Trends and innovation in youth employment policy in the European Union

Gianni Rosas, International Labour Office

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Content

• The youth employment challenge
• Youth employment trends
• Youth employment policy framework
• Innovative elements of youth employment policy
• New ILO tools for youth employment policy
Youth employment trends in the EU (1)

- Compared to 25 years ago, there has been a deterioration of both the quantity and quality of YE

- The impact of the global economic crisis in the EU has resulted in:
  - The highest youth unemployment rates on record
  - Longer and more insecure school-to-work transitions (high incidence of LTU in some countries)
  - Increased youth discouragement, detachment and inactivity
  - The deterioration of youth employment quality (e.g. low pay, involuntary part-time, casual work)
Youth employment trends in the EU (2): Unemployment
Youth employment trends in the EU (3): NEETs
Since the end of the 1990s, the suggested common approach of the EU (employment guidelines 1998) contained YE targets.

The European Employment Strategy for growth and jobs (2005-2008) called for ensuring that every young person be offered a new start before reaching 6 months of unemployment.

The heavy toll paid by young people in respect of the 2008 global economic crisis urged EU MS to take action.
In April 2013, the Council of the European Union adopted a Recommendation on “Establishing a Youth Guarantee (YG) that asks MS to:

“ensure that all young people under the age of 25 years receive a **good-quality offer** of employment, **continued education**, **an apprenticeship** or a **traineeship** **within a period of four months** of becoming unemployed or leaving formal education”.

YE policy framework in the EU (2)
YE policy framework in the EU (3)

**KEY REFORMS**
Reforms education and labour market policies and institutions (e.g. reforms employment protection, PES, apprenticeship, traineeship law).

**EARLY INTERVENTION**
Measures to reduce early school leaving and ensuring that youth have the skills demanded by the labour market (e.g. dual education programmes, education information systems, career education).

**OUTREACH**
Intervention to identify and provide support to detached youth (not in school, not working or looking for work): support before moving to activation and LM measures.

**ACTIVATION**
Measures to support youth to navigate the labour market (group and individual counselling and guidance, job placement, work preparedness training); and to condition benefits to active job search). They may lead to labour market entry or integration measures.

**LABOUR MARKET MEASURES**

- **Employment**
  - Job subsidies
  - Start-up schemes
  - Mobility support

- **Education**
  - Second chance
  - Vocational training
  - Higher skills training

- **Apprenticeship**
  - Alternate training (mix of classroom and practical training in the workplace)

- **Traineeship**
  - Work practice in a business, public or non-profit institutions

**LABOUR MARKET OR EDUCATION**
ENTRY YG
EXIT YG
Entrepreneurship as career options

Education and training to enhance employability and facilitate school to work transition

Pro-employment macro-economic policies to increase investment, productive transformation and growth

Rights @ work and equal treatment

Targeted labour market policies to improve labour market integration of young people

Entrepreneurship as career options

Policy Areas

YE policy framework in the EU (4) and the ILO’s Call for Action
• The term “early intervention” has its origin in the field of education for children with disabilities. It was then extended to programmes aimed to minimize the factors placing children and youth at risk of school failure;

• Evidence on the strong, positive relationship between education and employment shifted policy attention to school failure and early school leaving as a key determinant of labour market performance;

• Today, early intervention encompasses system-level education reforms combined with measures to reduce the risk of early school leaving.
Early intervention consists of measures that address difficulties at an early stage. It includes:

- **Early warning systems**: methods to identify early signs of early school leaving (e.g. absenteeism, school performance, bullying);

- **Support mechanisms** within schools (multi-professional teams, individual learning support, support to teachers to adapt learning content, parents’ involvement, financial assistance);

- **Extra-curricula activities** to help students develop a sense of belonging.
### Early Intervention

<table>
<thead>
<tr>
<th>Prevention</th>
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<td>- Access to quality childhood education;</td>
<td>- Effective and evidence-based early warning systems;</td>
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<tr>
<td>- Relevant and engaging curriculum;</td>
<td>- Focus on individual needs;</td>
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<td>- Flexible education pathways;</td>
<td>- Systematic support frameworks;</td>
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<td>- Smooth transition between educational levels;</td>
<td>- Extra-curricular and out-of-school activities</td>
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<td>- High quality and attractive VET;</td>
<td>- Support to teachers;</td>
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<td>- Involvement of pupils;</td>
<td>- Empowering families and parents.</td>
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<td>- Teacher education;</td>
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<td>- Strong guidance system.</td>
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• Outreach consist of activities, services or programmes that are put in place to (re-)connect young people to the labour market.

• Outreach includes: (i) interventions to identify, contact and engage inactive or disengaged youth, and (ii) provision of services or support that are delivered in
MAIN BLOCKS OF OUTREACH STRATEGIES

IDENTIFICATION
- Tracking systems, schools
- NGOs
- Municipalities
- Social services
- Health services
- Youth centres
- Police

CONTACT AND ENGAGEMENT
- Youth workers (NGOs)
- Social workers
- Outreach, street workers (contracted by public service providers, municipalities)

INDIVIDUALIZED SUPPORT
- Individual assessment
- Information
- Coaching
- Motivation training
- Self-awareness, self-esteem training
- Communication, team work, work readiness skills
- Career tasters
- Advice and referral to specialized services (employment, health, housing etc.)

