, education, substance abuse rehabilitation) is often not transferred to the employment counsellor who conducts the assessment of service needs and draws up the employment plan. The assessment centres could also benefit from information on the plans and measures the person in question has already been involved in at a TE Office or Labour Force Service Centre. As a part of the Youth Guarantee, the Ministry of Employment and the Economy and the Criminal Sanctions Agency have signed national guidelines of cooperation between employment offices and prisons.

Migrants and the Youth Guarantee

According to the Non-Discrimination Act (21/2004), it is the duty of authorities to foster equality in a planned, goal-oriented way in all they do, and consolidate those administrative and operational practices that will ensure the fostering of equality in preparatory work and decision-making. In particular, the authorities shall alter any circumstances that prevent the realisation of equality. In addition, a person commissioning work or arranging training shall, where necessary, take any *reasonable steps* to help a person with disabilities gain access to work or training, cope at work and advance in their career for the purpose of fostering equality.

The Youth Guarantee is essential to immigrants, because more than 70% of immigrants are under the age of 35. The percentage of children with a foreign mother tongue is rising rapidly in Finland. Immigration to Finland focuses strongly on the largest cities. In Helsinki, the share of residents with a foreign mother tongue is 11%, whereas the average share of immigrants elsewhere in the country is 4%. As a part of the Youth Guarantee extra funding was allocated to improve migrants' Finnish language education in Liberal adult education. The funding will be allocated as training vouchers directly to the Liberal adult education providers and about 600 students will be able to benefit from the funding.

The Finnish defence forces

Military or non-military service is one of the interstices of career guidance and employment counselling for young people.

Some of the conscripts have already completed a qualification or obtained a place of study when they commence military or non-military service. For the rest, it is important to keep the process of career planning alive in order to have a clear plan and the opportunity to implement it after they have completed their service. In its report in 2010, the Working Group on the Conscript System proposed boosting the provision of study and career guidance for people in military and non-military service by intensifying the cooperation between administrative branches. In order to expedite the conscripts' access to education, the objective is to ensure the possibility of independently applying for studies and using the related online services for conscripts during service.

The study and career guidance services provided by the Defence Forces make use of the Time Out! approach, pursuant to Section 7 of the Youth Act, for young people at risk of social exclusion.

In accordance with Youth Guarantee policies, each unit will ensure that conscripts have access to study and career guidance during their service. Each unit will draw up a cooperation agreement with the area's TE office to acquire the required specialised services.

The Time Out! Approach coordinated by the National Institute for Health and Welfare (THL) will be actively used in organising the guidance services related to the Youth Guarantee during the call-up stage or in case of interruption of service. Time Out! activities should be reactivated before the end of military service, in order to ensure employment or a study place for young conscripts immediately after the end of their service.

The Finnish Defence Forces will investigate the possibility of renewing its leave practices, in order to enable the granting of efficiency leave for conscripts attending entrance examinations or job interviews, provided that the leave will not endanger the fulfilment of the conscript's training targets.

The expertise gained by conscripts during military service (e.g., driver training, medical training, military police training), will be clearly indicated on the conscript's service certificate, providing young people who lack education or employment a valuable reference.

The Finnish Defence Forces will further consolidate the links between conscript training and the other educational systems in society, in order to reap mutual benefits. According to studies, conscript training reinforces a young person's self-esteem and communal spirit in a manner that supports conscripts in gaining employment.

2. Implementing the Youth Guarantee Scheme at national level

2.1 Formulation of the national Youth Guarantee

Prime Minister Katainen's cabinet has highlighted the prevention of social exclusion of young people as one of its spearhead projects. The objective is to provide all young people with realistic opportunities to pursue and complete a post-basic qualification and find employment being sure not to allow young people to become stuck in a period of non-activity for too long.

All young people either under 25 or under 30 and recently graduated will be offered a job, a traineeship, on-the-job training, a study place, or a period in a workshop or rehabilitation within three months of becoming unemployed."

And

"Every school-leaver will be guaranteed a place in upper secondary, school, in vocational education and training, in apprenticeship training, in a youth workshop, in rehabilitation or by other means."

