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CROSS BORDER SEMINAR
COUNSELLING METHODS FOR FIGHTING YOUTH UNEMPLOYMENT
Zagreb, 9-10 June 2014

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NATIONAL SURVEY – GUIDELINES

This survey aims at collecting information about the main topics to be discussed at the Cross Border Seminar - *Counselling Methods for Fighting Youth Unemployment*. The survey results will be circulated before the Cross Border Seminar to all participants.

We would be grateful if you could provide us with a 3-5 page long material describing the situation in your country. If you have any questions, please do not hesitate to contact us.

GENERAL QUESTIONS:

1. What is the general situation regarding youth unemployment in your country (including statistical data)?
2. What policy of your country emerged as a response to youth unemployment?
3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?
4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?
5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?
6. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?
7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?



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SPECIFIC QUESTIONS:

1. How is guidance for fighting youth unemployment organised; Who are the main stakeholders? On which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs?)?
2. Which are most frequently used counselling services and tools? What would you consider to be your country's examples of best practice?
3. Which methods exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?
4. Is there structural unemployment?
5. Are there some measures implemented in relation to the specificity of the region?

RESEARCH AND DEVELOPMENT:

1. What are the results of the research in the field of counselling methods for youth (if any)?
2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it?



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1. Austria

Austrian policy on youth unemployment

Claudia Liebeswar, Karin Steiner

Austria pledges itself to fight youth unemployment. Rudolf Hundstorfer, at this time Minister of Labour, Social Affairs and Consumer Protection, repeatedly emphasized the high importance of considerably reducing the unemployment of adolescents on a European level. Austria, he continued, could serve as an example.¹

The focus of the Austrian labour market policy lies on “flexicurity” – the combination of the companies’ flexibility to react to market changes and the employees’ (social) security. Of course, a remarkable amount of financial means is needed especially to ensure the “security” part of the concept, but governing as well as opposition parties are aware of the necessity of respective expenses. Therefore, there are usually hardly any voices against them in the Austrian parliament². Furthermore, the concept of an active labour market policy which is publicly financed and carried out by the Public Employment Service (PES) receives broad support in Austria – in politics as well as in the society. Therefore, the respective PES budget is one of the highest in the European Union and has even been increased in the course of the last years.

Other crucial features of the Austrian labour market policy include the dual system as well as a variety of vocational schools combined with a training guarantee and the inclusion of the social partners in the decision-making process. Altogether, those influence the favorable labour market situation in Austria.

Austria’s current youth unemployment situation

When compared to the European average, Austria features one of the lowest youth unemployment rate among people between 15 and 24 years in the European Union.³ According to Austria’s Federal Statistical Office, the youth unemployment rate was 9.2% - approximately 53,700 unemployed in a total of 532,700 working young people – on average in 2013.⁴

An upward trend of 0.5 percentage points can be noted when compared to 2012 and 1.4 percentage points when compared to 2010. When looking at an even larger time scale, it is obvious that Austria saw an overall increase since 2002. Before, youth unemployment rates never exceeded 6.2% but never dropped under 8% again from 2003 on.⁵

A study⁶ which was issued by the Ministry of Labour, Social Affairs and Consumer Protection showed that the majority of young unemployed (81% of total youth unemployed or, in absolute numbers, 34,516) is between 20 and 24 years old⁷. Long-term unemployment is low in the

¹ See also BMASK, www.bmask.gv.at [15.04.2014]. While the ILO definition of unemployment was applied for this calculation, it should be noted that the unemployment rates stated by the Public Employment (PES) tend to be lower due to a different calculation method.

² See also Kopf, Johannes (2013), www.euractiv.de/europa-2020-und-reformen/artikel/jugendarbeitslosigkeit-wie-machen-die-das-in-gesterreich-008112 [15.04.2014]

³ See also eurostat „Unemployment statistics“, epp.eurostat.ec.europa.eu/statistics_explained/index.php/Unemployment_statistics, [13.04.2014]

⁴ See also Statistik Austria „Unemployed and unemployment rates – ILO Definition – by age and gender“, www.statistik.at/web_de/statistiken/arbeitsmarkt/arbeitslose_arbeitssuchende/arbeitslose_internationale_definition/063260.html [13.04.2014]

⁵ See also “Monthly report of the public employment office“, www.ams.at/docs/001_monatsbericht.pdf, [14.04.2014]

⁶ See also “Project NEET –youth“, www.isw-linz.at/projekt-qneetq-jugendliche, [14.04.2014]

⁷ See also “Youth Guarantee Implementation Plan Austria“, [www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/vgip_austria_\(kopie\).pdf](http://www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/vgip_austria_(kopie).pdf), [14.04.2014]



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respective age group as about 98% stayed unemployed for less than 180 days with an overall average of 69 days. About 10% of the overall young unemployed are graduates who either want to continue education or are waiting for compulsory military/civil service. Furthermore, about 23% are young mothers. These circumstances need to be kept in mind when examining youth unemployment and the effectiveness of countermeasures.

People with a lower level of completed education tend to be at greater risk of getting unemployed which is represented by a much higher unemployment rate when calculated for individual educational levels. In particular, when based on the people with compulsory education only, the employment rate calculates to 20.9%.⁶

While it is very difficult to quantify rates of structural unemployment caused by changes in the structure of economy, it is known that it is of great prevalence in Austria. Also, structural unemployment can be seen as the cause of the East-West divide: While unemployment is rare in the West of Austria, it's more common in the East.

National Goals and Monitoring

In 2011, 12 strategic goals and benchmarks were defined to evaluate Austria's progress on Lifelong Learning⁸. These goals are partially designed to tackle youth unemployment.

The respective goals are:

- Halving the percentage of pupils with severe reading difficulties according to PISA 2009 to 14% by 2020
- Reducing the percentage of early schools leavers according to EU 2020 indicator from 8.7% in 2009 to a maximum of 6% in 2020
- Increase the percentage of apprentices who take and pass the job maturity exam which enables them to attend higher education e.g. university from 2% to 10% by 2020
- Reducing percentage of NEET⁹ people between 15 and 24 to 6.4% in 2020

Evaluation is performed by a wide range of federal institutions. For the mentioned particular set of goals, a taskforce was established with experts of different ministries who continuously evaluate and coordinate taken and planned actions. This taskforce is supposed to compose an annual report. Further evaluation is done by different organizations. The "Youth coaching" for example is being monitored by an inter-ministerial steering group which consists of the Ministry of Labor, Social Affairs and Consumer Protection, the Ministry of Education and Women's Affairs and the Federal Social Office.

Institutions addressing youth unemployment

Since it has soared in recent years, a wide range of institutions has adopted the prevention of youth unemployment into their field of work. At a national¹⁰ level the main organizations are:

- Federal Ministry of Labour, Social Affairs and Consumer Protection (BMAK)
- Federal Ministry of Education and Women's Affairs (BMBWF)
- Federal Ministry of Families and Youth (BMFJ)
- Federal Ministry of Science, Research and Economy (BWFW)
- Public Employment Service (AMS)
- The Federal Social Office (BSO)

⁸ See also "Strategy for lifelong learning in Austria", http://www.esf.at/esf/wp-content/uploads/LLL-Strategiepapier_20111.pdf, [15.04.2014]

⁹ NEET: not in education, employment or training

¹⁰ Due to Austria's federal nature, individual institutions addressing youth unemployment may exist for every federal state individually. Those may develop region specific actions within their authority.



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- The social partners

Of great importance and nearly unique in Europe are the social partners, including the Federal Economic Chamber, the Federal Chamber of Labour, the Federation of Trade Unions and the Federal Chamber of Agriculture. The social partners represent the interests of different stakeholders, namely employees on the one hand and employers on the other hand, within the public dialogue. It seems unnecessary to note that sometimes the interests and needs of those stakeholders apparently are contrary to each other as employers sometimes profit from high unemployment rates and, therefore, low expectations from the job searchers' side. Nevertheless, employers as well are in need of high-qualified employees. Therefore, measures that aim at guaranteeing vocational training and basic education are reasonable for all different groups of stakeholders.¹¹

Keystones in the policy to reduce youth unemployment

Efforts to support unemployed people are traditionally well developed in Austria although improvements and adjustments need to be made regularly.¹² Most regularly, unemployed are assisted by the Public Employment Service (PES) by presenting job offers to their clients and by issuing training whenever necessary or advantageous. The PES also offers a wide range of information material on work education which is not only aimed at unemployed people.

The deployed methods to reduce youth unemployment range across a variety of facilities, including school itself. It is required by law that pupils in their 8th and 9th school years spend a certain amount of time in career orientation classes. This has become part of the schools' teaching curriculum. They have the right to either have a distinctive class subjected to the orientation or incorporate the subject into different already existing courses. Since this form of counselling exists at every school, it is certainly the most widespread form of career counselling in Austria.

The apprenticeship training has already been mentioned before as an Austrian distinctiveness influencing the employment situation positively. Adolescents at the age of 15 who have finished their mandatory educational period may choose from two main paths. They may either continue to attend higher general or vocational education or apply for an apprenticeship training position at a regular private company. These companies provide the apprentices with training and working experience whereas mandatory professional schools educate them on job related topic as well as common knowledge.¹³

In order to tackle youth unemployment, Austria has developed its course of action honoring the youth guarantee in 2013 and has begun to implement measures since then. Some respective nation-wide programmes which are supported by federal agencies are:

Mandatory education until the age of 18

Education is an important factor in unemployment and this fact was recently acknowledged by Austrian politicians. Michael Landertshammer, educational expert of the Federal Chamber of Economics, stated that early school drop-outs who have poor education are prone to be tomorrow's welfare cases.¹⁴ The therefore enacted law enforces adolescents who intend to quit school at the end of their mandatory school period to either pick up an apprenticeship training position, accept education in a governmental organized training facility or continue attending

¹¹ See also Kopf, Johannes (2013), www.euractiv.de/europa-2020-und-reformen/artikel/jugendarbeitslosigkeit-wie-machen-die-das-in-oesterreich-008112 [15.04.2014]

¹² The supporting measures cover the most basic needs, e.g. financial support to sustain a reasonable level of quality of life, as well as more sophisticated methods like therapy for unemployed with health related issues.

¹³ see also "Apprenticeship and Apprenticeship working positions", <https://www.help.gv.at/Portal.Node/hlpd/public/content/24/Seite.240100.html> , [14.04.2014]

¹⁴ See also „Government enacts mandatory education“, oe1.orf.at/artikel/363602 , [14.04.2014]



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higher education until they are 18 years old. If they refuse to choose any of those options they would be penalized by withdrawing family allowance and/or fines. These measures are not completely worked out yet and are subjected to change until the law comes into effect in 2016. Further actions to support this obligation, e.g. providing more training facilities or creating incentives for companies to hire adolescents, are still being developed as of yet.¹³

Training Guarantee

If early school drop-outs decide to pick up an apprenticeship training position, they may find themselves unable to find a vacant position in private companies which suits their desires. To compensate this, adolescents may sign a training agreement which entitles them to attend training in certain governmental organized training facilities and financial aid. They usually are assisted in taking different shorter internships in private companies to gain insights into different work fields as well as potentially switching to the respective company altogether. If they stay in training long enough, they may take a final apprenticeship exam which is of equal value as if they had acquired it in a regular private company. During this time, they count as a trainee which grants them similar benefits as regular adolescent trainees would enjoy. This guarantee also provides mentally or physically challenged adolescents with appropriate training possibilities. The Public Employment Service provided 11,700 training positions in the 2011/2012 term for this purpose.¹⁵

Youth Coaching¹⁶

Despite of quite low educational dropout rates in Austria, there is still an effort made to prevent such dropouts. Of great importance in that area is the Youth Coaching which provides counselling and support with educational decisions for students from the ninth school year on or else for people under 19 who are outside the formal school system. It can be utilized free of charge.

The coaching consists of three phases with each consecutive phase being more intense than the previous. Phase three is similar to a complete case management including skill evaluation tests and action plans. The duration of this phase is limited to a maximum of three years, however. Every participant is entitled to have a reexamination of his/her efforts after some time. This process is coordinated by the "Neba-Network" (Network for career assistance).¹⁷

A special variant of this coaching which is called "apprenticeship coaching" aims at adolescents who are in apprenticeship training positions and find themselves having issues with completing the apprenticeship. They are assisted with training programs to improve their skills or even mediation by qualified coaches. Furthermore, subsidies for preparatory courses and training are provided as well. The overall goal is to reduce apprenticeship dropout rates.¹⁸

Examples of best practice

In Austria, there is a variety of measures to reduce youth unemployment and improve counseling methods provided by a range of agents and stakeholders from NGOs to public institutions.

Very up to date and of high quality is the project "Stop Dropout" (www.stop-dropout.eu). The aim of the project, which was carried out within the scope of the Leonardo da Vinci programme, was to reduce school dropout rates. Teachers and caretakers should be taught how to spot risk factors early enough, how to prevent the respective dropout and how to improve the efficiency of the educational system. Existing and approved methods from Norway and Iceland were transferred to

¹⁵ See also "National Reformplan Austria 2013 – Federal Chancellery of Austria" <http://www.bka.gv.at/DocView.axd?CobId=51122>, [15.04.2014]

¹⁶ See also Eglseer, Thomas (2013), www.forschungsnetzwerk.at/downloadpub/Bildungsberatung-im-Fokus-02_2013.pdf [15.04.2014]

¹⁷ See also „Network for career assistance“, <http://www.neba.at/jugendcoaching>, [14.04.2014]

¹⁸ See also "Youth Guarantee Implementation Plan Austria", [http://www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/ygip_austria_\(kopie\).pdf](http://www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/ygip_austria_(kopie).pdf), [14.04.2014]



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the partner countries. The methods included a risk detection method as well as comprehensive counselling services for people who are in the act of leaving school or already have dropped out. It was sought to approach the issue in a holistic way.

In the context of an increasing youth un- and misemployment, S2CPT (www.s2cpt.eu), funded by the Leonardo da Vinci programme, intended to improve the vocational guidance and counselling measures for secondary and upper schools students as well. The use of the formerly developed tool CPT (Career Path Test) was enabled by providing counsellors and teachers the capability for career guiding the young.

Also, projects such as “Quinora” (www.quinora.com), “Guide Me!” (www.guideme.at), “Naviguide” (www.naviguide.net), “Mevoc” and “ECGC” (www.ecgc.at), although not directly aimed at young people, provided new insights into the criteria of a high-quality counselling.

Also, measures that are targeted at socially disadvantaged groups of people are of great relevance. Noteworthy is, for example, “Step In”¹⁹, a project funded by the ESF and carried out, among other countries, in Austria. It was aimed at improving the support and counselling services for people who dropped out the education system or are at risk of doing so. Especially, the target group included young people with migratory background or social disadvantages. In the course of the project, workshops as well as individual coaching sessions were held to help clients defining their purposes, identifying their strengths and weaknesses and train communication skills, social skills and competencies necessary for handing in applications and holding presentations. Different institutional players, such as schools, youth centers, parents and associations/clubs, took part in the process of implementing those services.

Counselling methods

As counselling is crucial to fight youth unemployment, research is done to assess respective quality criteria.

For example, it is of great importance that young people get a better understanding of their weaknesses and, even more importantly, strengths in the course of the counselling process. Young people with no educational achievements other than compulsory education often have unexpected creative potential and strengths neither the adolescents nor their parents are often aware of. Nevertheless, comprehensive support and counselling is essential to unlock their potential. It proved important to inform adolescents and their family about career choices and possibilities on the labour market.²⁰

Not surprisingly, many research projects found that parents play a key role in the process of their educational and vocational decision making. Therefore, counsellors and trainers have to make an effort winning them as partners in the respective process. They must be taught how to work with parents in a productive way and how to deal with their different social backgrounds. This goes especially for parents unaware of possibilities to get job-related information and of ways to support their children. Manifold group and individual activities such as company visits for parents could be supplied.²¹

Especially socially disadvantaged young people as well as those with migratory backgrounds are still facing a notable risk of dropout and unemployment. In addition, counselling in schools is limited due to the voluntary character of the measures and, combined with that, due to the students’

¹⁹ See also “Step In”, www.pakte.at/attach/OOE_STEPIN.pdf [15.04.2014]

²⁰ See also Dornmayr, Helmut; Henkel, Susanna-Maria; Schlögl, Peter; Schneeberger, Arthur & Wieser, Regine (2006), www.forschungsnetzwerk.at/downloadpub/Benachteiligte_Jugendliche.pdf [15.04.14]

²¹ See also Steiner, Karin; Kerler, Monira & Schneeweiß, Sandra (2012), www.forschungsnetzwerk.at/downloadpub/AMS_report_88.pdf [15.04.14]



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individual preconditions e.g. regarding their differing motivation to participate in them. Expert interviews show that young people with migratory background benefit less from measures.²²

Therefore, it is of great importance to intensify and further institutionalize the counselling for those at risk even if respective measures are quite developed in Austria. In doing so, a great focus should lay on disabled children and adolescents who can be supported in specific ways such as professional assistants and/or making use of the method “Clearing” which is based on the cooperation of different (institutional) players even before the end of compulsory education.²³

Potential for improvement

As the training courses, which are organized by the Public Employment Service, are attended by thousands of people every year – 63,800 people only in July 2013 – critique has been raised about these training courses. Attendees sometimes report that they were sent to inappropriate courses which did not help them to develop their skills. This is especially problematic among already high skilled unemployed people.²⁴ Therefore, a more appropriate selection of training courses would definitely be worth improving.

