



International  
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# Trends and innovation in youth employment policy in the European Union

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Partnerships for Youth Employment in the CIS  
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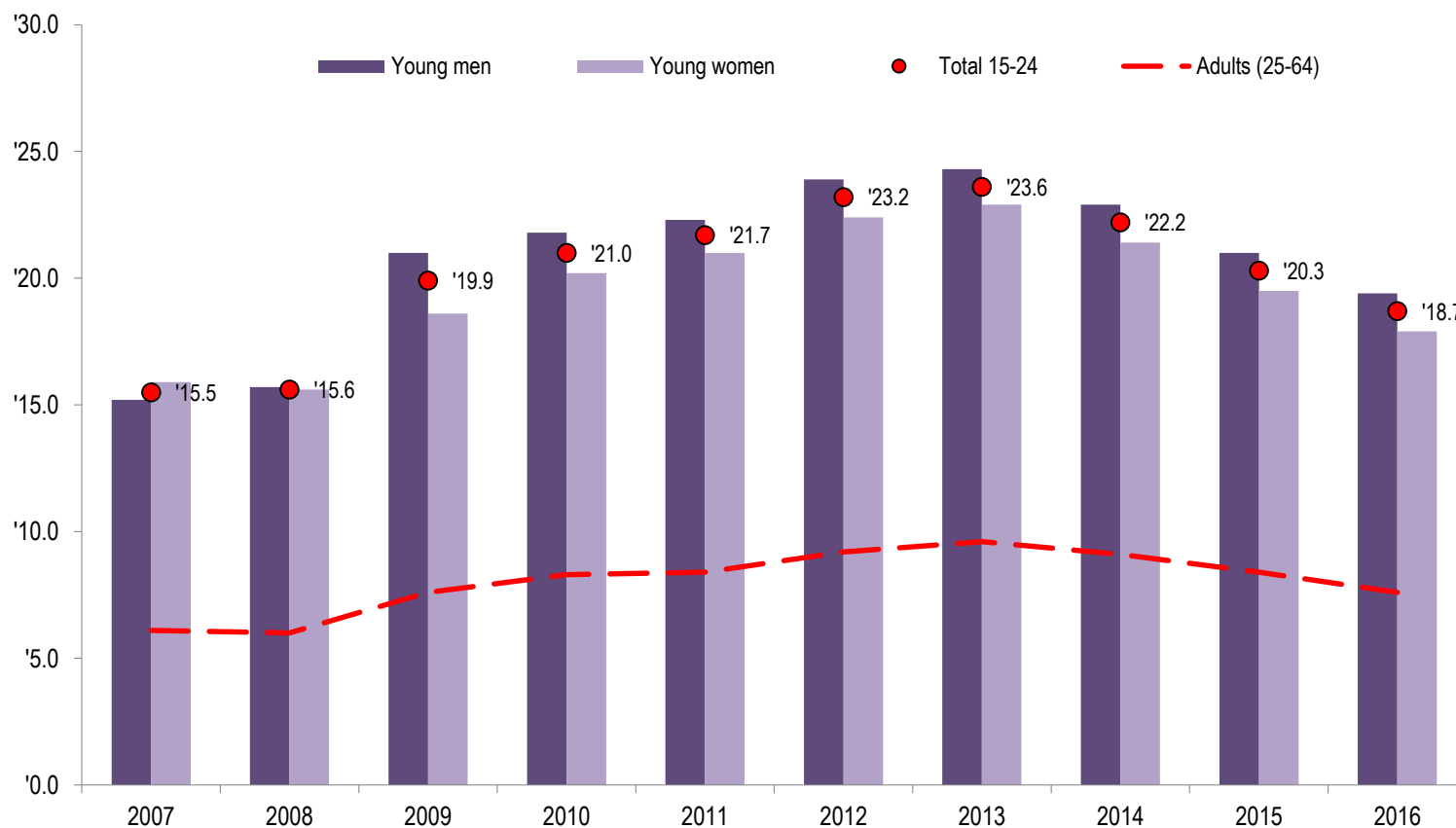
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- The youth employment challenge
- Youth employment trends
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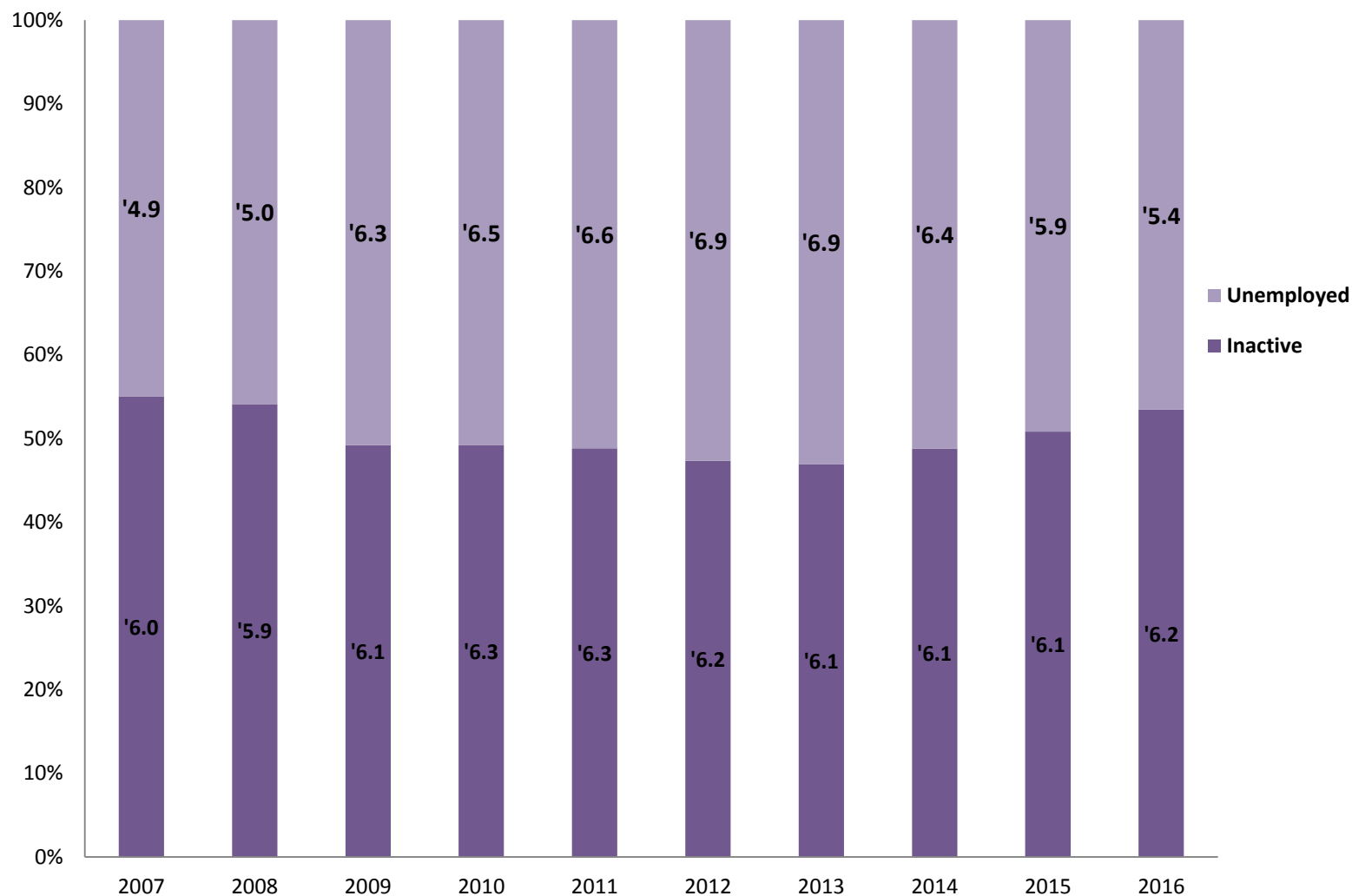
# Youth employment trends in the EU (1)