The Education Guarantee will be supplemented with the Skills Programme for young adults aimed at providing people without an upper secondary level qualification the opportunity to complete a vocational qualification. The programme is being offered on a temporary basis from 2013–2016. While the Social Guarantee has been in effect by way of the employment administration since 2005, the revised version renamed as the Youth Guarantee entered into force on the 1st of January 2013.

As a part of the Youth guarantee outreach youth work will be extended to cover the whole country, youth workshop activity will be developed and professional rehabilitation will be developed.

Evaluation of the first implementation year 2013

The Rehabilitation Foundation Kuntoutussäätiö and the Research Centre for Social and Health Economy at the Diaconia University of Applied Sciences have completed a research support project for the youth guarantee programme. The results show that most respondents were familiar with the concept

of the youth guarantee, but both youth and employers need more substantial information about its contents. The general opinion is that implementation of the youth guarantee is achievable to a fairly high degree, and even more so in the near future. Implementation of the educational guarantee policy is considered more plausible than implementing other services and measures proposed in the programme. The programme has been most successfully implemented in the municipal youth services, including workshops and outreach youth work, whereas the social, health and rehabilitation services fall shortest of the required implementation level. The programme has improved the internal co-operation within organizations providing youth services. Co-operation with educational institutions and employers has also increased. There is, however, still a need for developing multi-occupational practices for co-operation and co-operation with employers.

Even though most of the young people and employers participating in the study were not directly affected by the youth guarantee programme, they still considered the youth guarantee generally beneficial for young people. As a result of the programme, young people are better catered for in terms of services offered to them. The youth guarantee programme has resulted in improved resources for youth services, improved selection of services for young people and better referral practices. Youth participation in planning the services has not increased to any notable degree. The youth guarantee programme has also had an effect on the operations of organizations providing youth services, but further adjustments of the operating models are still required. The effects of the programme are expected to become stronger in the future. In implementing the programme, focus should be placed on co-ordinated, mutually agreed and adaptable region-specific models for co-operation.

Youth Guarantee monitoring and assessment

Presently the monitoring of the Youth Guarantee is being carried out monthly with statistical information focusing especially on the indicators in the employment sector. The labour market statistics will be received monthly however some other statistics such as updated statistics related to the Education Guarantee will be available a few times a year.

One of the performance targets of the employment and economic development administration for 2013 was that the share of the unemployment periods of young people that lasted more than three months out of all ongoing periods of unemployment would be no more than 10% of the total amount of new

unemployment periods. The same target will apply for 2014. The performance target was regionalised in the performance agreements of ELY centres. The same monitoring applies to recent graduates between 25 and 29 years of age.

The Ministry of Employment and the Economy ordered independent research to follow and comment on the implementation process of the Youth Guarantee during 2013. The research made a list of eleven indicators that should be used to assess the Youth Guarantee. These recommended indicators will be installed on the website www.tietoanuorisota.fi. The chosen indicators will provide an easy-to-use tool for actors at the national, regional and local levels. The website will allow the indicators to be used to compare regions to each other or to the national average. The aim is that the Youth Guarantee indicators will be available on the website by autumn 2014.

The chosen key indicators are the following:

1. The youth unemployment rate.
2. The youth unemployment ratio.
3. The unemployment ratio of recent graduates aged 25-29.
4. The share of youths under 25 whose unemployment lasts longer than three months.
5. The share of young recent graduates aged 25-29 whose unemployment lasts longer than three months.
6. The share of those who did not continue to study immediately after finishing compulsory education.
7. The number of school dropouts aged 20-29.
8. The NEET rate.
9. The number of those aged 18-24 who have received income support for a long time.
10. The number of those aged 16-29 who have been granted a disability pension
11. The share of those compulsory school and secondary degree students who do not have any close friends.