YOUTH GUARANTEE
- Second chance programmes
- Return to formal education and training
- Labour market integration measures

YE policy framework in the EU (5): Outreach/2
Example: Pillars Outreach Strategy of Portugal

- **2) Referral network** (Training centres, CQEPs, schools, guidance services, universities, local authorities, social partners, charities, immigration support centres)
- **6) Signalling, diagnosis, referral activities**
- **9) National awareness-raising campaign**
- **(3) Web platform**
- **(7) IEFP Job Centres** *Formação Transversal*
- **(8) CQEP** (Career counselling and guidance)

**OUTREACH**

**DIRECT SERVICE DELIVERY**
• Activation services are the measures that are offered after registration and are preliminary to young people’s entrance in the YG. They comprise:
  - Profiling
  - Intensive counselling;
  - Individual action planning;
  - Job search assistance
  - Job search monitoring and sanctioning; and
  - Referral to programmes/other services (work-first/ train-first approaches).

• These strategies are considered by the YE policy framework as essential: they have to be administered to all young people prior to entering the YG offers
YE policy framework in the EU (6): Activation/2

1960-1980
Expansion of ALMPs to reduce structural unemployment

1995-2005
- Shift of financing from passive to active LMPs
- Increase ALMP effectiveness

2005 onward
Interaction between:
- Unemployment insurance system,
- ALMPs;
- Benefit conditionality.

Reform UB systems to reduce disincentive/make work pay
• **Labour market integration measures** offer the opportunity to return to school, enhance young people’s skills and/or support them in entering the labour market.

• There are **four possible pathways**: (i) employment; (ii) continued education (and training); (iii) apprenticeships; and (iv) traineeships.

• Compared to “traditional” youth active labour market policies, the YG offers include the possibility for young beneficiaries to **return back to formal education**.
• The completion of one of the pathways is concluded with the exit of the young person from the support of the YG.

• **Performance** is measured through the rate of integration of young participants either in formal education or in employment.

• The **good quality** is used as an indicator to assess the success (or lack thereof) of the measure that is offered to the young person.

• The lack of **sustainable** integration makes young persons re-enter the YG within four months from loosing the job or leaving school (revolving door or carousel effect).
The *Youth Guarantee* introduced a comprehensive youth employment policy framework that:

- Applies to **all countries** of the European Union
- Has *universal reach* as it targets all young people who are neither in employment nor in education or training within four months of becoming unemployed or leaving school;
- Is based on the **obligation of public institutions** to intervene within a given timeframe (it raises an entitlement for the young person to be supported)
- For the first time, youth employment policy goes beyond un-(under-) employment and includes inactive young people.
• Promotes the *integration and coherence of different policies*, measures and services

• Combines *long-term reforms with immediate action* with a view to preventing the recurrence of the challenge and having a structure in place over time

• Includes *prevention and remedial approaches*, together with strategies to reach out to disengaged young people facing multiple disadvantages

• Addresses both the *coverage* (i.e. quantity) and *quality* of offers of services and programmes
Innovative elements of youth employment policy (3)

- Promotes *broad-based partnerships* among public institutions at both central and local levels, and between these and the social partners, youth and civil society organizations and the private sector.

- Envisages the *pooling and matching of different resources* as national funds are combined with the resources made available by the Youth Employment Initiative (YEI) and the European Social Fund (ESF), and

- Fosters a *culture of evidence-based policies* through continuous monitoring of implementation, (re-) adjustment of interventions and impact evaluation.
Innovative elements of youth employment policy: Stylized data

- Youth unemployment dropped from 23.7% in 2013 to 18.7% in 2016 (almost 1.8 million fewer young unemployed)
- Share of young NEETs fell from 13.2% in 2012 to 11.5% in 2016
- 16 million young people entered the YG in three years
- 10 million young people took up an offer, the majority of which of employment.
- Almost 2/3 of young people who left the YG in 2015 took one of the four offers

Between 2015 and 2017, the ILO developed 27 key resources and tools that help take action on the policy areas and delivery systems discussed in this presentation.

These tools stem from ILO’s experience and lessons learned from country-level application of a series of methodologies.

The tools were tested and validated by ILO’s Members.

They mostly focus on performance monitoring of youth employment policy, definition and monitoring of quality of youth employment services and programmes, development of strategies to tackle youth inactivity.
New ILO tools for youth employment policy (2)

POLICY BRIEFS AND TECHNICAL PAPERS
Outreach strategies for young NEETs

GUIDANCE TOOLS
Assessing the quality dimensions of youth employment offers

LEARNING PACKAGES
Monitoring the performance of Youth Guarantees: A learning package

Tools available from ILO’s website