- 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



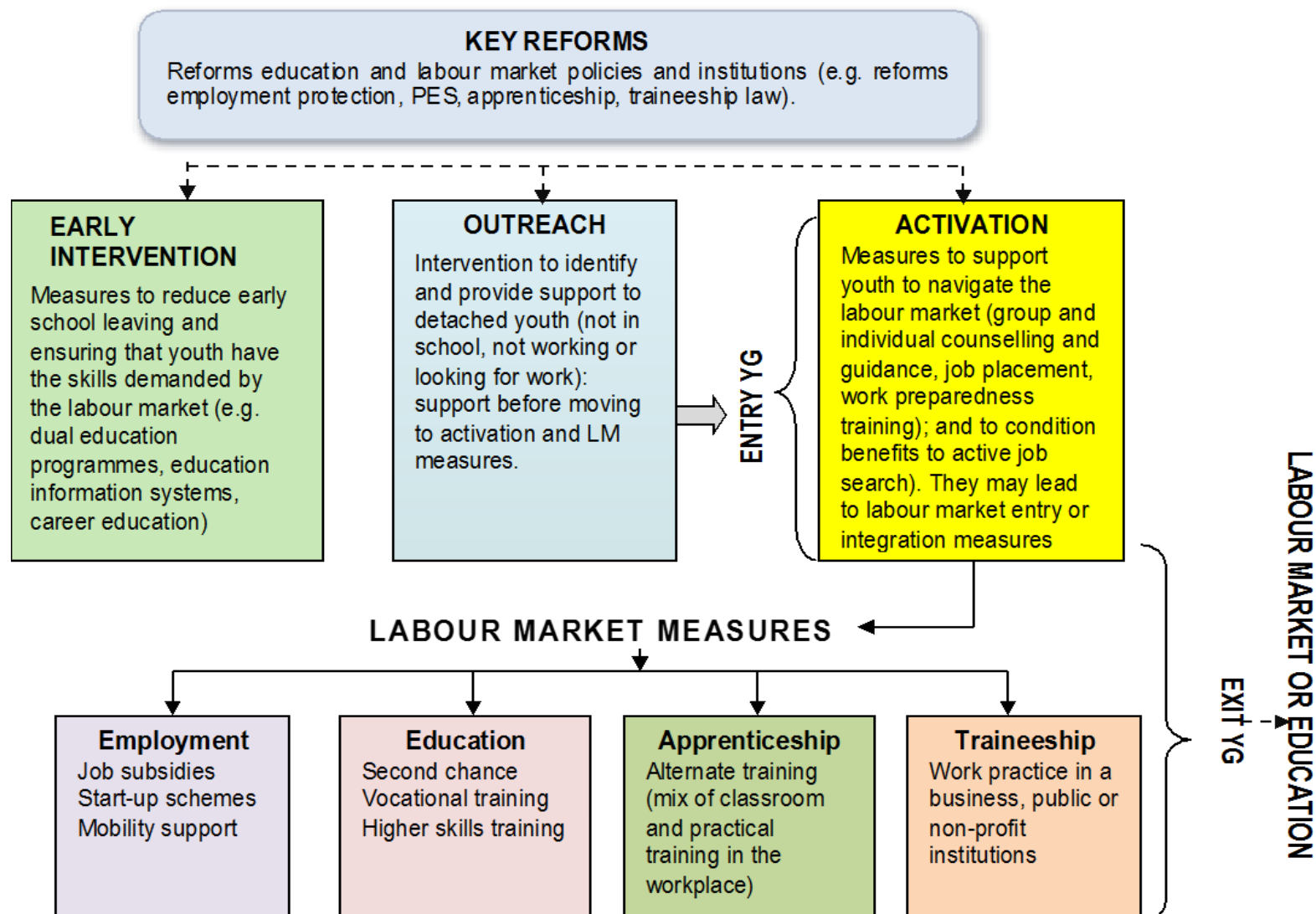
# YE policy framework in the EU (1)