Since the Austrian model of apprenticeships has at least a mitigating effect on youth unemployment rates, more efforts need to be undertaken to increase the value and the perception of the existing apprenticeships. Currently, those positions suffer from a bad image, with certain jobs, such as barbers, having worse images than others.

Another important topic is the West-East divide which is existent to some degree in Austria. Since unemployment rates can be broken down by region, it is possible to design very specific actions which suit the preexisting circumstances. In particular, it would be beneficial if vulnerable groups would be identified by certain regions and assisted accordingly.

Unemployment in Austria is usually very low and those who are without a job are likely to be part of the structural unemployment stock. Measures against structural unemployment need to be more developed in the future. These actions may include an increase of traveling and moving cost subsidies, subsidies which encourage reentering employment or more advanced and effective training courses as well as placement support.

²² See also Wieser, Regine; Dornmayr, Helmut; Neubauer, Barbara & Rothmüller, Barbara (2008), www.forschungsnetzwerk.at/downloadpub/Berufsberatung_Jugendliche_Migrationshintergrund_Endbericht.pdf [15.04.14]

²³ See also Lassnigg, Lorenz (2006), www.equi.at/pdf/jugend-beitrag-retzhof-fin.pdf [15.04.2014]

²⁴ See also „Being at the Public employment office’s training again and again”, <http://kurier.at/wirtschaft/wirtschaftspolitik/zum-x-ten-mal-im-bewerbungskurs-kritik-am-ams-schulungsangebot/21.254.310>, [15.04.2014]



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2. Croatia

Croatian Employment Service

GENERAL PART

In Croatia there are 794,901 young people aged 15-29 years, of which there are 505,835 in the age group 15-24 and 289,066 in the age group 25-29 (according to the Census from 2011). The youth appears to be significant potential and it is necessary to ensure for them the productive work and integration into society.

In recent years young people are facing problem of integration into society, as a result of the economic crisis, lack of jobs, total employment reduction, uncertainty in employment, which results in a high rate of youth unemployment (unemployment rate of young people 15-24 in 2012 was 43%).

The proportion of young people in total unemployment has been growing steadily over the past five years, as a result of faster growth in youth unemployment to total unemployment. The share of young people 15-24 increased from an average of 16.8% in the 2008 year to 19.1% in 2012. Although lower, the proportion of people in the 25-29 age groups has been growing steadily in recent years, moving upwards from the lowest of 11.9% (2008.) to the highest 14.0% (2012).

Young people who are looking for job are characterized by lack of experience, which make them particularly vulnerable in the labor market. For young people who are looking for employment CES has implemented activities that will strengthen competitiveness and support for active job search. These activities include: individual services (individual counseling, counseling for self-employment, individual action plan, employment mediation); Group work activities (workshops for active job search, workshops for developing career management skills, job clubs for employment, group activities in Lifelong Career Guidance Centres (CISOKs), topical lectures, roundtable, panels); Community activities (job fairs, career days etc.) and ALMP measures (active employment policy).

As a response to youth unemployment a National Youth Program runs since 2003. Its third period that runs from 2014 till 2017 has begun in 2014. The objective of the National Youth Program is to improve the activities of government bodies and public institutions that use their mandates and responsibilities in order to contribute to meeting the needs of young people and improving the quality of their lives with the purpose of their optimal social integration. National Youth Program contains 41 measures and 129 tasks the implementation of which is tasked by 13 government bodies which will be implemented within seven priority areas namely:

- Education, vocational training and training in the context of lifelong learning
- Employment and Entrepreneurship
- Health and Health Care
- Social protection and inclusion
- Volunteer activities
- Active participation of youth in society and political participation
- Youth in the European and global environment
- Youth and Culture.

Ministry of Labor and Pension System is a coordinating body for the Youth Guarantee in the Republic of Croatia. It is supported by 17 partners (of which six ministries, one Government Office,



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1 public institution, four trade union representatives, two chamber organizations, two associations - the organization of youth and associations for the promotion of women's rights). They are all included in the Youth Guarantee Implementation Plan Counsel. It is important to emphasize that the Counsel is chaired by the Croatian Youth Network. Croatian Employment Service is one of 17 partners involved in creation of national Youth Guarantee Implementation Plan and is an active member of the Counsel for Youth Guarantee Implementation Plan. CES has suggested 19 reforms/initiatives which have been included into Youth Guarantee Implementation Plan and w is responsible for implementation of the proposed reforms/initiatives which we have proposed.

As a part of Youth Guarantee pre - preparation Croatia started implementing the measures on July 1st 2013. For that purpose we have created 11 additional measures targeted at youth, named „Young and Creative“. At the moment, there are 23 measures directed towards young people under the age of 30 for which they provide employment and self-employment subsidies, training and specialization subsidies, occupational training, public works with emphases on added value (new social services in community, support to CSOs, green jobs, EU projects support, etc.). Measures are aimed at boosting the competences and preparation of young people for inclusion in the labour market and entrepreneurship as well as to the development of the civil society. Measures were very well accepted and will be evaluated during 2014.

YG has been integrated in the way that some of the regular activities have been modified to target young people. This refers primarily to communication with young people and to the ability to provide service channels that young people are much more familiar with – e- counseling, e-mail communication, referral to jobs via SMS, email, and individual consultations with IT technology (Skype, etc.). In that respect we are making changes in communication channels which will provide more assessable services to young people. Some of the channels, such as e-mail communication, text messages system and online services have already been integrated.

During the last year, beside the ALMP measures for youth, CES had established services for Youth Centres and CISOK (Lifelong Career Guidance Centres).The goal of Youth Centre is to help young people in their preparation for employment and career planning, cooperation with employers and other stakeholders at the local level; the aim is to define and implement ALMP for youth, encourage young people for self-employment, volunteering etc. The plan is to have Youth Centres in every regional office until the end of 2014. Eight Lifelong Career Guidance Centres (CISOKs) were established in 2013. They deliver career guidance services to the wider community and to a larger number of users, including young people. It will help those searching jobs and collecting information on educational and employment opportunities locally, regionally, nationally and internationally. CISOKs offer information and advice on the requirements for different occupations, scholarship requirements and student accommodation, as well as many other topics related to youth education and employment. In collaboration with partners and other stakeholders, CISOK's counsellors provide support through varied thematic workshops, lectures, presentations, seminars, conferences and round tables.

Forum for lifelong career guidance is currently in the process of setting up, as an independent advisory body composed of representatives of relevant institutions and organizations aimed at promoting and improving lifelong guidance. Further development of the above mentioned services is integrated into YGIP as well as the development and creation of new services in collaboration with other partners participating in YG.



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Example of good practice

A strong emphasis has been put on youth starting with 2012 and the adoption of Employment Promotion Act, which for the first time allowed employers in the private sector to take on youth in a form of traineeship called “Occupational training without commencing employment”. Employment Promotion Act now states that every person, with no regard to their age and with less than 12 months of experience in their respective occupation can take part under this scheme, but using ALM measures. In this way, an employer, who can also be from private sector, is reimbursed costs for obligatory contributions (pension and health insurance and safety at work for those with previous work experience). A young person is compensated in the amount of non-taxable scholarship and transportation costs to promote inter-city mobility. This kind of internship scheme can last as long as it is required by rules of a respective profession – usually for 12 month, but not more than 36 months (which is only possible for specific crafts to gain access to master’s exam, after which a young person is highly employable), but it can now be done for a 12 month period just for the sake of gaining first work experience. Employers in private sector must insure hiring of at least 50% of youth they trained, and if they don’t oblige by that rule, they can’t take on another trainee under this scheme for the following year.

Accompanying measure (Work after occupational training) was developed for all employers who are willing to hire a person aged 15 up to 30 trained under this scheme (work contract) to level out the odds for those young people trained in public and government sector where there is no obligation to resume contract. This traineeship was frowned upon at first, but the results of this past 3 years (2011 - when it was under Labour Law, 2012 and 2013) show promising results, as over 50% of those covered by this scheme found employment within a year of their training. Trend in 2013 occurred, that employers have started creating jobs for youth that they found very motivated and good workers.

SPECIFIC PART

Career guidance, as defined in Croatian Act on Employment and Rights during Unemployment, refers to different procedures and activities with the aim to identify possible interests and competencies of the clients in order to make decisions on further education and employment possibilities and to manage their own career development. According to the same Act, career guidance activities include informing, counseling and follow up support activities on career development.

Croatia has been included in the European Lifelong Guidance Policy Network – ELGPN, established in 2007 upon the initiative of the European Commission, with the aim of equalizing the lifelong career guidance policies in the field of employment and education in the EU member countries and the candidate countries.

The main lifelong career guidance stakeholders in educational sector are the Ministry of Science, Education and Sport, Agency for Vocational and Adult Education, Agency for Science and Higher Education, Education and Teacher Training Agency, Chamber of Commerce, Chamber of Crafts, schools, other educational institutions, companies and non-governmental organizations.

The National Curriculum Framework for preschool education and general education (NCF) includes career guidance activities and developing career management skills, which is supported by vocational guidance services, operational programs and within the contents of additional and supplementary courses and extra-curricular activities through different methods: informing, self-



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informing, group counseling, brochures, websites, occasionally individual counseling, etc. At “Career Guidance Days” and other events for pupils/students (e.g. Schools’ Open Days, University Reviews, etc.) one can get information on educational offer, grants, labor market needs and career guidance services. Different workshops, Round tables and panel discussions are organized, too.

In the field of higher and adult education Student counseling centers at some of the universities have been set up. The University of Zagreb has set up counseling center delivering services especially to students with disabilities. Through career guidance methods individuals have opportunity to assess and analyze their competencies needed for career development and choose educational programs and occupations that will optimize utilization of their own potentials, taking into account labor market needs. The services are aimed at harmonization of labor market needs and educational opportunities and supply. The awareness of partnership based models of cooperation in life-long learning and life-long career guidance as an instrument for employment and social inclusion is arising.

Croatian Employment Service has been identified as one of the main stakeholder of systematically organized activities of information, guidance and counseling aimed at different users – from pupils and students in their finishing years of basic and secondary school to different groups of adults, the unemployed persons and job seekers, as well as the employers.

Career guidance services in CES are provided using the so-called “tiered services”, starting from the fact that the largest number of persons need to be informed about their future possibilities in order to make decision; some of them need additional counseling and are included in group counseling sessions and the smallest number(up to 10- 15%) is offered the most intense and complex services which could include psychological-medical assessment and support (for pupils/students with risk of being early – school leavers - having learning difficulties, behavioral disorders, health and social problems, disabled and other vulnerable groups). A key feature of the Croatian model is client-oriented, partnership based approach aiming at providing tailor-made services for target groups.

“Early intervention” activities with pupils CES has included in career guidance services as an integrated part of its responsibilities to prevent early – school leaving and to play a preventive role as support in making proper decisions on the choice of education programs and employment. This approach has proven to be successful since Croatia has a very low rate of early school leavers (3.7% in 2013) in comparison to the European countries (where the average rate is close to 15%). This approach has been developed on partnership bases between CES, schools, employers, health and social welfare organizations.

Informing on topics relevant for decision-making on further education, training and/or employment possibilities are provided by employment/educational institutions. Depending on the users' needs, different leaflets and brochures on career guidance are being published each year. *Moj izbor* (My Choice) is computer software for lifelong career guidance, used in the Croatian Employment Service, schools and other private and civil organizations. The software offers three basic functions: searching through the information on jobs, information on education opportunities in the Republic of Croatia, and taking a test through the interactive questionnaire for self-assessment of interests and skills.

Group counselling for the unemployed/job seekers and others is performed for improving the skills of active job seeking. Depending on the needs of regional labour markets, CES also offers workshops for different target groups –long-term unemployed, youth, persons with disabilities and other vulnerable groups. It is based on interactive approach and includes group discussions, role



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plays and presentations of good practice. Individual career counselling includes assessment of working and personal abilities (educational, psychological, medical and social aspects) for target groups which are most in need of comprehensive vocational and career guidance services.

In order to improve the access and availability of career guidance services to public and to ensure better availability of information and counseling services for youth, Lifelong Career Guidance Centers were set up outside the premises of the CES on local-partnership basis. They offer a new type of service which includes a more comprehensive approach to LCCG, bringing services closer to the needs of potential (e.g. NEETs) and actual beneficiaries. In CISOK centers people are given opportunity to search for vacancies and collect information on educational and employment opportunities in the county and abroad. CISOK also offers information and advice on the requirements for different occupations, scholarship requirements and student accommodation, as well as many other topics related to education and employment.

The importance of private and civil sector in career management skills development is growing - independently or in cooperation with public sector. Apart from workshops for active job seeking skills in CES, civil sector and private organizations offer workshops for different target groups as well – the long term unemployed, youth, persons with disabilities and other vulnerable groups. The awareness of partnership based models of cooperation in LCCG starts to take place on national, regional and local levels.

Depending on specific needs in certain regions, educational workshops for specific target groups are offered by different partners in public and civil sector (for Roma, ex-drug addicts, disabled persons, victims of family abuse etc.). The training programs for unemployed are focused on increasing the competitiveness on the labor market; increasing their career management skills, life-long learning skills and their mobility in education and labor market.

Individual holistic approach is encouraged for the target groups at risk of social exclusion and/or disadvantage groups. Stronger cooperation among relevant partners in career guidance is being developed.



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3. Czech Republic

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

In 2012, there was an unemployment rate about 7 % in the Czech Republic. However, the unemployment rate of youth (under 25 years) oscillated between 19.2 to 19.5 %.

The highest rate of unemployment is among people with primary education. The unemployment rate of youth with the secondary education is two times higher than in general population; and more than four times higher among the tertiary educated youth than in the general population.

In general, people with higher level of education have more opportunities at the labour market. However, except of (youth) unemployment, we are also facing (youth) underemployment; youth underemployment rate was 1.5 % at the end of 2013.

2. What policy of your country emerged as a response to youth unemployment?

Youth unemployment has been an important issue for policy makers at national level since the transition to the market economy. This subject is also included in the National Reform Programme of the Czech Republic.

Moreover, the national Youth Guarantee Strategy was prepared at the end of 2013; the Czech Republic guarantee that all young people under 25 get a good-quality, concrete offer within 4 months of them leaving formal education or becoming unemployed. The good-quality offer should be for a job, apprenticeship, traineeship, or continued education and be adapted to each individual need and situation.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

These policies are focused on topics such as encouraging cooperation between the worlds of education, training and work (especially transition from education and training to the world of work and increasing attractiveness of VET) and promoting the acquisition of key competences throughout the education system (both formal and informal). To fulfil these goals, wide range of national and regional projects as well as NGOs' activities is realized. These projects are mostly aimed at the development of key competences and gaining work experiences among youth.

Under the Lifelong Learning programme and Youth in Action Programme (Erasmus+ since 2014), there were realised programmes focused on above mentioned issues, as well as on the European cooperation and knowledge sharing practices (study visits of pupils, teachers and policy and decision makers).



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4. What types of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

There are two main stakeholders involved in the youth unemployment issue: *Ministry of Education, Youth, and Sports in the Czech Republic together with the National Institute of Education*, and *Ministry of Labour and Social Affairs in the Czech Republic*, together with its two semi-budgetary organisations: *Labour Office of the Czech Republic* and the *Fund of Further Education*.

In the area of education, the *regional offices* and *schools* themselves are relevant actors to cope youth unemployment. There are also some private personal companies involved in the implementation of Youth Guarantee.

Moreover, the following institutions are involved: *The Council of Economic and Social Agreement*, *the Czech Council of Children and Youth*, *the Czech Chamber of Commerce*, *the Association of Adult Education Institutions in the Czech Republic* etc.

5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

Czech Euroguidance centre is collecting examples of good practice in guidance and counselling through organizing National Career Counselling Award since 2009. During 5 years of the contest, we have collected many examples of best practice – also in the field of guidance for youth. There are several examples supporting school to work transitions.