Table 2.2: Key organisations that will support and deliver the Youth Guarantee scheme

Name of key organisations	Type of organisation	Level of responsibility	Role in implementing the Youth Guarantee scheme	Ensuring the success of the partnerships
Ministry of Employment and the Economy	Public authority	National	<ul style="list-style-type: none"> - Chairs the national Youth Guarantee working group - Overall responsibility for the implementation process - Responsible for the development of PES services - Strategic guidelines for entrepreneurship policies - Conveys the voice of young people 	<ul style="list-style-type: none"> - The national Youth Guarantee working group has its mandate from the government programme. - Member of the national Youth Guarantee working group - Chairs the national Youth Guarantee working group - Head secretary for the national youth guarantee working group - Responsible for following the implementation process

Ministry of Education and Culture	Public authority	National	<ul style="list-style-type: none"> - <i>Education Guarantee</i> - <i>Skills Programme for Young Adults</i> - <i>Development of the education sector</i> - <i>Conveys the voice of young people</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i> - <i>Has two secretaries for the national Youth Guarantee working group</i>
Ministry of Social Affairs and Health	Public authority	National	<ul style="list-style-type: none"> - Professional rehabilitation - Social rehabilitation - Development of social services - Development of services for NEETs 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
Ministry of Defence	Public authority	National	<ul style="list-style-type: none"> - Developing services for those young in military service - Conveys voice of young people 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
Ministry of Finance	Public authority	National	<ul style="list-style-type: none"> - Responsible for budgetary issues - Responsible for municipality experimental reform 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
Akava - Confederation of Unions for Professional and Managerial Staff in Finland	Social partner	National, regional, local	<ul style="list-style-type: none"> - <i>Role in enhancing the employability of highly educated youths</i> - <i>Conveys the voice of young people,</i> - <i>Develops rules for working life</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
Allianssi - Finnish Youth Cooperation	NGO	National, regional, local	<ul style="list-style-type: none"> - <i>Umbrella organization for youth organizations</i> - <i>Conveys the voice of young people</i> - <i>Develops ways to include NGOs in Youth Guarantee</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i> - <i>Also runs its own Youth Guarantee working group</i> - <i>Youth organizations are involved through Allianssi</i>
EK - Confederation of Finnish Industries	Social partner	National, local	<ul style="list-style-type: none"> - <i>Brings in the employer's voice</i> - <i>Develops rules for working life</i> - <i>Conveys the voice of young people,</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
SAK - The Central Organisation of Finnish Trade Unions	Social partner	National	<ul style="list-style-type: none"> - <i>Brings in the employee's voice</i> - <i>Develops rules for working life</i> - <i>Conveys the voice of young people,</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
STTK - Finnish Confederation of Professionals	Social partner	National	<ul style="list-style-type: none"> - <i>Conveys the voice of young people,</i> - <i>Develops rules for working life</i> 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
the Association of Finnish Local and Regional Authorities	Public authority	National	<ul style="list-style-type: none"> - Brings in the voice of municipalities - Sharing best practices between municipalities 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>
Federation of	Social partner	National	<ul style="list-style-type: none"> - Brings in the voice of entrepreneurs, especially SMEs 	<ul style="list-style-type: none"> - Member of the <i>national Youth Guarantee working group</i>

Finnish Entreprises				
The Social Insurance Institution of Finland (KELA)	Public authority	National, regional, local	<ul style="list-style-type: none"> - Vocational rehabilitation - Medical rehabilitation - Rehabilitative psychotherapy - Discretionary rehabilitation 	- Member of the <i>national Youth Guarantee working group</i>
Finnish National Board of Education	Public authority	National	<ul style="list-style-type: none"> - Follows the development of educational objectives, content and methods according to the performance agreement with the Ministry of Education and Culture - Implementing national education policies - Monitoring education and learning outcomes 	- Member of the <i>national Youth Guarantee working group</i>
Employment offices	Public authority	Regional, local	<ul style="list-style-type: none"> -Public employment services for job seekers, companies and for those who aim to become entrepreneurs -Training labour force -Ensuring that labour force is skilled with right skills 	- Through guidance from the Ministry of Employment and the Economy
Centre for Economic Development, Transport and the Environment	Public authority	Regional, local	<ul style="list-style-type: none"> - The Centres for Economic Development, Transport and the Environment steer and supervise the activities of the Employment and Economic Development offices (TE offices) - Business and industry, labour force, competence and cultural activities 	- Member of the <i>national Youth Guarantee working group</i>