- 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

## YE policy framework in the EU (2)

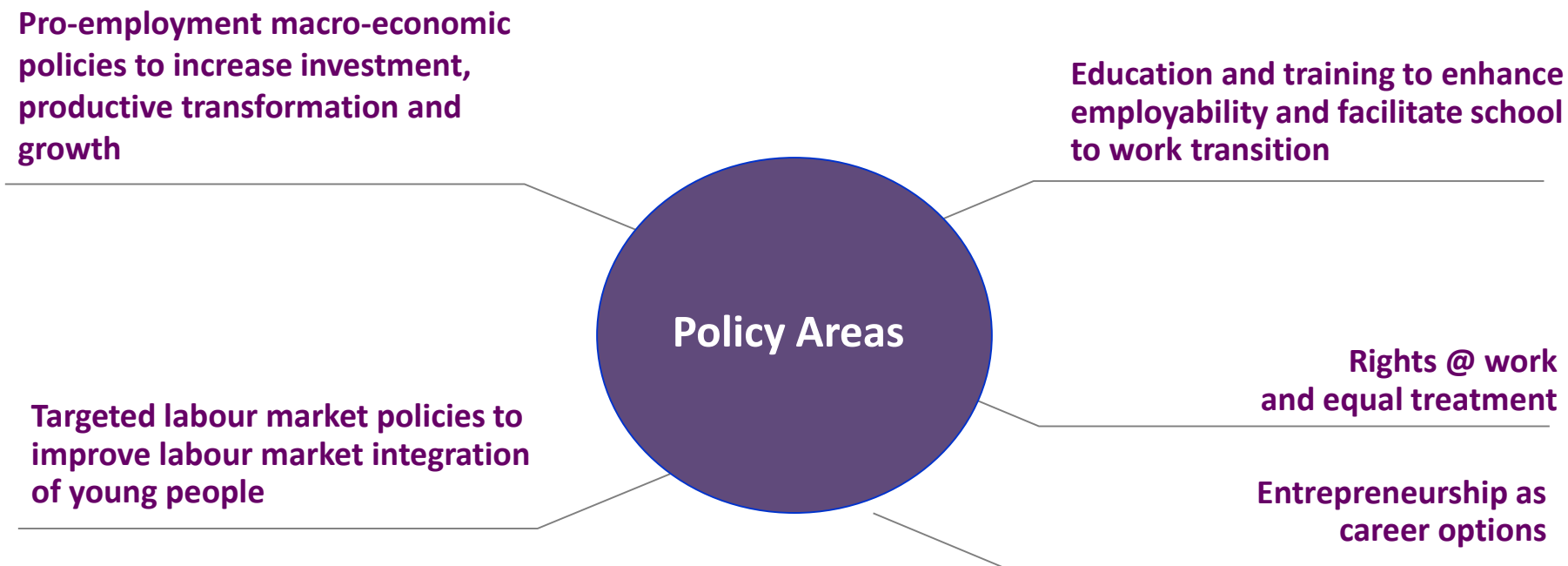
- In April 2013, the Council of the European Union adopted a Recommendation on “Establishing a Youth Guarantee (YG) that asks MS to:  
  
*“ensure that all young people under the age of 25 years receive a **good-quality offer** of employment, continued education, an apprenticeship or a traineeship **within a period of four months** of becoming unemployed or leaving formal education”.*

# YE policy framework in the EU (3)





# YE policy framework in the EU (4) and the ILO's Call for Action



## YE policy framework in the EU (4): Early intervention/1

- 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.

## YE policy framework in the EU (4): Early intervention/2

- 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.