- Counselling services provided at *Jan Palach grammar school*, are helping students to be aware of their abilities and strengths as well as of their values and life vision. Emphasis is also put on the cooperation with the other teachers, parents and graduates.
- There are also private companies developing competencies of children and youth, e.g. *Škola manažerského rozvoje* provides career coaching at schools, *Institute Euroscola* supports entrepreneurship among students.
- Counselling centres at universities offer career counselling services as one of their duties, e.g. *Career Centre at the Masaryk University* organizes conferences and fairs in order to enable contact of students and future employers and develop skills needed at the labour market.
- Many of services is provided for disadvantage groups by NGOs, e. g. *DROM*, *Roma Centre*, *IQ Roma Servis*, *Společnost tady a teď*, *APPN*, etc.
- Transition programmes are also run by companies, e.g. “Graduate programme” of the *Tesco Stores CZ*.
- National projects *Keys for Life* and *Quality and Competitiveness in Non-Formal Education* support recognition of recognition and validation of non-formal education.



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6. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?

We will continue to support guidance counsellors in the Czech Republic by providing information, collecting examples of good practice, and enable sharing of experience and networking. Moreover, we will disseminate information about the Career Management Skills, current changes and trends at the labour market and other relevant information to support employability and entrepreneurship.

7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

The further development of lifelong guidance in the Czech Republic is needed to tackle youth unemployment as well as other problematic issues at the labour market (e.g. discrimination of older workers, long-term unemployment, underemployment, etc.).

There are several key challenges addressed by lifelong guidance in the Czech context:

- Recognition of importance of lifelong guidance as a tool for decreasing unemployment rate and supporting social justice.
- To support knowledge about the benefits of guidance and counselling among the possible target group.
- Setting up conditions for a functional cooperation between main public bodies dealing with counselling and other relevant associations, institutions, and organisations as well as with other guidance subjects. Tighter connections of counselling services leading to easier orientation for clients.
- To provide access to the guidance services for all citizens during their life path; the access is related with better promotion of guidance services for particular target groups as well as with their accessibility (local, financial, etc.).
- Better implementation of projects' results realized in the field of guidance and counselling.
- Setting up quality education and further training for counsellors. Moreover, (future) teachers need to be educated in the field of career development.
- To ensure the quality of providing services.
- To ensure effectivity and effectiveness of the guidance provision.
- Career education and career guidance need to focus on the Career Management Skills development.

According to the recommendation of OECD (2010) the Czech Republic should improve the career counselling services provided at schools, mainly:

- Splitting school counselling from career guidance, which would become the responsibility of a career advisor.
- Introducing a focus on career guidance and more flexibility in the initial training of career advisors alongside better access to good quality in-service training for existing staff.
- Diversifying forms of career guidance provision.

Besides the further development of guidance services, there are several steps to be taken towards the lower youth unemployment; more permeable educational system (possibilities for further education, re-enter education, etc.) as well as closer cooperation education and the labour market (and society in general).



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SPECIFIC QUESTIONS

1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs? ...)?

In the Czech Republic, guidance for children and youth is available at schools as well as at other guidance centres (pedagogical and psychological counselling centre and special education centre). However, all of these facilities are having the vocational guidance only as one part of their duties and provided services are often fragmented.

Guidance at schools is provided by educational adviser, school prevention specialist, possibly school psychologist or special education teacher. School advisers are responsible for prevention of school failure, primary prevention of socio-pathological phenomena, career guidance and counselling, support in the education of pupils with special educational needs, methodical support for teachers, etc. The Association of School Advisers in the Czech Republic (<http://www.asociacevp.cz/>) has been working since the 2006.

The empowerment of Career Management Skills (CMS) within the primary school curricula is realized through following education areas: *Man and his/her world*, *Man and society*, and *Man and the world of work*. Similarly, CMS are developed at the secondary level of education. However, there are big differences between schools in the realisation of the CMS development.

Czech universities has an obligation to provide a guidance and counselling services to the applicants, students and other interested parties. In 2011, there were 21 counselling centres at Czech universities providing psychological, career and study counselling, counselling for students with special needs, spiritual and multicultural counselling. The Association of University Guidance Counsellors (<http://www.asociacevsp.cz/english>) has been established in 2008.

Except of school and university counsellors, youth are also supported by the counsellors working within the Labour Office of the Czech Republic. The Labour Office is an administrative body with nationwide authority and organizational point of view is divided into headquarter and 14 regional offices. Labour Offices are running a Job Clubs „Start“ for youth entering the labour market.

Disadvantaged youth are often supported by many NGOs working in different fields.

2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

There is a well-developed internet portal for students, parents, teachers and guidance practitioners – InfoAbsolvent (www.infoabsolvent.cz); the portal is providing information about learning opportunities and different occupations, statistical information about the labour market, skills required by employees and graduates' expectations as well as advices and relevant information for youth, adults and counsellors.



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3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

Vulnerable groups are supported by guidance services realized by schools, NGOs, labour offices or private companies. Youth are often encouraged by educational and counselling services as well as low-threshold activities (such as clubs, parks, and playgrounds); games, themed events, fairs and excursions are realized; peer activities, mentoring programmes, and internships are also available. There are some grant schemes for the education of youth from disadvantaged environment.

4. Is there structural unemployment?

Within the graduates of VET, there are several areas with relatively lower level of unemployment, e.g. medical fields, electrical and engineering fields. On the other side of scale, there are several areas with higher unemployment, e.g. construction, agriculture, gastronomy, textile production, etc. Compared to previous years, as a result of great interest about the economical field of study, even the graduates with the economical education are jeopardized by the unemployment.

5. Are there some measures implemented in relation to the specificity of the region?

There are important regional differences in graduates' unemployment rate within different regions; it is connected with difference in unemployment rate in general. Regional differences are considered by local projects and NGOs.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

The *National Institute for Education* is a key player in the research related to the youth. They are providing information regarding to the youth unemployment. General information about the labour market are provided by the *Research Institute for Labour and Social Affairs*.

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?

Evaluation of provided services, such as collecting users' feedback or external evaluation, is usually an integral part of career counselling during the counselling process. There are different forms of the evaluation used by the Czech practitioners and service providers; interview, questionnaire, written report, personal folder of the client, diary of the counsellor, etc.

Current trends and needs are also monitored by stakeholders when creating strategies and innovating policies. Regularly, the Office of the government of the Czech Republic is preparing the National Reform Programme. Recently, the Strategy of Education 2020 has been adopted; it was preceded by the widespread discussion about the future of the education in the Czech Republic led by the Ministry of Education, Youth and Sports. Moreover, the campaign "*Czechs talks about the Education*" to support civic participation at the educational issues in the Czech Republic was run by the NGO, EduIn, o. p. s.

Generally, there is growing interest about the guidance as a tool for tackling youth unemployment.



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RESOURCES

www.infoabsolvent.cz

http://portal.mpsv.cz/sz/politikazamest/zarpromla/zarpromla_realizacni_plan.pdf

<http://ec.europa.eu/social/main.jsp?catId=1079>

http://ycharts.com/indicators/czech_republic_youth_underemployment_rate

http://ec.europa.eu/europe2020/pdf/nd/nrp2013_czech_en.pdf

http://eacea.ec.europa.eu/education/eurydice/euryperia_en.php

Malgorata Kuczera: *Učení pro praxi: Přezkumy odborného vzdělávání a přípravy prováděné OECD*.
OECD, 2010.



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4. Germany

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

Youth unemployment dropped significantly in Germany - mainly for demographic reasons

Youth unemployment in Germany has fallen to its lowest level since reunification says the German Institute for Economic Research (DIW Berlin). Between 2005 and 2012, the number of unemployed has more than halved in the group of 15-24 years in the country in. While youth unemployment in other European countries such as Spain and Greece rose to a record level of over 50 percent, it fell in Germany to eight per cent - the lowest level in Europe. But this was not a reason for jubilation. DIW labor market expert Karl Brenke warns: "Unemployment is down mainly for demographic reasons and not because more work or training places were filled with young people." In many regions the situation on the labor market for young people is still very difficult: While there are areas with only two per cent youth unemployment in Southern Germany, the youth unemployment rate is in some old industrial regions in western Germany and in parts of eastern Germany at 12 to 15 percent. For politicians, the fall in youth unemployment is no reason to rest, judges Brenke: "Youth unemployment in Germany is still primarily a problem of qualification, more than half of all unemployed young people in 2010 did not have a professional degree. Because there are fewer and fewer young people in Germany, the company is even stronger than previously instructed that the youngest generation is as well trained and will access to the labor market."

For young people job opportunities are increasingly dependent on their place of residence. "While the situation as a whole , the regional differences strengthen ," labor expert Brenke explains his research results. The lowest unemployment there is in the states of Baden -Württemberg, Bavaria and Rhineland- Palatinate, where the rate is below five percent. In Saxony -Anhalt , Mecklenburg - Western Pomerania and Berlin , however, it is sometimes well above ten percent. "There is obviously a very low mobility among young people , although a surplus exists in particular in many southern regions of apprenticeships and the situation in many old industrial regions in western Germany and East Germany , however, is very bleak. "

Particularly negative stands out Berlin: The city is on the highest youth unemployment rate and the lowest education rate among the German states, and there is a significant shortage of apprenticeships. At the same time there is a high rate in the training crashes and a relatively large proportion of young people who leave school without. "Is unemployment widespread in a region habituation effects can arise because it is often found in family, friends and acquaintances ," says Brenke . The social structure plays a role. It creates a vicious cycle: A tense situation on the labor market and apprenticeship leads to a behavior of some young people, the more difficult the qualification and occupation of jobs with professionals - and thus slows down the economic development opportunities of a region.

Given the fact that the renewable age cohorts are smaller, it can Germany do not allow that young people remain without professional training. "For a long time there was throughout the country is a serious lack of industrial training places. For companies, there was no need for increased training,



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they were able to draw from a sufficient potential for labor, "says Brenke. Because of the low demand due to demographic change has become the apprenticeships was indeed now almost sufficient, a still significant proportion of young people is but in the transition area between the school and vocational training. "Even with the apprenticeship applicants in the training companies could be picky, so that in filling training places often a college degree or high school diploma was required." In the future, however, such young people should be given a chance propagated that hold a secondary school or a secondary school. "Especially in regions with low unemployment are likely to businesses increased by the training applicants compete," predict the labor market researchers. It would therefore be helpful to lure young people from areas of high unemployment and still insufficient apprenticeships.

http://www.diw.de/de/diw_01.c.420953.de/themen_nachrichten/jugendarbeitslosigkeit_in_deutschland_deutlich_gesunken_vor_allem_aus_demografischen_gruenden.html

Statistics ion Germany on Youth unemployment:

<http://de.statista.com/statistik/daten/studie/189105/umfrage/jugendarbeitslosenquote-nach-bundeslaendern/>

2. What policy of your country emerged as a response to youth unemployment?

While in this country at least 28 percent of 25 - to 34-year-olds have with a university or college degree, there are 39 percent of the OECD average. This discrepancy, however, is due in large part to different education systems.

In this country there are more apprenticeships - for example, the Event Manager. While this profession can be reached in Germany, by a classical training as an event manager, leads in countries like the UK to study for vocational qualifications. (In Germany there are now comparable courses offered by private providers.)

OECD education expert Andreas Schleicher evaluated the particular importance of professional qualifications as a "great location advantage" for Germany. This is also been an advantage in the financial crisis of recent years.

National Pact for Training and Skills fuse with new main focus to achieve a turnaround in the training market, joined the federal government and central associations of German business on 16 June 2004 the "**National Pact for Training and Young Skilled Workers in Germany**" - for an initial period of three years. Because he is established, the training agreement has already been extended twice, most recently on October 26, 2010.

In addition to the existing partners - business associations and the federal government - have also the Standing Conference (Governmental body of the education Ministry) and the Integration Commissioner of the Federal Government signed the pact in the recent extension until 2014. This is an important signal, because given the demographic trend not apprenticeships, but applicants are scarce future.

Readiness for training and career guidance now form the central pillars of the training pact. In future, it is important to utilize the full potential: the power of the weak, previous applicants and young people with a migration background as well as for high achieving that need to be strengthened won for dual training.



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Also in the new run-time, unions are not present in the Covenant. Despite efforts from all sides, it was not ultimately able to find a common position with the DGB

<http://www.dihk.de/themenfelder/aus-und-weiterbildung/ausbildung/ausbildungspakt/nationaler-pakt-fuer-ausbildung-und-fachkraeftesicherung>

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

The continuation of the previous obligation to raise 60,000 new training places and 30,000 new training companies each year, will provide the companies with great challenges and is therefore expressly under a demographic reserved.

<http://www.bmbf.de/press/3571.php>

The situation on the training market requires greater joint action by all stakeholders in order to make the attractiveness of dual training for businesses and young people more clearly and strengthen the company's strategic importance of the dual training for security professionals. A focus must also be on young people with limited resources to the seamless transition from school to training and allow a second chance to offer people without qualifications. The BA has to the program "Education is what -. Sought Late Bloomer"

(www.arbeitsagentur.de / Navigation / central / citizens / training / Spaetstarter / Spaetstarter-nav.html) started. A key challenge lies in the coming years is to allow people with low qualifications sustainable participation in the labor market. Similarly, vocational training, especially for powerful young people must remain attractive and the permeability between vocational and academic education to be strengthened.

The training pact since 2010: What has been addressed, what has been achieved?

Since 2010, new training contracts were completed over 2 million. The focus of the Covenant was and is the the potential of all young people for a dual system of vocational training. These include in particular young people with a migration background, less powerful, but also talented young people and young parents. The Covenant entered into in quantitative commitments have been in recent years - with the exception of funds raised entry qualification (EQ and EQ Plus) - surpassed. Likewise, a variety of qualitative measures were successfully implemented:

Career orientation: The guidance measures of BA were continued at a high level and anchored by intensive networking with local actors in the regions. An initiated by the Federal Government statutory amendment granted here permanently more flexibility. The countries have increased career guidance in the schools of general education and measures to be established.

Career support: At around 1,000 model schools were funded by the BA used professional companion Information campaign "Training - virtually unbeatable": This image campaign of the Federal Ministry of Economy and Energy (BMWi) and the BMBF could the attractiveness of the dual education are more firmly embedded in the public consciousness.

Strong for Education: With "Strong for training" is created by the BMWi a comprehensive modular training and information facilities, to support educators and trainers, especially in small and medium-sized enterprises in the training of young people with special needs in practice.

Participation of young people with a migration background: To increase participation in training young people with a migration background, the Commissioner for Migration, Refugees and Integration led nationwide through regional training and parent conferences.



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Career Advice: The BA has her consulting and mediation offer, inter alia, expanded through further professionalization of counseling professionals and broadening access further shaping the career information centers (BIZ) by a fundamental modernization even more attractive. Regular surveys of quality of advice found an 88% Recommendation

Promoting measures: The BA promotes - in addition to the career support - to a considerable extent further action to transition to training for young people in need of support as pre-employment training (BvB) and education support (abH).

Inclusion: With the initiative "Inclusion succeed!" to BDA, DIHK and ZDH committed to the inclusion of people with disabilities in vocational training.

The tailored placement of candidates into existing training programs is and will remain a key challenge in the training market. Numerous instruments of the Pact partners have been further optimized and networks to bring together young people and businesses better.

3. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

- federal government
- central associations of German business
- the Standing Conference (Governmental body of the education Ministry)
- chambers of commerce and crafts
- Integration Commissioner of the Federal Government

4. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs , seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

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5. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?

see Nr. 3

6. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

<http://www.bmbf.de/de/lebenslangeslernen.php>

The prerequisites for educational and thus also for further education are created mainly by the motivation and the ability to learn independently from the early childhood education and the education and training content in the school, vocational education and at the university. The degree is the foundation of any educational biography. It must therefore be accessible for everyone. The education and sound basic training are the best foundation for further learning. In this case, the path from the initial to a qualified training may be a viable alternative to the high school and university degree. At the same time must also learning for people in the late-and post-professional phase remain attractive - on the one hand, so that their knowledge and skills are maintained. On the other hand, to allow social participation and appreciation of their experiences.



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Living and working in the knowledge society and the outstanding importance of the development of human assets have a total already contributed to an appreciation of lifelong learning. To increase participation in training, the capacity must be increased for learning throughout the resume and make it more attractive, created by new incentives and removing existing obstacles:

- Each person must be encouraged learning as a permanent challenge and an opportunity for personal lifestyle to accept.
- No conclusion is to remain in a further qualification without the possibility of a connection.
- Businesses and governments need to align their personal development more than ever on lifelong learning and thus on the demand-driven, ongoing training throughout working life.
- This also means that in addition to a supply also increased demand orientation is required.

Conception of the lifelong learning

The federal government adopted the Concept for Lifelong Learning on 23 April 2008. This concept is directly linked to what is being implemented as part of the qualification initiative of the Federal Government. These include:

- Measures to improve the educational opportunities for children under six years,
- a comprehensive package of measures to improve the training situation,
- facilitate the transition from school to the university,
- the creation of more than 90,000 additional training opportunities for new students and freshmen to 2010 Higher Education Pact ,
- strengthening the awareness of science and technology as well as
- increasing opportunities for women.