2.3 Early intervention and activation;

Table 2.3: Key reforms and initiatives to ensure early intervention and activation

Name of the reform/initiative ²	Key objective(s) ³	Target group, including no of people covered (if available)	Scale	Name and role of organisation in the lead and cooperating partners	Timetable for implementation	Implementation cost, if applicable
Planned reforms						
1) Outreach youth work (In Finnish etsivä: nuorisotyö)	To reach NEETs and provide them with services	Targets primarily youths under the age of 29 who are not in education employment or training (NEET).	Set to be extended into national practice	Ministry of Education and Culture (lead), municipalities either by providing the service themselves or by outsourced service,	Youth act amended in 2011. The service will be extended to all municipalities. Ongoing implementation.	Outreach youth work and workshops combined 21M€ in 2013
2) Youth workshop (In Finnish: Nuorten työpaja)	Youth workshops provide services for the young who, e.g., need to develop life management skills.	Youths under the age of 29 who need support in life management skills.	Nationwide	Ministry of Education and Culture (develop the service), public employment service (send the young to the service), National Workshop Association (NWA). A non-governmental organization that provides training, development and information services in the field of workshop activities and social employment for its member organizations and interest groups	Ongoing implementation.	Outreach youth work and workshops together 21M€ in 2013

² In English and original name (in national language).

³ Please ensure that the objectives meet the established 'SMART' criteria, i.e., that they are Specific, Measureable, Achievable, Relevant and Timebound. Developing SMART targets will help to establish the standards by which performance can be measured. The objectives should be linked to the 'rationale'/needs identified in section 1.

<p>3) Raising of compulsory school age</p> <p>(In Finnish: oppivelvollisuuden nosto)</p>	<p>Following the aims of the structural reform program of the government, school-leaving age will be raised to the age of 17.</p> <p>The aim is to secure the continuation of education from compulsory education to the secondary degree.</p> <p>To reduce the number of school dropouts.</p> <p>To lengthen the working life of the youth population.</p>	<p>The reform concerns the whole age group that completes compulsory education.</p> <p>Especially young people, who are not admitted to a school after comprehensive school.</p>	National	Ministry of Education and Culture	1.1.2015 If approved by the parliament.	
<p>4) Reforming the supply of secondary degree vocational education</p> <p>(In Finnish: Ammatillisen koulutuksen tarjonta)</p>	<p>Vocational secondary degree education will be renewed so that degrees will meet the competence needs of work life and society.</p> <p>The aim is to shorten the duration of education and prolong working life.</p> <p>The reform will support the implementation of the Education Guarantee.</p>	Those who apply for secondary vocational degree studies.	National	Ministry of Education and Culture	1.1.2017	Actions can mainly be executed in a frame of current allocation. All costs cannot yet be estimated.
<p>Planned initiatives</p>						
<p>5) Municipality services reform</p> <p>(In Finnish: kuntakokeilu)</p>	<p>Chosen municipalities are encouraged and enabled to innovate new operating models to develop: service processes, cooperation between officials, dismantle barriers hindering information sharing</p>	Youth Guarantee target group	Chosen municipalities	Ministry of Finance, Ministry of Employment and the Economy, Ministry of Social affairs and Health, Municipalities, Employment offices, Ministry of Education and Culture	1.1.2015	

	<p>The aim is to remove barriers between different sectors and actors of society.</p> <p>Reforms can include, e.g., new operating models to reach NEETs.</p>					
<p>6) One stop shops network (In Finnish: Ohjaamo - malli)</p>	<p>Ohjaamo would be a one-stop-shop service point, which offers multi-professional guidance services as well as employment and social services. Ohjaamo's core activities will be to offer services from different administrations under one roof.</p> <p>The ohjaamo model was created to respond to the findings in the evaluation of the Youth Guarantee.</p>	<p>Young people without a place of study.</p> <p>Re-guiding school drop-outs or students in danger of dropping out back to school.</p> <p>Young in need of employment and social services.</p>	<p>The aim is to eventually create a nationwide practise</p>	<p>Ministry of Employment, Ministry of Education and Culture, Ministry of Social Affairs and Health</p>	<p>Ohjaamo facilities are expected to open in early 2015. Some of the facilities will commence operations late in 2014.</p>	<p>ESF</p>