# YE policy framework in the EU (4): Early intervention/3

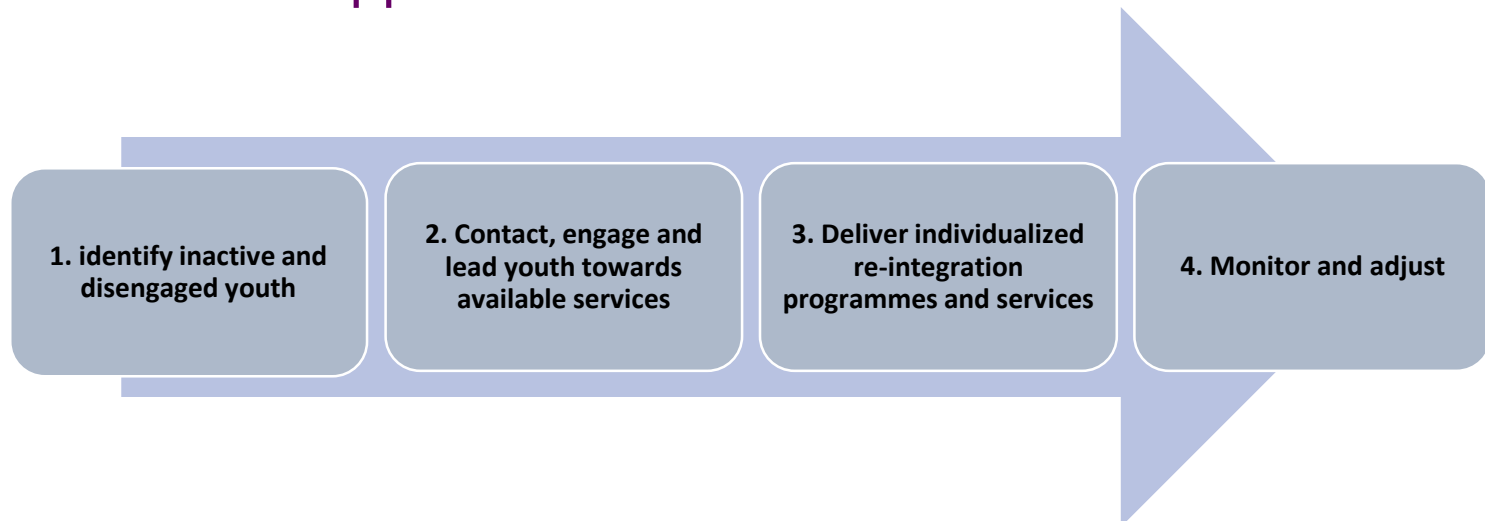
## EARLY INTERVENTION

| Prevention   | Intervention  |
|--|---|
| <ul style="list-style-type: none"><li>• Access to quality childhood education;</li><li>• Relevant and engaging curriculum;</li><li>• Flexible education pathways;</li><li>• Smooth transition between educational levels;</li><li>• High quality and attractive VET;</li><li>• Involvement of pupils;</li><li>• Teacher education;</li><li>• Strong guidance system.</li></ul> | <ul style="list-style-type: none"><li>• Effective and evidence-based early warning systems;</li><li>• Focus on individual needs;</li><li>• Systematic support frameworks;</li><li>• Extra-curricular and out-of-school activities</li><li>• Support to teachers;</li><li>• Empowering families and parents.</li></ul> |

Source: Council Recommendation of 28 June 2011 on policies to reduce early school leaving, OJC 191, 2011; European Commission, *Reducing early school leaving: Key messages and policy support*. Final Report of the Thematic Working Group on Early School Leaving, 2013