The focus of the concept for the training are the following fields of activity. The central issue for the initiatives is the empirical finding that participation in continuing education in Germany is too low in international comparison. In particular, low skilled people to take little part in training. Therefore, the federal government follows in principle the recommendations of the Innovation in Continuing: In the economically active population (after completion of the initial training : 25 - 64 years) by the year 2015 , the BMBF aims to achieve the following targets :

- Participation in formal education (courses and seminars) will increase from the current 43% to 50%.
- The low-skilled group is at least 40 % (previously 28%) to be active.
- Participation in all forms of learning, including the so-called informal learning is expected to increase from 72% to 80%.

SPECIFIC QUESTIONS

- 1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs? ...)?**

Most of the advice about career takes over in Germany, the Federal Employment Agency. It is required by law (§ 29 SGB III). Since the abolition of the monopoly of the Federal Advisory Agency in 1998, but there are also commercial career counseling and job applications from non-public youth care (youth services). The professionalism of the advice is not backed by legal minimum standards. In Germany, the German Association for Educational and Vocational Guidance (DVB) has defined quality standards. Career counselors / inside, meet certain guidelines and to comply with the quality standards, be enrolled in a vocational guidance BBR register.



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Through the Federal Employment Agency advising young people without university entrance qualification is taken over (persons under 25 years) from the U25 team. The academic advice is provided by consultants for academic professions. This is, among other reasons, to bring knowledge, interests, abilities, and (life) goals with eligible study programs in line. With graduates possible strategies are developed to enter the labor market.

The Vocational Information Centre (MIC) is affiliated with the professional advice to the federal agency. It can also be used without prior consultation of self search. Seeking advice have there the opportunity by media to inform themselves about the various professions. So usually are recognized for all occupations video portraits of the profession before. Other media are available.

The guidance in Germany is considered to be institutionally fragmented. In addition to the employment agency and craft associations, community organizations, and educational institutions, employers, advise (job fairs) and (chargeable) private consultants.

2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

Career guidance provides those seeking advice on the following:

- independent individual career counseling and decision-making
- group counseling on agreed topics
- Advice and information on courses
- Field of study related consulting tests in different study areas
- Advice and information about school and work occupations
- Career orientation events at schools or by appointment
- events in the Professions Info Centre
- Information sessions at universities
- Consultation in schools
- Office hours in the universities in cooperation with the DSB (Student Advice Centre)
- Magazines and books on career choice
- Advice on higher education , which can lead to the professional goals
- Mediation proposals for training places after aptitude clarification
- Psychological suitability investigation
- guided self-exploration programs
- Exploring the professional and working world (factory tours / internships)

3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

<http://dasbringtmichweiter.de/>

see nr.2

and

<http://www.forum-beratung.de/english/career-guidance-in-the-lifecycle-services-germany.html>



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4. Is there structural unemployment?

Yes, and the numbers are increasing.

The NAIRU (Non-Accelerating Inflation Rate of Unemployment) is the lowest unemployment rate, which may prevail in the long term, without any accelerating or decelerating inflation. In German, the NAIRU is therefore also known as "inflation-neutral unemployment".

The Hamburg Institute of International Economics (HWWI) estimates the German NAIRU in 2011 to around 7.9 percent. Other studies, such as the Federal Bank, the OECD and the ZEW came around the turn of the millennium to similar results. According to estimates of the Mannheim ZEW about the West German NAIRU was in 1998, between 7.9 percent and 8.2 percent, while they still stood at the beginning of the eighties to around 5 percent.

<http://www.wirtschaftundschule.de/lehrerservice/lexikon/n/nairu/>

5. Are there some measures implemented in relation to the specificity of the region?

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

<http://www.forum-beratung.de/english/index.html>

<http://www.berufsberater-aktuell.de/links-zur-bildungs-und-berufsberatung/> links to all main actors in the counselling field

<http://www.bmbf.de/de/6201.php> the national education ministry, link to research area of careers guidance

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?



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5. Hungary

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

Youth unemployment is an important issue and its reduction is a policy concern in Hungary as it is across Europe. Current statistical analyses show that the rate of youth unemployment has slightly decreased compared to the previous year (with ,9 %), however it still is above the European Union's mean rate (see Figure 1). As can be seen on the graph below the rate of undereducated youth is high among unemployed youth (47,9 % in Hungary and 31,1 % in the European Union). What stirs further concerns is that around one third of the unemployed youth population is affected by long-term unemployment.

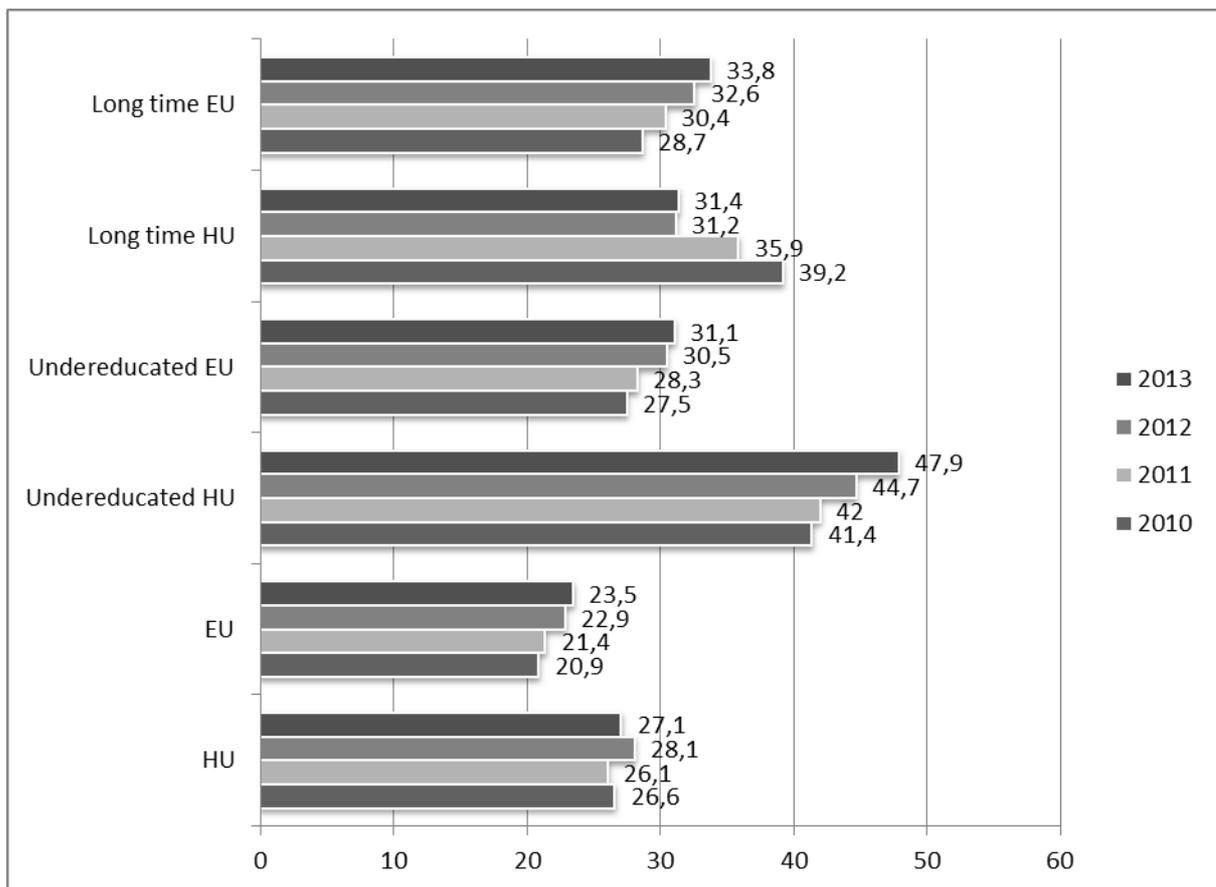


Figure 1

Rate of unemployment among youth (HU and EU) and the rate of undereducated and long-term unemployed youth among the population affected by the problem

Source: National Reform Program of Hungary 2014 (available in English:

http://ec.europa.eu/europe2020/pdf/nd/nrp2013_hungary_en.pdf#page=1&zoom=auto,0,843)



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The ratio of employment among youth in Hungary is one of the lowest in the European Union (with 20,7 % in the 4th quarter of 2013, while the EU rate was 33,4%). This result is affected among other causes by labour-market tendencies, having qualifications that are not desirable by employers, employees lack of mobility within Hungary and not taking on a job while in training.

The number of NEET (not in education, employment or training) youth has been 191 200 according to the result of the 4th quarter 'Survey of labour force' in 2013, which makes up for 16.9 % of the 15 to 24 years old population. However the ratio and actual number of NEET youth has slightly decreased compared to last year's results (17,1%; 198 500). For more details see Figure 2.

		EU-28	Hungary	Difference
				(EU28-HU)
		%		%
<i>Based on results of the 'Survey of labour force' in the 3rd quarter of 2013</i>				
Rate of activity		43,5	28,6	14,9
Rate of employment		33,4	20,7	12,7
Rate of unemployment		23,0	27,4	-4,4
From which:	Finished primary education	30,3	43,2	-12,9
	Finished secondary education	20,2	24,4	-4,2
	Finished higher education	20,7	21,6	-0,9
Rate of NEET (third quarter of 2013)		-	16,9	-

Figure 2

Survey of labour force in the third quarter of 2013

Source: Professional report of the National Employment Office 2014; citing Eurostat, LFS

The majority of NEET youth (43%) has only completed primary level education and only 4,6% of them has graduated from higher education. Of the 191 200 NEET youth 56,7 % can be considered inactive. These young people meeting the term of 'inactive' can be either looking for a job (but still not meeting the three criteria stated by ILO), or young mothers on a maternity leave, or not wanting to get a job or go into training at all.

2. What policy of your country emerged as a response to youth unemployment?

Hungary joined the Youth Guarantee Initiative that states that each citizen under the age of 25 not currently participating in training or apprenticeship or holding a job must be provided with an opportunity fit for them to engage in further training or in apprenticeship or in a job within 4 months from finishing their education. The Youth Guarantee scheme has been planned and will be carried out in the near future. The implementation of the Youth Guarantee program will join previous programs for youth and will guarantee prompt action and outcomes concerning their career and education path.

Policy responses to youth unemployment have dealt with the issue coming at it from different angles up until now. Active labour-market tools such as wage subsidies given for the employer,



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customized guidance services and training programs have been in operation since May 2011. Of the 117 000 citizens in the program 37 000 had to be under 25 years old. Till the end of January 2014, 36 000 have been involved in the project from the young age group (SROP 1.1.2. and SROP 1.1.4.).

In SROP 1.4.1-12 NGOs are invited to provide services to foster 'labour market integration' of youth. Between March 1 2013 and April 18 2013 898 non-governmental organizations made an application to be part of this program. NGOs are given the task of providing under 25 years old youth (and under 30 years old youth given that one has completed higher education) with work experience and practical skills after finishing their training. To fulfill this goal employees taking on youth will get wage subsidies, whilst target group members participate in practical training.

Other SROP projects help youth by fostering apprenticeship (SROP 2.3.4-A) and entrepreneurship (SROP 2.3.6-A-B).

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

The goals of policies are in line with the EU 2020 targets. Policy makers aim at providing young people with training that is sought by employers on the labour market, increasing participation in entrepreneurship and in apprenticeship, thus helping youth to have work practice and to upskill their competences. As many policy goals are linked to SROP projects, monitoring and evaluation is closely linked to indicators that must be met. Some examples of which are: number of young people involved in the program, number of young people being employed as a result of action taken in the program, number of young people in training as a result of the program, number of young people in guidance, number of young people able to start their own business as a result of program, etc.

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

A wide range of stakeholders are currently involved in the implementation of policy measures. These include: the National Employment Office, the Ministry of Human Resources, non-governmental organizations, VET schools, unemployed youth, etc. The Youth Guarantee Initiative shall even widen this scope by engaging the Ministry responsible for Education in the process.

5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs , seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

Good practices include a wide range of activities:

- Career Guidance Fairs,
- apprenticeship programs,
- programs to foster entrepreneurship (these include customized counselling and measuring the competences needed to be a successful entrepreneur),
- providing training opportunities,



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- providing information on the National Guidance Portal (www.eletpalya.munka.hu).

Professionals of different Offices of the National Employment Office and the Hungarian Chamber of Commerce and Industry have worked together on providing guidance services to students in public education on many occasions at Career Guidance Fairs. At these Fairs students can get to know different practical occupations as well as participate in individual guidance.

The National Guidance Portal is currently being updated. New contents for job-seekers will include an employability questionnaire specially designed to help new entrees on the labour market to target their competences that they can build on and also realize the ones that they still have to work on. Other tools will give information about effective job-seeking techniques and career orientation. Online guidance will also be available to youth at the end of the development phase in 2015.

6. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?

The Youth Guarantee scheme will be implemented in more phases in Hungary up until the end of 2018. The first phase will concentrate on the needs of underprivileged and undereducated youth who have been officially registered as job-seekers at least for 4 months. In the first phase active labour market programs will be implemented and monitored between the second semester of 2014 and 2016.

7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

Preventing youth unemployment should start in the public schooling system by teaching career management skills and providing children with career orientation so they can choose a job fit to them and to the demands of the labour market. It is stated in the Hungarian National Core Curriculum that career orientation is the responsibility of all school teachers and should be dealt with across all subject matters. However research suggests that there still a lot to do concerning this issue. Hungary is currently planning further policy steps towards this goal.

SPECIFIC QUESTIONS

1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs? ...)?

Guidance for young unemployed and NEET is organized with the supervision of the National Employment Office. The Youth Guarantee Initiative will also be carried out with the National Employment Office's leading role but with cooperation of other important actors: Ministries, (second chance) schools, NGOs, etc.

2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

Best practices combine different methods customized to clients' needs. In addition to the programs mentioned above, there is a program carried out by an NGO, that is quite complex. The YGen



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Human Resource Centre (www.ygenkozpont.hu) provides services to both job-seekers (from Generation Y) and employers free of charge. They have helped 600 job-seekers in the past 4 years, 70 % of whom got a job on the open labour market. Their services include:

for job-seekers

- career counselling and guidance,
- help in preparing an application,
- trainings in communication, conflict resolution management
- psychological counselling,
- simulation of a job interview (led by a HR professional),
- presentations about themes that can be linked to job-seeking by invited professionals.

for employers

- recommendation for a position from the pool of job-seekers contacted in the program,
- surveys of competence, profiling, etc. for a position,
- up skilling of applicants for a given position.

3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

Disabled youth are helped by career guidance tools (e.g. questionnaires, films and brochures about occupations) customized to their needs and with preparing their teachers to work on their career planning with them.

4. Is there structural unemployment?

There are different variables that shape structural unemployment in Hungary. The chance of being unemployed is affected by one's occupation, residence (as some regions have poorer labour market demands than others) and one's qualification. As it can be seen in the figures (see question 1) the higher qualification one has the better chances there are for being employed.

5. Are there some measures implemented in relation to the specificity of the region?

The National Employment Office has statistics about unemployment specified to regions. Data suggests that the Northern Great Plain is the region where unemployment is highest.

For further information, see:

http://nfsz.munka.hu/engine.aspx?page=full_afsz_havi_reszletes_adatok_2014.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?



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6. Poland

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

According to the statistics at the end of fourth quarter 2013 401.0 thousand registered unemployed (18.6%) are people aged 18-24.

People with the highest qualifications are in the most favourable situation on the labour market. The number of youth unemployed with higher education was 33.7 thousand persons (8.4%) at the end of fourth quarter 2013, with registered women being much better educated than men.

Unemployment people remaining out of work for more than 12 months – of 791 thousand people – constituted 38% of the total registered figure at the end of fourth quarter 2013. A younger age and better education reduce the risk of remaining unemployed for more than 12 months. Also, the average duration of registered unemployment among men is shorter than the figure for women.

2. What policy of your country emerged as a response to youth unemployment?

Poland actively supported the *Youth Guarantee* already at the stage of the concept development at the European level. This was reflected in, inter alia, the Position of the Polish Government to the Communication of the European Commission on the establishment of the *Youth Guarantee*, adopted on 27 December 2012 and presented also in the lower chamber of the Polish Parliament during the meeting of the European Union Affairs Committee. In September 2013 Poland was one of the first three Member States, which presented the initial assumptions about the implementation of the *Youth Guarantee* and *Youth Employment Initiative*. The Polish document was sent to the European Commission on 23 December 2013. After receiving comments from the Commission, the "Plan of implementation of the *Youth Guarantee* in Poland" has been corrected and sent back on 17 April 2014.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities/methods are used? Are evaluation and monitoring implemented - in what way?

Implementation of the *Youth Guarantee* with use of *Youth Employment Initiative* complements policies pursued by Poland to promote young people on the labour market.