2.4 Supportive measures for labour market integration

Table 2.4: Key reforms and initiatives to enable labour market integration

Name of the reform/initiative ⁴	Key objective(s) ⁵	Target group, including no of people covered (if available)	Scale	Name and role of organisation in the lead and cooperating partners	Timetable for implementation	Implementation cost, if applicable
Planned reforms						
7) Renewed criteria for vocational rehabilitation (In Finnish: KELAn ammatilliseen kuntoutukseen pääsyn kriteerien uudistus)	<p>To extend active working life with rehabilitation.</p> <p>Early and timely provision of vocational rehabilitation for those who have holistically measured challenging situations in life.</p> <p>To prevent dropouts that were possible because of earlier interpretation of law.</p> <p>To clear the roles of Kela and the Ministry of Employment and the Economy</p>	<p>Younths in need of vocational rehabilitation.</p>	<p>National</p>	<p>The Social Insurance Institution of Finland (KELA)</p>	<p>Implemented as of 1.1.2014</p>	<p>The costs growing out of the renewal of the criteria are estimated to increase by 4,7M€.</p>
9) Reform of PES office network and service model Reformed legislation and services	<p>The service model in PES has been organised in a new way. The aim is to ensure that employment counselors can respond to the needs of each jobseeker according to their individual needs.</p> <p>The Youth Guarantee increased the number of counselors by 60.</p> <p>The employment services will now be delivered according to a multi-channel model which includes internet (including social media), telephone and face-to-face service.</p> <p>Youth Guarantee also brought new services to the PES for example services</p>	<p>Those in need of employment or career services.</p>	<p>All of the employment offices</p>	<p>Ministry of Employment and the Economy</p>	<p>Ongoing process in stages between 2013-2015</p>	

⁴ In English and original name (in national language).

⁵ Please ensure that the objectives meet the established 'SMART' criteria. The objectives should be linked to the 'rationale'/needs identified in section 1.

	<p>for youths to develop start-up companies.</p> <p>PES will also offer First Eures opportunities to young jobseekers.</p> <p>How the new services work with young jobseekers will be close monitored.</p>					
<p>10) Apprenticeship training (In Finnish: oppisopimuskoulutus)</p>	<p>The aim is to increase the number of young students and jobs under apprenticeship contracts.</p> <p>After completing basic education or supplementary basic education, there will be an increase in the amount of students of apprenticeship contracts by paying employers an increased educational compensation.</p>	<p>Those who apply for secondary vocational degree studies.</p>	<p>National</p>	<p>Ministry of Education and Culture, Ministry of Employment and the Economy, schools, employers, The National board of Education</p>	<p>Implemented as of 1.1.2014</p>	<p>Effects of previously mentioned actions have been taken into account in the frame decision of spring 2013.</p> <p>The allocated funding for 2014-2017: 81M€</p>
<p>11) Skills Programme for young adults (In Finnish Nuorten aikuisten osaamisohjelma)</p>	<p>To improve the education level of those aged 20-29 years who have completed only basic level education</p>	<p>Skills Program for Young Adults is a project set for the years 2013-2016. The aim is to offer opportunities for 20-29 year-old young people without secondary level degrees to start studies in vocational or special vocational education or training institutes either as ordinary students or as apprenticeship contract students. The program also supports the target group to seek education and succeed in it.</p>				<p>For 2013 27M€ For 2014-2016 52M€ Annually</p>
Planned initiatives						
12) Promoting youth	Regional	ELY-center		The new	The Ministry of Employment	

<p>entrepreneurship as a choice for paid work.</p> <p>Supporting and developing new forms of entrepreneurship by training, guidance and startup grants.</p>	<p>coordinated a pilot project that created a practise for the employment office to support younths who seek to start a business.</p>		<p>operating model developed in the pilot project will be extended to all employment offices.</p>	<p>and the Economy, Regional ELY centres, Employment offices</p>		
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