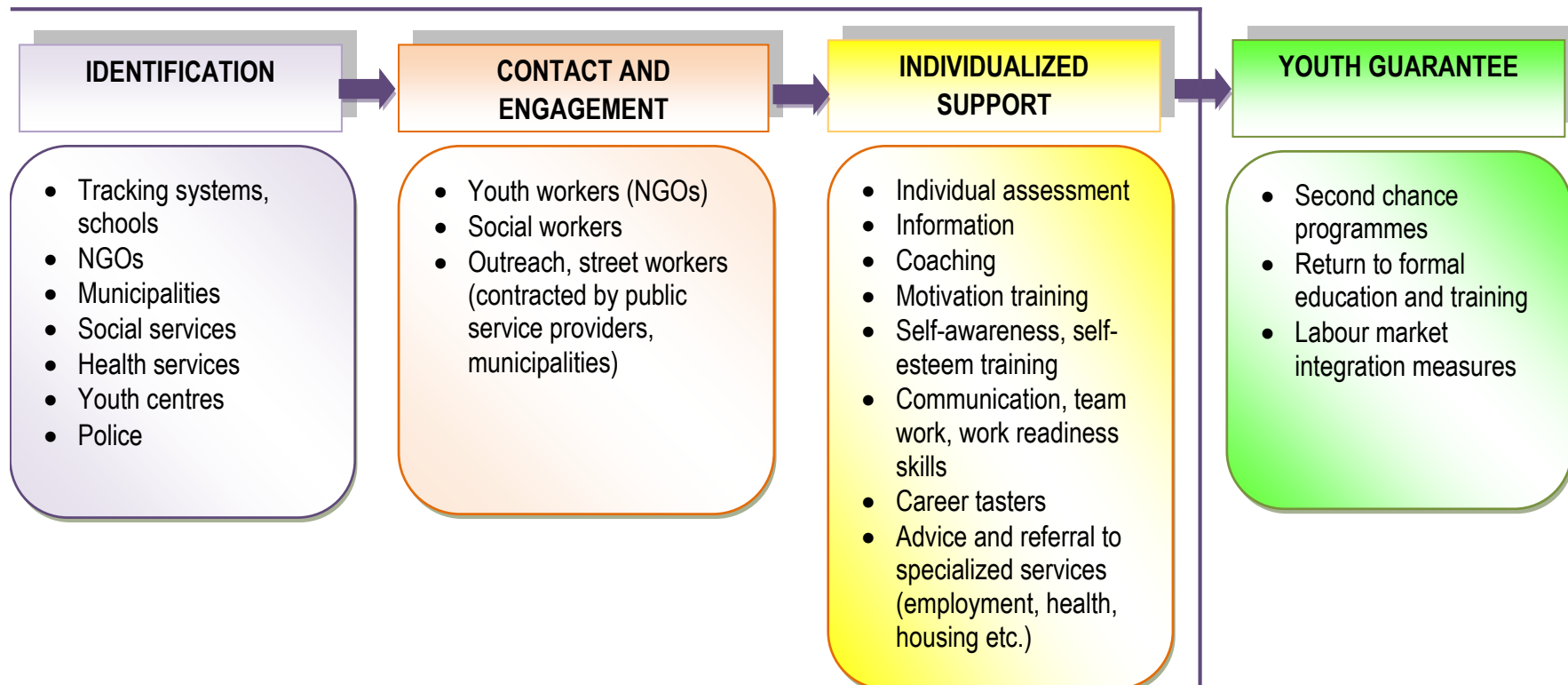
## YE policy framework in the EU (5): Outreach/1