"Plan of implementation of the *Youth Guarantee* in Poland" corresponds very well to the overall vision of the labour market policy. The amendment to the Act on employment promotion and labour market institutions (currently in the final phase of the proceeding; Act will come into force in May 2014) involves a range of solutions designed purposely for the implementation of the *Guarantee* with the intention of introducing them on the permanent basis (as a specific standard) to a system of regulation of the labour market in Poland (for example, shortening from 6 to 4 months the period in which the support is to be awarded).

In Poland, *Youth Guarantee* is addressed to young people aged between 15 and 25 years old, in particular to those from the group of so-called NEET 's. In case of one initiative – encouraging entrepreneurship of youth (loans from Bank Gospodarstwa Krajowego) – age criterion has been increased up to 29 years of age. Thus, the addressees of the *Youth Guarantee* in Poland, should be



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divided into 4 subgroups, to the needs of which the offer within the scope of the *Guarantee* is to be adjusted:

- 1) unemployed persons up to 25 years of age, in particular, those registered in the poviats (local) employment offices,
- 2) 15-17 years old adolescents terminating the study prematurely,
- 3) persons from 18 to 25 years of age from the NEET group,
- 4) persons aged 18-29 covered by the loan system of Bank Gospodarstwa Krajowego.

Support for these groups will be implemented according to individual needs in a standard way (conducted with the use of the national funds), or deepened (with the support of EU funds).

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

An important element of the *Youth Guarantee* in Poland is the use of partnerships in the implementation of activities for young people. Four strategic partners should be indicated in the implementation of the *Guarantee*:

- a) public employment services, which are not subordinate to the Minister of Labour,
- b) Voluntary Labour Corps,
- c) Bank Gospodarstwa Krajowego,
- d) a kind of "collective partner" created by the organizational units of various types, including non-public ones, which will be selected through regional competitions and competition at central level.

Each of the strategic partners, through its organizational units and institutions cooperates with a dense network of new partners: the socio-economic institutions, NGOs, foundations, associations and others. Specific local government and decentralized model of public employment services require appropriate legislation to enable implementation of the *Youth Guarantee*. The necessity of creating new legislation determines the broad consultations and arrangements at the design stage, and then the proceeding of the assumed changes.

5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

One of the key forms provided for the activation of the young people under the *Guarantee* will be projects selected through competitions organized at regional and central level in the framework of the Operational Programme Knowledge Education Development. Regional competitions organized by the Voivodeship Employment Offices will allow for more accurate adjustment of activation tools to the needs of the regions. National competitions, organized by the Ministry of Labour and Social Policy, will be focused on the selection of projects using innovative methods to support the youth. It is assumed that the projects in the form of competitions will involve approximately 45 thousand of young people in the years 2015-2017.

Poviat Employment Offices will conduct the *Youth Guarantee* in respect of young people reporting to them not only in the existing forms, but, since the entry into force the amendment to the Act on



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employment promotion and labour market institutions, also using new tools such as, among the others, vouchers (training, business, related to employment, for settlement), a grant for teleworking, activation benefit or tripartite training agreements, which would be concluded by the local authority with the employer and the training institution. Under the *Activation and Integration programme* it will be possible to combine efforts for professional activation of young people with the social support for the society integration.

Amendments to the Act on employment promotion and labor market institutions provides also for introducing new solutions for improving the efficiency of the employment offices. These are: profiling of the forms of assistance in accordance with distancing of the unemployed from the labour market and readiness to take up employment, the introduction of a client advisor, the possibility of a wider cooperation with private entities involved in the job placement and activation, additional financial resources for the most efficient offices and for the best employees.

In the case of education sector it is worth mentioning that according to the changes introduced in September 2012, VET providers can create centres for vocational and continuing education. The centre organises vocational qualification courses and takes action on guidance counselling and career information. This allows the persons who perform guides tasks to support and assist adults during the process of job searching, retraining or acquisition of additional qualifications.

6. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?

Another element of the implementation of the *Youth Guarantee* in Poland will be the activity of the Voluntary Labour Corps (VLC). VLC is a national institution specialized in supporting young people in developing skills, entering the labour market and the social inclusion in a broad sense. Every year various services of VLC are used by more than one million of young people, including 70 thousand from NEET group.

Activities of VLC will be focused on the support of two groups: young people aged 15-17, neglecting compulsory education and young unemployed people aged 18-25, who do not have professional qualifications and experience or possess professional qualifications not conforming to the requirements of the labour market, with a particular focus on people living in rural areas and smaller towns. The support for the first group will be aimed at restoring NEET youth to the education system. As it comes to the second group, the support will be provided, consisting in the opportunity to acquire the profession, changing the profession or increasing professional qualifications, acquiring work experience and taking a job leading up to becoming an independent young person, as well as development of so-called soft skills. Young persons, if necessary, will obtain additional social support.

7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

The expected adoption of the amendment to the Act on employment promotion and labour market institutions will allow for the extension of the catalogue of activation activities for the poviats employment offices, as well as the launch of the loan program of Bank Gospodarstwa Krajowego throughout the country.



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SPECIFIC QUESTIONS

1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs? ...)?

The aforementioned actions for the benefit of young people will be complemented with a set of additional initiatives, in particular aimed at better adjustments of skills and qualifications of young people to the needs of the market and facilitating the transfer from education to the labour market. This will be facilitated by:

- modernization of vocational and continuing education system,
- making use of the wider scope of the services of Academic Career Offices,
- job placement by organizing job fairs and using modern forms of communication to inform the young people,
- creation of a national database of internships and apprenticeships of the Ministry of Labour and Social Policy and the Voluntary Labour Corps ,
- monitoring of the careers of graduates.

Poland has already taken steps to allow graduates and other persons above the age of 18 further education or returning to education and training. It has been achieved by introducing a flexible vocational and continuing education system, providing the opportunity to gain vocational qualifications through participation in vocational qualification courses passing vocational exams.

The basis for the new approach to training, organised both in school and out of school forms, is distinguishing separate qualifications in occupations from the classification of vocational education. The new classification includes 200 occupations which are divided into 252 qualifications described in the curriculum for vocational education. The effect of these changes is creating opportunities for adults to obtain and upgrade vocational qualifications in out of school forms of education.

The training is also open to learning outcomes achieved outside the formal education system. The possibility to confirm competences gained in non-formal contexts has been introduced. The experience and skills acquired this way are now validated within external vocational exams. Moreover, the preparation of the national qualifications system will provide more solutions related to the validation of competences acquired outside formal education.

Under the terms of the Education Act 1991 and the enforced regulation, the Polish education system provides adjusted education for every child, appropriate to the age and the level of development reached, as well as adaptation of content, teaching methods and organization of work regarding the psycho-physical capabilities, together with the possibility of getting the psychological and pedagogical support and special forms of teaching. Furthermore, the system provides:

- a chance to receive education in all types of schools for children with special educational needs including students at risk of social exclusion,
- care for all pupils with disabilities by allowing them the implementation of individualized educational processes, forms, curricula and activation,
- preparing pupils to choose profession and educational-carrier path.



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2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

Implementation of the *Youth Guarantee* by employment offices and the Voluntary Labour Corps started from the beginning of 2014. At this stage it is too early to determine unambiguously which services and tools are most frequently used in a counselling process.

One of the examples of best practice is presented below.

In the period of January-February 2014, 22.9 thousand of young unemployed people began the active labour market programmes, i.e. 2.8 thousand more than in the same period in 2013 (increase by 14%), and their share in the total number of unemployed people who benefited from the active forms amounted this year to 41.1%. It is worth noting that, in relation to the same period in 2013, there was a 21% increase of the number of people starting an internship, a 16% increase in the number of start-ups, and the number of jobs taken up within the scope of the reimbursement of costs related to hiring an unemployed increased by 8%.

3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

All groups, including vulnerable ones, are supported in the same way.

4. Is there structural unemployment?

Yes, there is. Detailed statistics covering the period 1990-February 2014 are attached to the National Survey.

5. Are there some measures implemented in relation to the specificity of the region?

Conceptual works on the detailed rules and measures are currently conducted and, importantly, their final preparation will be participated by relevant committees, composed of representatives of the social partners, including youth organizations.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

At this stage it is too early to present the final results. Implementation of the *Youth Guarantee* started from the beginning of 2014.

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?

In the case of this question it is also too early for a definite answer.



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7. Romania

GENERAL ASPECTS

1. The general situation regarding youth unemployment in Romania

For the 15-24 years population, the youth unemployment rate in Romania was in 2000 - 18,3% (EU 18,4%), in 2010 - 22,1% (EU 20,9%), in 2012 - 22,7% (EU 22,8%) [1] and in June 2013 - 23.2%. It has been increasing, following the same tendency as in the EU. According to the latest statistical data available (2012), the urban areas record twice as many unemployed youth comparative to rural areas (31,5% versus 16,5%). Generally, boys have a higher unemployment rate comparative to the girls, while girls with university education are exposed to unemployment situations more than boys (30.9% versus 25.4%). In relation to educational levels, the lowest unemployment rates are recorded for graduates of post-secondary and vocational education [5].

Related to the NEETs, in Romania there were in July 2012 [2]:

- Population 15-24 years: 17,4% NEETs and unemployed as share of NEETs: 39,1%
- Population 15-29 years: 19,1% NEETs and unemployed as share of NEETs: 36,1%
- Population 15-19 years: 10,5% NEETs and unemployed as share of NEETs: 30,48%
- Population 20-24 years: 22,2% NEETs and unemployed as share of NEETs: 42,3%

2. Policy which emerged as a response to youth unemployment in Romania

Romania has adopted in December 2013 a Memorandum for the approval of *Youth Guarantee Implementation Plan for 2014-2015*, including integrated support measures, suited to the specific needs of NEETs youth. The plan is coordinated by the National Agency for Employment. [3]

The law 335/2013 related to the traineeship for the graduates of higher education, which supports the transition from education to the labour market through the consolidation of the professional competences and abilities needed for the adaptation to the practical requirements and conditions of the working place [3]

The law 279/2005 related to the apprenticeship, republished in August 2013, offers to youth over 16 years the possibility to obtain a qualification in the adult education and training system for adults in order to get a job, facilitating the social integration of youth. [3]

Examples of policies in the Guidance and counselling area:

- *The Framework methodology regarding the Lifelong Guidance and Counselling* approved by both Ministry of Education (Regulation 4469/2012) and Ministry of Labour (Regulation 1804/2012)
- *The curriculum for the XIth grade "Be active!"* focalized on guidance and counselling themes, approved by the Ministry of Education (Regulation 3843/2012)
- *The curriculum for grades 0,1,2 „Personal development“* focalised on personal, social and career competencies, abilities and attitudes, approved by Ministry of Education (Regulation 3418/2013)

3. The goals of these policies, measures, activities, evaluation and stakeholders involved

The Youth Guarantee Implementation Plan for 2014-2015, the main instrument addressing directly the NEETs, has the following regional and local directions:



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- Creating partnership based approaches - diverse stakeholder are involved: all the resort ministries, PES, local authorities and the private sector (SME, trades unions, employers, NGOs etc.).
- Early intervention and activation – including initiatives to retain youth in education, and encouraging early leavers to come back to VET, through second chance programmes; most of the actions provide financial support to youth in education: integrated youth databases, partnerships between National Center for VET (CNDIPT), school inspectorates, schools and County Centers for Employment and continuation of the programmes: Second chance (*A doua șansă*), Vocational grant (*Bursa profesională*) and Money for High school students (*Bani de liceu*).
- Support measures to allow integration on the labour market – improving transition from school to work: Law on the Vocational training stage, Law on Apprenticeship, stimulating employers to hire young graduates through subsidies, training and vocational counselling and guidance, providing instalment grants for youth, stimulating youth to develop SMEs, vocational training.
- Using UE funds (Youth Employment Initiative and FSE),
- Rapid system evaluation and development

4. Examples of good practice that have emerged as a response to youth unemployment

Education, early school leaving (prevention, reintegration).

The implementation of the *Second chances programme*. It started in 1999-2000 school year as a Ministry of Education pilot project and in 2007-2008 it has been extended to the whole educational system. Currently it is implemented for the primary and for the lower secondary education. The aim of the programme is to support those who have not finished their compulsory education through the access to a different educational route which allows the finalisation of the compulsory education and offers a personalised professional training. The Second chances programme has been supported by different regulations of the Ministry of Education, as well as by ESF projects. 3659 pupils have been enrolled in 2007-2008 school year, while in 2012-2013 there have been registered 8589. In 2012, from the total beneficiaries, 75% were from urban areas.

The implementation of the *Youth different* educational week. The new Education Law (no 1/2011) introduced a space for non-formal activities implemented by pupils, teachers and parents during a whole week for grades 0-12. Activities include workshops, trips, debates, volunteering, creation camps, exchanges or other ideas aroused from children/teachers/parents/communities. The institute of Education Sciences developed in 2013 an evaluative research of this programme. Conclusions showed that over 80% of investigated parents and teachers appreciated the idea of such a non-formal week as it allows a friendly learning environment which supports the socialisation of the children. 75% of the children declared that the programme accomplished their expectations.

UNICEF implemented, starting with 2003, a large scale campaign and programme „*Back to school*“ addressing disadvantaged areas and school with a high percentage of early school leaving. In order to challenge the traditional educational role of the school a set of pro-active measures have been implemented under the programme framework, to open it to the outside world, to reunite children, parents and other members of community in a joint educational activity aiming at reducing the drop-out rate. In 2012-2013 school year, the project included 93 schools, over 150 teacher trained and over 2000 parents participating in counselling activities. Several NGOs have developed additional activities at school or community level. The project continues also in 2013-



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2015 school years, evaluation activities being prepared with the view to inform policies about the main results and good practices.

Facilitating transition from work to the labour market.

The strategic project *School-company active partnership to improve initial professional training – IVET Steps*, co-financed by EST (2010-2013) is implemented by the National Centre for the Development of Vocational and Technical Education (CNDIPT) in partnership with the General Union of Industrialists in Romania. Within this project, in the school year 2012-2013 was started the *Choose your path* program for professional and technical education development supported by the Ministry of Education. The students enrolled in this professional education program will receive a monthly scholarship in the amount of 200 ron. After completing the program, students will acquire a professional qualification as well as a compulsory education certificate, which allow them to continue their studies in high school (grade XI) in order to obtain the baccalaureate diploma [4]

The *Exercise firm* is an interactive method for developing the entrepreneurial competence of pupils belonging to the professional stream. In teams or individual, pupils are supported to simulate the development of their own business and to participate in fairs and competitions. The Exercise firm has been introduced in 2001, when 34 such businesses have been developed. In 2006-2008 there have been registered 650 while in 2010-2011 there have been registered 1017 exercises firms (www.roct.ro)

Through the project *Facilitator for Lifelong Learning* project financed by the European Social Found, 6 pilot Centres for Lifelong Learning have been established targeting pupils, youth and adults in search for learning and working opportunities. Launching seminars took place during 2013-2014. A national blended learning training (online and face-to face) aims at developing competences, attitudes and skills of the future facilitators (2014).

Guidance and counselling good practices.

Recently (2013) has been elaborated and approved the *Personal Development* curriculum for grades 0,1 and 2. The activities are to be developed within the primary education in the time frame of 1-2 hours/week. The aim is to support children in exploring personal traits, emotions, relations with others and their dreams in relation to the world of work, as incipient abilities for supporting the development of the latter career management skills.

(http://programe.ise.ro/Portals/1/2013_CP_I_II/55_Dezvoltare%20personala_CP_II_OMEN.pdf – Romanian version available)

The Job Orientation Training in Businesses and Schools (JOBS) in Romania combines the two elements - labour market and schooling in the last years of general gymnasium and the first years of technical high school. Students are prepared for the choice of their further educational career, receive general information about professional opportunities and get the chance to acquire life skills, which are useful in any future career. The project idea has been intensively developed between May 2008 and May 2011 in tight co-operation between the Zurich University of Teacher Education (PH Zurich), the Ministry of National Education (MNE) and the National Centre for Vocational and Technical Education Development (NCTVETD) of Romania. (<http://www.jobsproject.ro/en/>)

Stimulating employers to hire youth.

Some examples of such measures include:



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- the economic agents who hire graduates (high school, professional school, higher education) receive for a period of 12 months incentives equivalent to 1-1.5 minimum salary per economy for each employed person;
- employers who hire higher education graduates (2013 promotion) receive during a period of 6 month approximately 750 ron for each employed person (Law 335/2013)
- employers who hire pupils or students during the school holidays receive for maximum 60 days incentives equivalent to ½ of the minimum salary per economy for each employed youth (Law 72/2007)

Disadvantaged categories

Some examples of such measures include:

- according to the Ministry of Education Regulation 3894/2013, for the academic year 2013-2014, there have been approved the special places for roma future students in higher education accredited institutions (e.g.: Bucharest University - 60 places allotted for roma students, Polytechnic University-8, Iasi Arts University-1 etc.)
- the program for socially marginalized people (2011) developed by the National Employment Agency for the social inclusion of young people facing the risk of professional exclusion.

5. Concrete measures in order to facilitate the implementation of the Youth Guarantee scheme for young people

Ministry of Labour, Family, Social Protection and Elderly people, (MMFPSPV) has launched two pilot projects for the implementation of the Youth Guarantee, cofunded by the FSE / POSDRU 2007-2013. *Garanții pentru tineri and Investiția în tineri, investiția în viitorul nostru!* - December 2013 – June 2015 addressed to youth between 15-24 old, with a target group of 5052 youth. There will be established 22 county centers and 4 regional ones, aiming to identify and enrol youth NEETs and to provide integrated services. Over 3.500 youth will follow qualification courses level 1 (360 study hours) or level 2 (720 study hours), 376 will attend pilot apprenticeship stages and over 1.000 will follow entrepreneurship courses. The best 144 business ideas will be awarded, and guidance provided in independent business start-up. [3]

6. Recommendation on the issue of youth unemployment, relying on the policies and practices of lifelong guidance

The curriculum in compulsory education should be further shaped in order to better incorporate career management skills, as a proactive measure for fighting youth unemployment. Guidance and counselling systems should be further supported through the ESF and Erasmus+ programs in order practitioners to participate in international projects for exchanging ideas and good practices. Research and international networks should further be active in offering evidences and expertise for decision makers.

SPECIFIC ASPECTS

1. The organisation of guidance for fighting youth unemployment

The guidance and counselling system helps individuals to acquire the knowledge, skills, and experience necessary to identify options, explore alternatives and succeed in society, prepare better individuals for the changing workplace of the 21st century. Also, the guidance and counselling activities can be seen as pro-active measures for preventing unemployment.



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The guidance and counselling services in Romania are delivered by two important networks: the network of educational services and the network of employment services (free of charge). The educational guidance and counselling system is organised in schools (42 County centres, 2171 school counsellors in 186 centre and 1985 school offices, started in 1991) and in universities (23 centres in the biggest universities, started in 1997). The labour market guidance and counselling services are offered within the employment offices: 42 County centres, 70 local Agencies, 141 working points, 16 professional training centres (at county and regional level. The EURESS network has been established in Romania in 1993 and currently includes 23 Romanian counsellors. Euroguidance network, started in 1994, offers support for the development of guidance and counselling system.

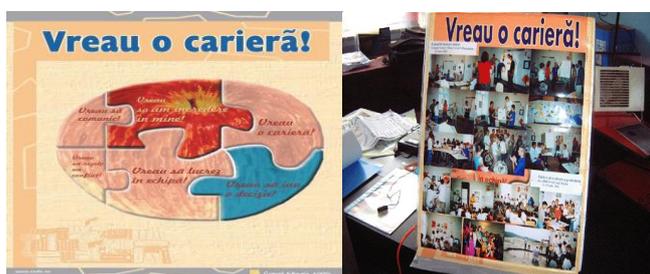
Other entities offering career guidance and counselling in Romania are the Probation Centres (under the Ministry of Justice), career counselling for persons with disabilities (under the centres for children’s protection), the guidance units in the private sector.

2. Counselling services and tools, best practices

Counselling services and tools most frequently used in work with teenagers and young people are focused on: individual and group counselling sessions, class counselling activities, debates, personal development groups, tests, questionnaires, conferences, projects, job fairs, experiences exchanges etc.

Romanian best practices include:

A *Career Dream (2001-2004)* www.cedu.ro. The project involved over 1500 teenagers from 21 counties. The main goal was to prepare the teenagers for choosing a career, using information, abilities and aptitudes which will help them in making individuals decisions regarding their future: self knowledge, communication skills, conflict solving skills, team working, decision making and personal marketing skills. Participating high schools were chosen from disadvantaged Romanian areas characterized by family with small incomes, with many children, unemployed parents and monoparental families. Job fairs have been organised by students themselves and useful resources have been developed (books, CD-s, an interactive data base with resumes, cover letters, preparations for an interview). An innovative peer-counselling model has been developed in the field of career counselling.



Other examples of tools used in guidance and counselling with youth are: Interoptions, Inventories for interest or aptitudes (JVIS, BTPAC), occupational profiles. The databases like www.go.ise.ro or PLOTEUS are used for guiding students. Successful projects developed under the Lifelong Learning programme has been developed in the areas such as facilitating transition form school to the world of work (WOW), truancy (ONCE, Writing theatre), learning to learn (PRESTO).



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3. Methods to support vulnerable groups

Important initiatives have been developed at national level, in order to support the educational and social integration of roma children. One example is the UNICEF campaign *Back to school*. Teachers were trained to better approach children with learning difficulties and partners belonging to a different culture. Resource centres for parents have been developed within schools where regional facilitators (counsellors) organised monthly meetings with parents and teachers on themes like: communication, differences and values, motivation for learning, the job-priceless bracelet, meeting successful personalities, participation in job fairs etc. The aim was to increase parents' self-esteem, to empower them to discover personal resources, to improve their information and motivation for children's education, to build interpersonal effectiveness, to help parents to elaborate educational and career plan for their children, to help them in the decision making process, to increase the rate of the school participation of their children, to offer support for a positive attitude about life and work.

4. Is there structural unemployment?

Yes. In 2012, the long term unemployment rate was 3.2% (EU rate 4,6%) and the weight of the long term unemployed out of the total unemployed persons was 45,3% (EU rate 44,4%). Regarding the category of youth aged 15-24 years, the long term unemployment rate was 13,9% and the weight of the long term unemployed out of the total unemployed youth was 61,1%. [4]

5. Are there some measures implemented in relation to the specificity of the regions?

In Romania there are three regions with unemployment rates higher than 25%: Centre (31,7%), South-East (31,3%) and South-Muntenia (30,2). Therefore these regions became eligible for additional founding allotted through the *Youth Employment Initiative 2013*. The regions also registered the highest NEETs rates. [3]

RESEARCH AND DEVELOPMENT

1. Results of the research in the field of counselling methods for youth

Examples of Romanian researches and results:

- Compendium of methods and techniques used in career counselling (2004-2005): aims to identify the relevant methods for career guidance;
- Analysis of lifelong counselling needs (2006): study on initial training programs counsellors (university, master, postgraduate) in Romania and EU;
- Monitoring system of graduates in the perspective of lifelong counselling (2007): aims to identify the influence of counselling on career decision-making and on perceptions of graduates in relation to lifelong learning and also to shape a monitoring system of graduates from the perspective of lifelong counselling and guidance;
- NCP-VET-CO (2009-2011): aims to develop an effective network between the National Coordination Points in the participating countries and compiling a methodological guide for linking VET qualifications with the European Qualification Framework.
- Report on the situation of NEETs (2014): aims at presenting the main figures at national level concerning the situation of NEETs in Romania, as well as identifying good practices in EU countries in the NEETs area.



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2. Policy makers and research

The results of the researches have been valuable for the guidance and counselling community, for designing training programmes as well as for informing policies.

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8. Serbia

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

The situation is characterized by a high unemployment rate, mismatch of skill demand and supply on the labour market and problems related to the transition from education into employment and obtaining the first work experience. According to the Labor Force Survey, conducted in October 2013 the unemployment rate presenting the share of the unemployed in total active population (employed and unemployed) in the Republic of Serbia amounted to 20.1%, i.e. 19.4% regarding the male population and 21.2% regarding the female. The unemployment rate among the youth aged 15-24 is 49.1%.

2. What policy of your country emerged as a response to youth unemployment?

Strategy for Career Guidance and Counselling in the Republic of Serbia

The legislative framework of the system of career guidance and counselling was established in 2010 by the Strategy for Career Guidance and Counselling in the Republic of Serbia. The main aim of the Strategy was to establish a system of career guidance and counselling in Serbia, as one of the key instruments for human resources development which enables achieving not only educational aims, but also the aims related to economic development, social equality and inclusion. The strategy was drafted by a team of experts from the Ministry of Youth and Sports, the Ministry of Education, the Ministry of Economy and Regional Development, National Employment Service and the Chamber of Commerce and Industry of Serbia. After a public debate, the Strategy was proposed by the Ministry of Youth and Sports and was approved by the Government of the Republic of Serbia on March 4th, 2010.

Education policies

Education Development Strategy, enacted in 2012, recognizes that the current state concerning career guidance education should be improved, and states that until 2020 a system of career guidance and counselling should be developed and implemented at all educational levels, including adult education. This Strategy was followed by a set of changes of educational laws in 2013, in which the role of career guidance in education was defined.

The changes of the Law on the Foundation of Education System from 2013 introduced a provision that special attention should be given to career guidance and education of teachers, students and adults. The Law on Primary Education (2013) states that schools, in cooperation with institutions which provide professional orientation, should help parents and students in choice of secondary schools and future careers, based on the interests and competences of students. To achieve this, schools are to form professional orientation teams which consist of teachers and professional associates (pedagogists and psychologists). The Law on Secondary Education (2013) recognizes career guidance and counselling as a part of school activities, and introduces a career guidance programme and the role of career guidance teams within schools.

The Law on Adult Education (2013) includes similar provisions as well, stating that career guidance provides support to adults for personal and professional development and employment.



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Furthermore, there are several strategies which recognize the importance of career guidance, such as the Strategy for the Development of Vocational Education in the Republic of Serbia and the Strategy for the Development of Adult Education in the Republic of Serbia.

Employment policies

The Labour Law prescribes the rights to education, professional training and development, giving career guidance an important role in its implementation. The Law on Employment and Insurance in Case of Unemployment specifies the role and the activities of professional orientation and counselling in choosing profession through employment policy, measures of active employment policy, as well as concrete services provided to clients.

National Employment Strategy (2011-2020) recognizes the importance of career guidance, especially in relation to reducing the mismatch between the skills supply and demand in the labour market. It is complemented by annual Action plans which define the aims and priorities of the employment policies.

Youth policies

Strategy for Career Guidance and Counselling is directly related to the National Youth Strategy and Action Plan for 2009 – 2014, as well as the Law on Youth, which all emphasize the importance of career guidance for young people, and defines aims and activities.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

The Strategy for Career Guidance and Counselling includes a detailed Action plan for the implementation of the Strategy which covers the period 2010-2014. This action plan defines four strategic aims:

- Establishment and development of the system of career guidance and counselling;
- Development of the system of career guidance and counselling in the education sector;
- Development of the system of career guidance and counselling in the employment sector;
- Continuous promotion of career guidance and counselling.

After three years of its implementation, it can be said that the Strategy has contributed to the establishment of the system, as well as better communication between the stakeholders and improvement of the guidance infrastructure. It is planned that a new Strategy is developed in 2014 with the Action plan for the period from 2015 onwards.

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

In 2011, the Government of the Republic of Serbia established a Working Group for the Implementation of the Strategy for Career Guidance and Counselling in the Republic of Serbia. The aim of this working group is to monitor and evaluate the implementation of the Strategy, prepare annual reports for the Government, as well as to promote career guidance and counselling. The working group is chaired by the State Secretary in the Ministry of Youth and Sports and its members are representatives of all relevant ministries, public services and organizations.



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5. **What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs , seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?**

In recent years National Employment Service realized programme “First chance” which provided young people without work experience with chances to start their career in companies, but such programmes have not been funded each year. Similar subvention schemes for companies which employ young people have been introduced. Furthermore, in recent years career guidance became much more accessible in all levels of education, starting from professional orientation programmes which are now implemented through a project in all primary schools in the country, the changes of educational laws which introduced career guidance in secondary education and the work of university career centres which are active both in providing students with career guidance and organizing internships and similar programmes with companies. Also, career information is provided to youth (including NEET and vulnerable groups) through local youth offices in many municipalities.

6. **Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?**

Since Serbia is not a full member of EU, the Youth Guarantee scheme is not implemented as such.

7. **What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?**

Additional programmes to support first employment of young people could be introduced as well as more centres (or staff in the existing centres) to provide career guidance and counselling (both by education institutions and NES) could be introduced.

SPECIFIC QUESTIONS

1. **How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs?...)?**

Career Guidance in Schools

Career guidance in primary schools is provided by teachers, school pedagogists and psychologists. These activities are delivered on individual basis (through direct work with pupils) or in groups (either through workshops or in class). The activities on this level are primarily focused on professional orientation and helping pupils in final years of primary school to make choices regarding the next level of education.

The changes of a set of educational laws in 2013 include provisions related to career guidance, school teams for professional orientation. One of the biggest developments in the field in recent years was the implementation of the project “Professional Orientation in Serbia” by the German Agency for International Cooperation (GIZ) in partnership with the Ministry of Education, Science and Technological Development and the Ministry of Youth and Sports. National Employment Service is also involved in the implementation of the activities on this project. The aim of this



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project, which is implemented from 2011 to 2015, is to support the development of sustainable system of professional orientation in primary schools. From 2013, all primary schools are involved in the project. Training was provided for professional orientation teams in 1061 schools and 86 mentor schools have been established. The role of mentor schools is to develop a functional mentorship system and improve the quality of services provided in schools. Based on the data from November 2013, there is a total of 2995 school employees (teachers, pedagogists and psychologists) in school teams for professional orientation in the country and around 90,000 students have been involved in the activities. The work of in-school teams is complemented by the activities of the National Employment Service, since NES provides services to persons from age 14. The changes of the Law on Secondary Education, introduced in 2013, created new opportunities for the provision of career guidance in secondary schools. It introduces a career guidance programme and specifies the role of career guidance teams within schools. Until now there have been several programmes with the aim to develop competences of staff to provide career guidance. A number of such training programmes were organized by Belgrade Open School, NGO from Belgrade which is very actively involved in supporting the development of the career guidance system. At the moment, a number of secondary schools are developing their programmes and establishing teams for career guidance.

Career Guidance in Higher Education

The first Centre for Career Development and Student Counselling was established at the University of Belgrade in 2006, followed by the establishment of career centres at the University of Kragujevac, University of Novi Sad and University of Niš in 2007. Other universities, both public and private, followed and established their career centres, although they had different development paths and models of work. For example some of the newly established centres were established as a result of successful implementation of projects, like in the case of Singidunum University.

These career centres provide career information and organize educational activities related to career management such as workshops, lectures and training courses. Many centres provide individual guidance and counselling both on-premises and online. The centres have a very active cooperation with the business community and organize internship programmes and other work-testing programmes for their students as well as joint events with companies. Their services are available for students as well as for alumni and prospective students. Apart from providing career guidance and counselling, these services usually provide information on educational mobility opportunities.

There are several annual career events such as Job Fair, Career Days and Business Days organized throughout the year by student organizations (Aiesec, Best, Eestec, etc.). These events incorporate career guidance workshops and other guidance-related activities. University career centres have established a good cooperation among themselves, which resulted in the creation of the Association of Career Centres of Serbian Universities in 2012.

Career Guidance in Employment

Key stakeholders for provision of career guidance services in employment sector are the Ministry of Labour, Employment and Social Policy and the National Employment Service. National Employment Service (NES) has a long tradition in providing professional orientation and career planning services. Currently, NES has its branches in 34 towns in Serbia where over 50 guidance counsellors (psychologists) provide career guidance, counselling, selection and classification. NES implements active policies for employment, including providing additional training and education courses, promoting entrepreneurship and organizing workshops for acquiring skills and competences needed on the labour market. The services provided by NES can be used not only by unemployed



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people, but also by primary and secondary school students, university students and those in search of employment.

In Belgrade, Niš and Novi Sad Centres for information and professional guidance provide citizens with information, self-assessment and testing. It is expected that ten more such centres will be established in other towns across Serbia. The branches in Belgrade, Novi Sad and Kragujevac have Centres for professional rehabilitation and employment of people with disabilities. National Employment Service has initiated organization of Professional orientation fairs in numerous towns. These events are one of the activities through which National Employment Service promotes career guidance to a large number of citizens.

Career Guidance of Youth

The key role in providing career guidance to youth at the local level is given to the Local Youth Offices. There are 144 youth offices, established by local municipalities, throughout Serbia and over 2/3 of them have already been involved in providing career information, education and career guidance.

It is planned that until 2015, all local youth offices undergo training and establish Career Info Corners (CIC), a specific form of services to provide career information for youth. Until now, 101 CICs have been established through the project "Professional orientation in Serbia", which is implemented by the German Agency for International Cooperation (GIZ) in partnership with the Ministry of Youth and Sport and the Ministry of Education, Science and Technological Development.

Career informing has also been developed by training peer career informers through the project by Belgrade Open School. Within the scope of this initiative, young people from local youth offices were trained to provide career information to their peers, organize workshops and other activities. Mobile teams for professional orientation organize career workshops and individual guidance sessions with youth in local youth offices across the country. These teams consist of students of the Faculty of Philosophy and Faculty of Organizational Sciences who provide these services as a part of their internships.