- 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



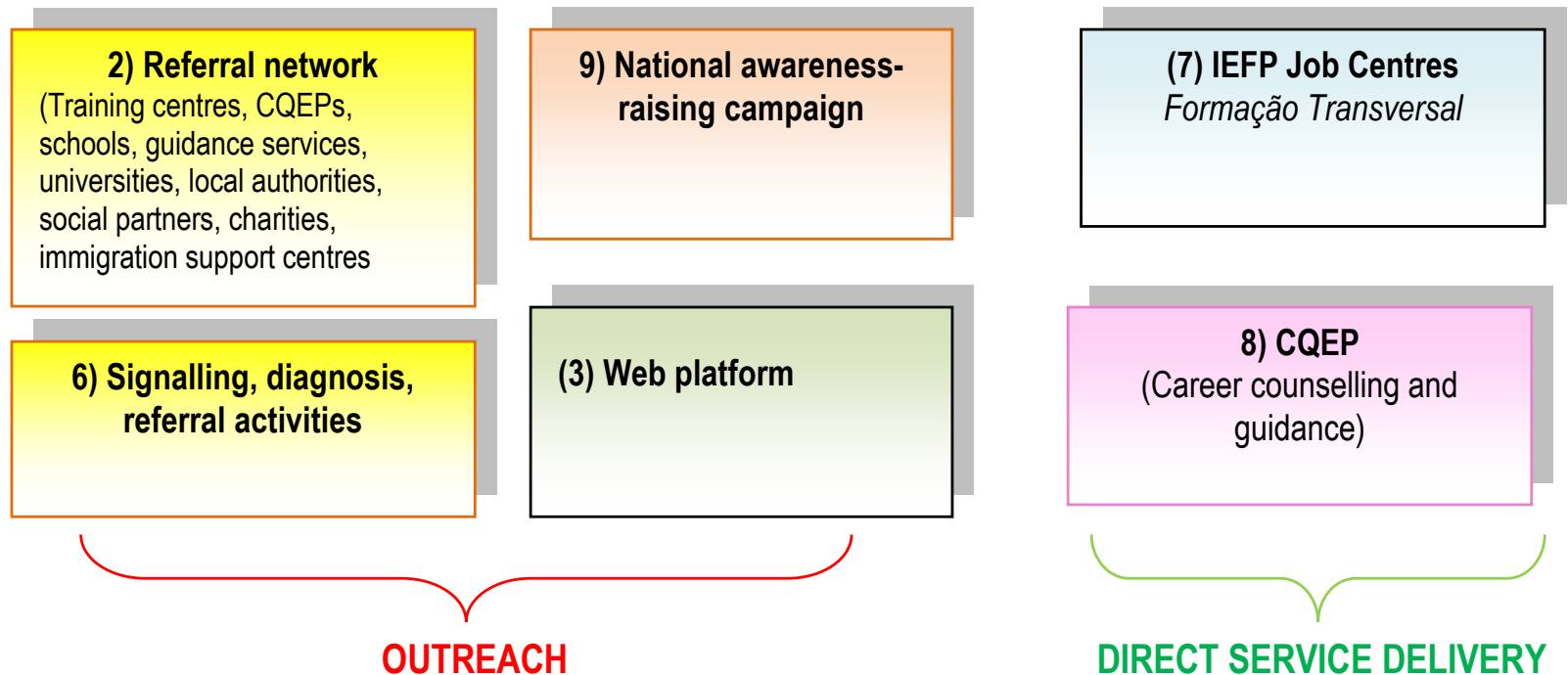
# YE policy framework in the EU (5): Outreach/2

## MAIN BLOCKS OF OUTREACH STRATEGIES



# YE policy framework in the EU (5): Outreach/3

## Example: Pillars Outreach Strategy of Portugal



## YE policy framework in the EU (6): Activation/1

- 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

## YE policy framework in the EU (7): LM integration/1

- **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**

## YE policy framework in the EU (7): LM integration/2

- 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 losing the job or leaving school (revolving door or carousel effect)

# Innovative elements of youth employment policy (1)

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.

## Innovative elements of youth employment policy (2)

- 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

# New ILO tools for youth employment policy (1)

- 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)

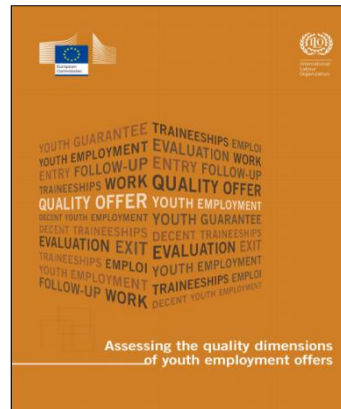
## POLICY BRIEFS AND TECHNICAL PAPERS

### 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](#)

# Questions/comments