Career guidance of Talented Youth

In order to support the development of talented youth the Government of the Republic of Serbia established a Fund for Young Talents. It operates within the Ministry of Youth and Sport and has awarded over 8500 students and school pupils with scholarships. In order to provide them with support for their further professional and educational development the Fund established the Centre for Career Guidance and Counselling of Young Talents. This career centre provides career guidance and organizes career workshops and related events, as well as cooperates with the business community in supporting talents to obtain practical work experience through internships and similar programmes.

2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

Career informing in career centres, youth offices and NES is most frequently used as well as the individual counselling in NES.



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3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

There are additional support measures for employment of vulnerable groups, especially youth with disabilities, in terms of subventions offered to companies to employ new workers who belong to this group.

4. Is there structural unemployment?

Yes, and there are many people not being able to find employment in years. Also, there is a mismatch of skills offer and demand.

5. Are there some measures implemented in relation to the specificity of the region?

/

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

The most recent studies demonstrated the effects of career guidance on the employability of youth (the results are available at <http://www.bos.rs/eng/news-archive/209/2014/03/25/results-of-measuring-the-effects-of-career-guidance-and-counselling-at-employability-presented-at-the-conference-career-that-fits-youth.html>) as well as the study to identify mismatch between the expectations of employers and youth (the results are available at <http://www.careers.ac.rs/documents-download/viewcategory/5-implementation.html>).

Furthermore, currently, National programme and methodology for career guidance and counselling for persons aged 19-30 is being developed as a part of the Tempus project "Development of Career Guidance aimed at Improving Higher Education in Serbia – CareerS".

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?

Currently, the process of developing a new Strategy for Career Guidance and Counselling for the period from 2015 onwards has been initiated and it takes into consideration the effects of the actions which were taken in accordance with the previous Strategy.



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9. Slovak Republic

Štefan Grajcár, Lenka Beková

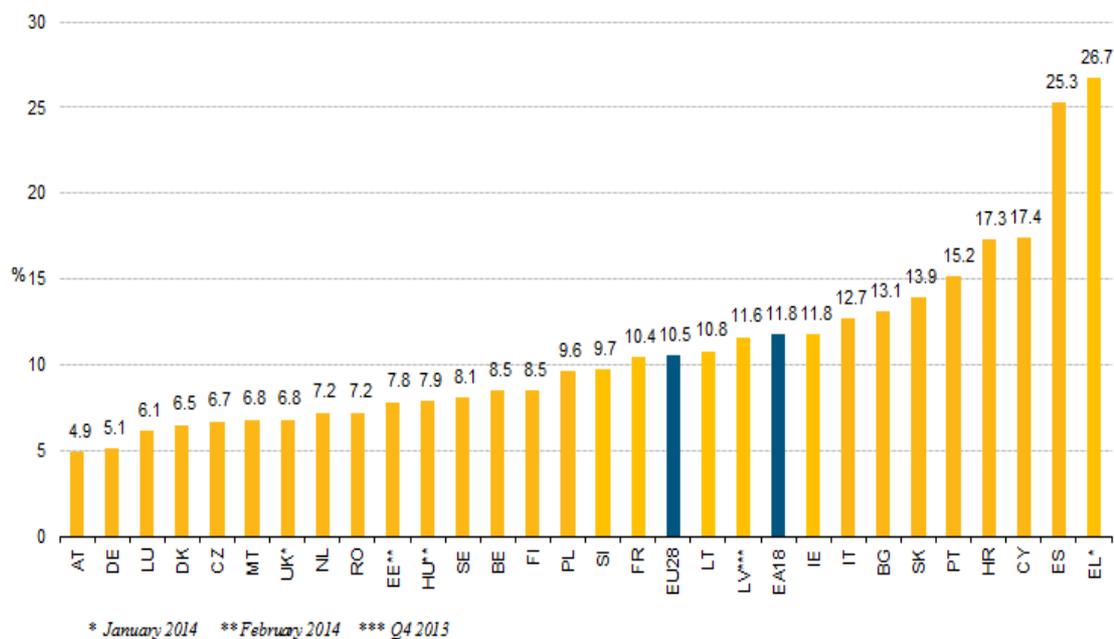
Euroguidance centre, Slovak Academic Association for International Cooperation

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

Youth unemployment (i. e. those between 15 and 24 years of age) cannot be viewed independently from the unemployment as such. In this respect Slovakia belongs to those countries where unemployment rate is higher than EU average, and this relates not only to the present (Graph 1), but very often also to the past, as is shown in Table 1:

Graph 1: Unemployment rate in EU-28 as of March 2014 (Slovakia with 13.9 unemployment rate is on the 23rd position)



Source: Eurostat

(http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Unemployment_rates_seasonally_adjusted_March_2014.png)



Table 1: Unemployment rate by country and year (EU-27/28; EU euro area; countries involved in the Cross-Border Seminar 2014)

Country/year	2006	2007	2008	2009	2010	2011	2012	2013*	2014*
EU-27/28	8.3	7.2	7.1	9.0	9.7	9.7	10.5	10.9	10.5
Euro area	8.5	7.6	7.6	9.6	10.1	10.2	11.4	12.0	11.8
Austria	4.8	4.4	3.8	4.8	4.4	4.2	4.3	4.8	4.9
Croatia	11.2	9.0	8.4	9.1	11.8	13.5	15.9	16.8	17.3
Czech Republic	7.1	5.3	4.4	6.7	7.3	6.7	7.0	7.1	6.7
Germany	10.3	8.7	7.5	7.8	7.1	5.9	5.5	5.4	5.1
Hungary	7.5	7.4	7.8	10.0	11.2	10.9	10.9	10.5	<i>n. a.</i>
Poland	13.9	9.6	7.1	8.1	9.7	9.7	10.1	10.6	9.6
Romania	7.3	6.4	5.8	6.9	7.3	7.4	7.0	7.3	7.2
Serbia**	<i>n. a.</i>	<i>n. a.</i>	13.3	15.6	19.2	22.2	25.5	24.1	20.8
Slovenia	6.0	4.9	4.4	5.9	7.3	8.2	8.9	10.7	9.7
Slovakia	13.5	11.2	9.6	12.1	14.5	13.6	14.0	14.2	13.9
Switzerland***	2.9	2.4	2.6	3.7	3.5	2.8	3.4	3.5	3.3

*As of April 2013, and March 2014

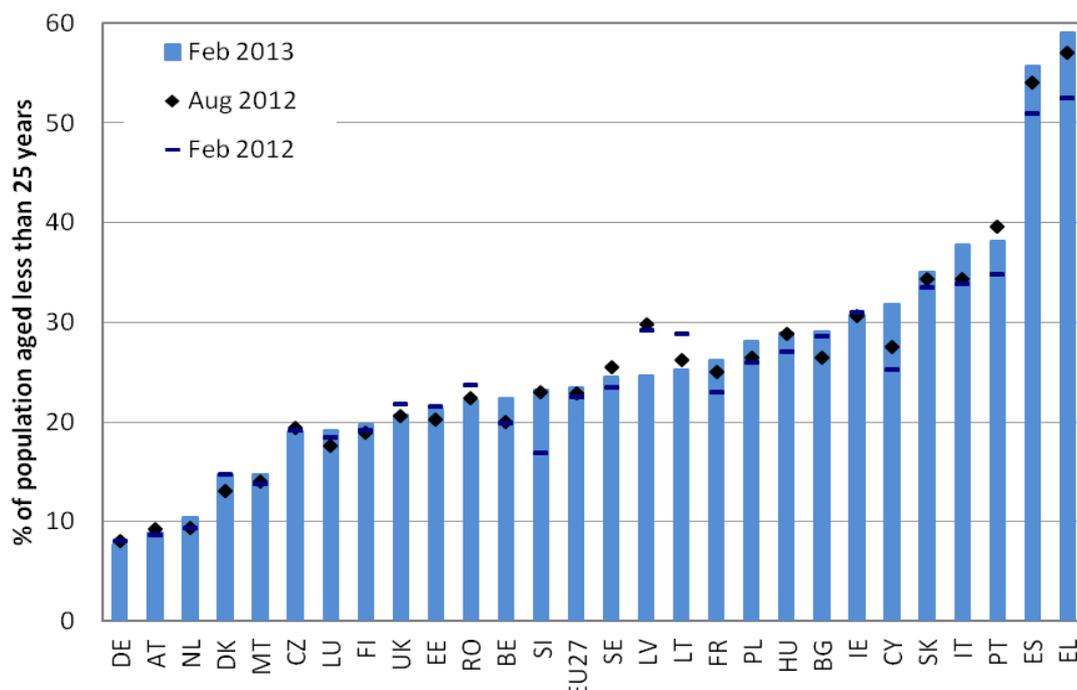
Source: Eurostat

**Source: Statistical Office of the Republic of Serbia (data valid for the 1Q of the respective year

***Source: Statista 2014 (<http://www.statista.com/statistics/263707/unemployment-rate-in-switzerland/>)

The situation in youth unemployment in Slovakia compared to that in EU-28, and also to previous years is shown in Graph 2 and Table 2:

Graph 2: Youth unemployment rate in EU-28 as of February 2013 and compared to that of August 2012, and February 2012 respectively





Source: http://ec.europa.eu/europe2020/pdf/themes/21_youth_unemployment.pdf

Table 2: Youth unemployment rate and youth unemployment ration in EU-27 in 2010, 2011, and 2012

	Youth unemployment rate				Youth unemployment ratio		
	2010	2011	2012	2012Q4*	2010	2011	2012
EU-27	21.1	21.4	22.8	23.2	9.0	9.1	9.7
Euro area	20.9	20.8	23.0	23.7	8.7	8.7	9.6
Belgium	22.4	18.7	19.8	22.0	7.3	6.0	6.2
Bulgaria	21.8	25.0	28.1	28.4	6.7	7.4	8.5
Czech Republic	18.3	18.1	19.5	19.3	5.7	5.4	6.1
Denmark	14.0	14.2	14.1	14.2	9.4	9.6	9.1
Germany	9.9	8.6	8.1	7.9	5.1	4.5	4.1
Estonia	32.9	22.3	20.9	19.3	12.6	9.1	8.7
Ireland	27.6	29.1	30.4	29.4	12.0	12.1	12.3
Greece	32.9	44.4	55.3	57.9	10.0	13.0	16.1
Spain	41.6	46.4	53.2	55.2	17.8	19.0	20.6
France	23.6	22.8	24.3	25.4	8.9	8.4	9.0
Italy	27.8	29.1	35.3	36.9	7.9	8.0	10.1
Cyprus	16.6	22.4	27.8	31.8	6.7	8.7	10.8
Latvia	37.2	31.0	28.4	24.7	13.9	11.6	11.4
Lithuania	35.3	32.2	26.4	24.2	10.4	9.0	7.7
Luxembourg	15.8	16.4	18.1	18.5	3.5	4.2	5.0
Hungary	26.6	26.1	28.1	28.8	6.6	6.4	7.3
Malta	13.1	13.8	14.2	14.5	6.7	7.1	7.2
Netherlands	8.7	7.6	9.5	9.8	6.0	5.3	6.6
Austria	8.8	8.3	8.7	8.7	5.2	5.0	5.2
Poland	23.7	25.8	26.5	27.5	8.2	8.7	8.9
Portugal	27.7e	30.1	37.7	38.4	8.2	11.7	14.3
Romania	22.1	23.7	22.7	22.2	6.9	7.4	7.0
Slovenia	14.7	15.7	20.6	23.2	5.9	5.9	7.1
Slovakia	33.9	33.5	34.0	35.1	10.4	10.0	10.4
Finland	21.4	20.1	19.0	19.3	10.6	10.1	9.8
Sweden	24.8	22.8	23.7	24.1	12.8	12.1	12.4
United Kingdom	19.6	21.1	21.0	20.7	11.6	12.4	12.4

* The quarterly youth unemployment rate is seasonally adjusted.

e: estimate

Source:

Eurostat ([http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Youth_unemployment,_2012Q4_\(%25\).png](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Youth_unemployment,_2012Q4_(%25).png))

There is another important point that should be mentioned when describing the situation of young people in Slovakia and their transition from education to labour market: Slovakia, together with Croatia, Slovenia, Czech Republic and few other EU countries, has already met one of the Europe 2020 Strategy targets – to reduce school drop-out rate below 10%. According to current Cedefop statistics the percentage of early school leavers from education and training (i. e. percentage of the population aged 18-24 with at most lower secondary education and not in further education or training) is one of the lowest in EU – 5.3% in 2012. This figure, together with the figure on youth unemployment rate (one of the highest in EU – 34.0% in 2012) could mean that youth



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unemployment is not caused by low education of young people, but by the fact that their education (including vocational education) does not correspond with labour market needs.

2. What policy of your country emerged as a response to youth unemployment?

In spite of the fact that youth unemployment in Slovakia is one of the highest in EU, as well as in OECD countries, for nearly two decades, no special or targeted policies or measures – just with one exception (see below) – were until recently implemented. One of the key reasons of this situation might be very low level of communication between the two key ministries – the ministry of education and the ministry of labour. In Slovakia there is a long tradition (and tendency) of strict sectoral approaches, and experience shows that especially in this area it is very ineffective and harmful policy.

Since 2004 (Slovakia joined EU in May 2004) there were several hundreds of various projects implemented and funded from the European structural funds, mostly European Social Fund, under Operational Programmes Human Resources (2004-2006), and Employment and Social Inclusion (2007-2013), and quite a lot of them were focused on young people. All these projects were regional and were focusing just on a relatively small group of young people, and because they were quite isolated they could not create synergy; moreover, without the ESF support they could not exist and therefore they could not have any substantial long term effects.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

Young people under 26 years of age are just one of several groups of those who are explicitly defined by the Act on Employment Services (2004) as disadvantaged on the labour market. According to the same legislation, a specific measure, so called “graduate practice” was implemented with the aim to help young people with transition from education to work/labour market. The purpose of this measure was to help young people, graduates of secondary schools and HE institutions providing them an opportunity to have a subsidised job immediately after they finished secondary school or graduated at the university. Through this practice, the duration of which was from 3 to 6 months, they could acquire some skills that are necessary for their success on the labour market. There were several thousands of graduates through the “graduate practice” offered to employers in all sectors and regions, and in some cases (far from majority) – when employers found that these young people show themselves as skilled and qualified for their company – they offered them a full time and paid job. Unfortunately, in most cases graduates immediately after they finished their subsidised graduate practice had to return and register at the labour office as unemployed job seekers. The graduate practice is viewed by graduates themselves, but also generally as a short term measure, or a measure with short term effect, and therefore it is not possible to expect more than it really offers.

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

Graduate practice is a measure of active labour market policy, the conditions and details of which are defined by the act on employment services (2004). In 2014 graduates can get about 130 € per month (in the previous year it could be nearly 195 €), but this is not a salary, but just an amount that should cover costs closely related to the graduate practice. Graduates must work for a selected employer 20 hour a week.



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Graduate practice is organised and managed by offices of labour, social affairs and family for registered young people under 26 years of age who left school no later than two years ago. Offices here close cooperate with employers – they both (an employer and the office) sign a contract, and on the basis of it the graduate practice is realised, and the graduates can get their money.

5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

Since 2012 the Ministry of Economy in co-operation with the Ministry of Education, employers' organisations, regional governments and self-governments organises each year in April in Nitra (during a national exhibition and a job fair called JOB EXPO, and EUROPEAN JOB DAYS organised by EURES Slovakia) an exhibition called the „*Young Creator*“, the aim of which is to present and support creativity of students of secondary vocational schools from the whole territory of Slovakia, and through this event help elementary school children (and their parents) with their career choice. During the exhibition the Ministry of Economy announces results of several competitions, and one of the most respected and valued is the Prize for the best co-operation of a secondary vocational school with an employer.

Similar exhibition with very similar aims, here under the title JUWYR, is organised each year in November by the Ministry of Education and the State Vocational Education Institute, where result of secondary VET schools are presented to the public, especially to elementary school pupils and their parents, here again with the aim to help them to find appropriate vocational or career path, and make good career decision (the first career choice).

6. Which concrete measures are planned to be applied in order to facilitate the implementation of the Youth Guarantee scheme for young people?

Youth Guarantee was approved by the Slovak government in February 2014, and in close relation to it several steps and measures are supposed to be implemented in near future. Amendments of current legislation in both education and labour/employment sectors are being prepared by both ministries: act on vocational education and training will introduce much closer co-operation between VET providers and employers; employers are supposed to be involved much more intensively into the process of defining labour market needs, as well as in defining the content of VET in all sectors, especially those which are vital for national economy. Here some elements of so called dual model of vocational education and training are planned to be implemented since the next school year (2015/2016). Simultaneously, the amendment of the act on employment services under the responsibility of the ministry of labour, social affair and family will introduce a legal right for the first job for young people under 25 years of age.

Youth Guarantee (200 million EUR for 2014 and 2015) has the following ambition and goals:

“The goal is 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 four months of becoming unemployed or leaving formal education. Examples of planned policies:

- Requalification programmes, training and job-search assistance offered by a third party, e.g. personal agencies, 15 million EUR



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- Subsidizing full-time employment of young people during at least 12 months, 45 million EUR
- Subsidizing start-ups: Entrepreneurs under 25 years, 10 million EUR
- Coaching centres: Strengths and weaknesses of young unemployed, 72 million EUR
- Strengthening the dual system at vocational secondary schools (work-based education directly in firms): Using Austrian and German experience, 20 million EUR
- Second chance for young unemployed to complete basic or apprentice education, 21 million EUR
- Direct jobs creation for young unemployed, 20 million EUR
- Community centres for training and coaching of marginalized young people, 18 million EUR
- Supporting small projects proposed by 13-17 year-old marginalized people, 8 million EUR
- Supporting NGOs working with young people, 10.5 million EUR.“ (Goliaš, 2014)

The Slovak government is currently trying to negotiate with the European Commission the possibility to extend the Youth Guarantee to young people up to 29 years of age. The reason for this lies in the fact that the unemployment rate in the age group 25-29 years is much higher than in the 20-24 age group.

7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

There is no doubt that better communication between labour market/employers and educational sector, i. e. schools, vocational education and training providers on all levels, sectors, nationally, regionally and locally is crucial.

Career education including career planning as an integral part of the state and school curricula, starting at the age of 10-11 years, is also very necessary. Current experiences show that children at the end of elementary school, at the age of 14-15, are not prepared to make qualified career, or future career development decisions, decisions on their future educational and vocational paths. Their parents do not discuss with them this topic, there is no time for it neither in school.

SPECIFIC QUESTIONS

1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs?...)?

Guidance and counselling services have a long tradition in Slovakia. First counselling facilities have been established in late 1950's and have developed to today's network of counselling centres covering the whole country and a variety of areas. Career guidance and counselling is also integral part of these services. These services are covered mainly by two sectors – educational sector and sector of labour/employment. Services organised under the regional governments or ministries are accessible for all groups of citizens and are free of charge. Although this area is a domain of state, there are some services offered by private sector and sector of NGO as well.

Within educational system there is a quite large network of guidance and counselling practitioners in different institutions inseparable part of whose job is to help pupils, students, parents and other educators to get acquainted with the world of education and work/employment. Teachers in position of educational counsellors (in all primary and secondary schools), special educators and school psychologists (they are not in all schools) provide vocational counselling, guidance and informational services at schools. These experts closely cooperate with centres for educational and



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psychological counselling and prevention. There are more than 80 centres for educational and psychological counselling and prevention providing also career guidance and counselling services.

In the organisational structure of the Central Office and regional Offices of Labour, Social Affairs and Family which are under administration of the Ministry of Labour, Social Affairs and Family, there are units providing career guidance services mainly for adults, registered job seekers, both employed and unemployed (including young people). This particular help is offered for those in search of work by Informational and Guidance Centres at Offices of Labour, Social Affairs and Family. Offices provide also counselling services, mostly for disadvantaged job seekers.

2. What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?

Most of these services in the sector of education are covered by educational counsellors and employees at centres for educational and psychological counselling and prevention that we already mentioned above. These services are also aimed at prevention of youth unemployment.

As an example we may mention the Centre for Educational and Psychological Counselling and Prevention in Čadca which was awarded the „National Career Counselling Awards“ in 2012 with special award for exceptionally successful activities in the area of career guidance and counselling in the education sector. Since 2012 this centre is realising the “Week of career choice” (since 2005 it was called “Days of career choice”) which offers information about the world of work, about requirements for particular job positions and includes activities for self-discovery, etc.

In the employment sector Offices of Labour, Social Affairs and Family continuously provide information and guidance services supporting vocational choices also to pupils of primary and secondary schools. For disadvantaged unemployed people, including young unemployed (according to law this group comprises those under 26 years of age) exists special measure – individualized counselling services, e. g. individual counselling, analysis of individual potential and individual action plan or additional training and education, graduate practice (form of internship).

The Ministry of Labour, Social Affairs and Family is guaranteeing an online tool known as ISTP - Internet guide to the labour market (www.istp.sk). It is a database of information about the world of work and it provides tools helping with search of job. Target groups are mainly unemployed people, but also pupils, students, and their parents, educational counsellors, employees and employers. It provides information also for vocational education and training institutions and employment services. Besides other things it allows clients to create their own profile by completing several questionnaires through so called “Job compass”. System gives recommendations for personal growth of individuals.

3. Which methods do exist in your country to support vulnerable groups (e. g. youth with disabilities, youth with migrant background)?

For pupils and students with disabilities there is a possibility to use services of special educational counselling centres.

In 2013-2015 the Research Institute for Child Psychology and Pathopsychology (VÚDPaP) is implementing a project titled *Comprehensive counselling system of prevention and influencing socio-pathological phenomena in the school environment*. This project can also contribute to increasing employment of graduates as it pays special attention to the quality of knowledge, career education and career guidance for students (until the completion of education and training). It addresses a system of educational counselling and prevention, within which psychological,



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pedagogical and special pedagogical activities are aimed at optimizing the educational, educational, psychological, social and career development of students with special educational needs in primary schools in Slovak Republic. Further information about project (in Slovak language): www.vudpap-projekt.sk.

Services for migrants are provided by the International Organization for Migration (IOM) through Migration Information Centres, various events and their website. They offer individual counselling, support of re-training courses and employment counselling.

4. Is there structural unemployment?

High structural unemployment is one of the most important factors influencing the level of unemployment. "High proportion of long-term, young and low-skilled unemployed suggests that the high unemployment may be caused by wrong institutional settings rather than by short term fluctuations such as economic cycles. In other words, it can be a result of wrong structural incentives set in the tax and social benefit systems, labour market rules, education system, etc. The proxy measures show that the structural unemployment in Slovakia, i. e. "the "natural" rate of unemployment that the economy would settle at in the long run in the absence of shocks, belongs to the highest in the EU and is almost identical with the overall unemployment rate. These findings confirm that to substantially reduce the unemployment Slovakia cannot rely on economic growth and it has to adopt institutional changes.

Most typical profile of unemployed: Long-term, young men, low-skilled.

- The long-term unemployment is the highest in the EU when 70% of Slovak unemployed do not have a job for over 1 year, half for at least 2 years and 29% for at least 4 years (Eurostat). Over past 20 years the share of unemployed for longer than 2 years increased from 19% to 45% (Statistical Office of the SR).

- One third of unemployed are aged 20 to 29 from which almost two in three are men (Statistical Office of the SR). International comparisons show that Slovakia has one of the highest youth unemployment rate in the EU (34% in 2012). However this number is biased because Slovakia has also high proportion of young people attending schools. According to Eurostat, Slovakia has 92.7% of young people (20-24 years old) having at least completed upper secondary education compared to the EU 28 average of 80.3%. Theoretically, if there was just one young man who would not study and he would be unemployed, there would be 100% unemployment rate in the country. However this would not signalize any problem. Therefore it is important to check indicators taking into account the whole population including students. In fact, the unemployment ratio and NEET rate show just slightly higher youth unemployment in Slovakia compared to the EU average (Table 2).

- The unemployment rate of low-skilled (ISCED 0-2, people with primary education) is the highest in the EU with 43% in 2012 compared to the EU 28 average of 18% (Eurostat). This number is partially biased because Slovakia has higher enrolment at secondary schools. Nevertheless, people with primary education account for 17% of unemployed, people with secondary education without final exam (former "apprentice" schools) for 37% and people with secondary vocational education for 29% of all unemployed (Statistical Office of the SR)." (Goliaš, 2014)

5. Are there some measures implemented in relation to the specificity of the region?

Offices of Labour, Social Affairs and Family realise active labour market measures, which are implemented according to regional unemployment rates.



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In regions some non-governmental organisations also exist, which address matters of their region. As examples we can mention organisations like “Tandem”, and “Člověk v tísní”.

Non-profit organisation “Tandem” was in 2013 awarded the „National Career Counselling Awards“, a competition organised since 2009 by Euroguidance centre Slovakia. “Tandem” offers services for pupils from upper-secondary schools and the award was relating to their activity *Where to go after school?* (full-day thematic and interactive programme with Live Library with representatives of different occupations and a set of activities aimed at different components of career guidance and counselling). It helps upper-secondary school students to develop their skills and competences necessary for career choices and knowledge about trends on the labour market, support them within their important decisions and in this way facilitate their choice of future career. This programme is implemented in upper-secondary schools across the ethnically mixed area of southern Slovakia and has been offered to upper-secondary schools since 2010.

“Člověk v tísní” (People in Need), a branch in Slovakia, is helping young people and also adults from socially excluded localities within community centres in eastern Slovakia. They provide career and employment guidance and counselling, as well as educational and other support services in the Prešov region, for example, in community centres Sveržov, Rošovce or Petrovany. For these activities the organization was also awarded in our competition in 2010.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

The Research Institute for Child Psychology and Pathopsychology (VÚDPaP) is the only workplace in the Slovak Republic that is focused on the complex research of psychological aspects of child and youth development and on the research of conditions that influence this development. Key research areas are: mental development of children, specifics of mental development of children from minority groups, those with disabilities or those from socially disadvantageous environment, and social development of children and youth.

The Institute for Labour and Family Research (IVPR) is an organization providing research focused mainly on the sociological study in the field of social and family policies, labour market and employment policies, industrial relations and working conditions and in the field of occupational safety and health.

Research connected or directly dealing with guidance and counselling is also realized at some Slovak universities.

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?

New concrete counselling instruments have not been adapted in Slovakia so far. Policy measures (connected to Youth Guarantee scheme) include (and support):

- centres for youth offering counselling services; community centres for marginalized young people;
- re-training and further education programmes, training and job-search assistance;
- subsidizing full-time employment of young people during at least 12 months and subsidizing start-ups for young entrepreneurs;



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- second chance for young unemployed to complete education;
- direct jobs creation for young unemployed; etc.

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10. Slovenia

Marko Zupančič

ESS and Euroguidance Slovenia team

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

Prolonged economic crisis including the regression of economic activities and employment considerably accelerated the growth of youth unemployment in Slovenia in the second half of 2012. With youth unemployment approaching 25% Slovenia joined countries with the explicit problem of providing work for young people within the EU. A reduction of labour activities was clearly reflected among young people. The share was much higher than among other age groups because the number of employees aged 15 to 29 years decreased by 30.2%. The survey of registered unemployed show that in December 2012 27,485 young people aged 15 to 29 years were registered among the unemployed, of whom more than 60% were aged between 25 and 29 years. This age group was also dominated by women. Almost half of all unemployed young people were without work experience and/or are looking for the first job. Alarming is also the fact that the number of long-term unemployed young people has been increasing, irrespective of the level of education which is especially the case with the young possessing a tertiary level education. In the labour market we are faced with inadequate structure of young people's education. In June 2013, the share of young people (aged 25-29) with a tertiary education was 28.2%. The macroeconomic conditions reflect an unfavourable economic situation and demographic movements, which record a decrease in the number of young people in the labour market. According to the projections the number of young people in the 15–29 age group is expected to consistently decline until 2023. The educational structure of the working age population is changing slowly. In particular, the share of the tertiary educated young people and the share of population with secondary professional or secondary general education have increased while the share of population with vocational education has decreased. Demographic and structural changes will have a strong impact on the labour market. Low demand for labour due to the adverse economic conditions resulted in the greatest reduction of employment in youth and people with low education in the period between 2008–2012.

2. What policy of your country emerged as a response to youth unemployment?

The deterioration in employment prospects of young people calls for the setting up policy of specially tailored measures for youth employment, covering innovative and effective approaches and measures to improve the situation of young people in the labour market. Within the framework of the **Youth Guarantee** programme, the implementation of measures that have so far proven to be effective in increasing the employability of young people and which, on the basis of evaluations performed, are estimated to be worthy of being maintained and upgraded will be continued. In recent years the appropriate combining of compatible active employment policy programmes in order to achieve more permanent effects (e. g. involvement in the programme of on-the-job training, followed by entering employment by means of subsidies or entering a



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programme for the acquisition of national vocational qualifications), has proved to be very effective and therefore this kind of "package" approaches will be continued and upgraded with new content. In conjunction with the recommendations of the European Commission as well as on the basis of previous negotiations with social partners and youth representatives additional systemic measures on the national level are urgently needed in the following areas:

- To strengthen the links between the educational system and the economy, in particular by increasing the amount of practical work carried out directly with employers in the course of the educational process,
- To provide regular and systematic forecasts of short-term and medium-term promising and shortage occupations and sectors,
- To provide a system of high-quality traineeships that allow the acquisition of work experience required for practising an occupation,
- To reform student work on the principle of "every job counts," so that all entitled persons will be guaranteed the minimum social and economic rights and properly recognised work experience.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

The measures of the Youth Guarantee will be available to all young people in Slovenia from 15 to up to 29 years of age. Preventive measures aimed at schooling young people will be implemented, as well as measures aimed at unemployed young people. The measures will be available to unemployed people immediately after the occurrence of unemployment (registration within the Employment Service Slovenia or ESS). During unemployment they will be adapted to the specific needs of particular target groups of the young.

After registering as unemployed persons all will be provided with information and basic career counselling by the youth counsellor. Young people who require in-depth consideration shall be provided with the latter according to their specific needs. Short workshops will be available to young people. The purpose of the workshops will be to identify young people's needs and determine which measure of the Youth Guarantee will be the most meaningful for an individual. In the career centres young people already have available information and assistance in seeking employment, as well as the use of accessories for self-managing their careers.

After the expiry of three months of unemployment all young people, who in these three months fail to gain employment, will receive further career counselling that will review the effectiveness of the agreed activities and, if necessary, launch more intensive support to finding employment in the context of lifelong career guidance activities and active employment policy programmes with the aim of improving their employability chances. Young people with an entrepreneurial idea and a desire for self-employment shall be offered training on entrepreneurship and receive support in the realization of their entrepreneurial idea.

The Emergency Measures in the Field of Labour Market and Parental Care Act set up in July 2013 also introduced a temporary boost to employment of young unemployed people, which will apply until the end of 2014. An employer who in this period concludes an employment contract on a permanent basis with an unemployed person under the age of 30 who has been registered as unemployed for at least three months, shall be fully exempt from paying the employer's contributions for pension and disability insurance, health insurance, parental care insurance and unemployment insurance for the first 24 months of the employment.



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After the expiry of four months of unemployment the unemployed person shall be offered additional supportive measures within the active employment policy context, which include more intensive incentives for employers (employment subsidies, co-financing traineeship in certain sectors, mentoring schemes). After the expiration of twelve months of unemployment (long-term unemployed), they will be offered the most intensive forms of incentives such as participation in public works. The lifelong career guidance action is also of crucial importance and will be implemented from the early elementary school period throughout the entire schooling process and will continue after entering the labour market. All young people who decide for an independent entrepreneurial path may also use the services of one-stop shops, where they will receive free assistance in the registration of their enterprise, as well as broader advice and training to get them started and for further operation of their businesses.

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

The following sectors are responsible for implementing the Youth Guarantee in the period 2014 – 2015: The Ministry of Labour, Family, Social Affairs and Equal Opportunities, The Ministry of Education, Science and Sport, The Ministry of Economic Development and Technology, The Ministry of Agriculture and the Environment, The Ministry of Culture. The cooperation and integration with employers, representatives of youth and the ESS is of vital importance for a successful implementation of the Youth Guarantee. This is the only way to achieve the desired long-term effects on the labour market, meet the needs of the economy and at the same time take into account the aspirations and needs of young people. The social partners also play a role in approving financial reservations for the active employment policy and cohesion policy measures within the Active Employment Policy Action Plan for each year or budget period. Career counsellors who are going to work with youth anew have a role to build a suitable bridge for individuals from education and training to employment.

5. What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?

Beside other responses two supportive career guidance practices are important: ESS have employed additional 40 (+20 are expected) guidance counsellors specially dedicated to youth for the duration of YG scheme and within life-long orientation programme new workshops are set up dedicated to promote enterprise for counsellors as well as for users who need support to start enterprise.

6. Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?

Important measures which are going to be further concretized are: a) Strengthen the links between the educational system and the economy, in particular by increasing the amount of on-the-job training during the training carried out directly by the employers b) Provide regular and systematic



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forecasts of short-term and medium-term promising and shortage occupations and sectors and c) Provide high-quality traineeship system that facilitates gaining work experience required for practising a profession etc.

7. What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

Economic revive, enterprise promotion and supporting self-responsibility on one side and upgraded career management skills/vocational education within school subjects on all levels of education are good base for long term fighting against youth unemployment.

SPECIFIC QUESTIONS

1. How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs?)

Within the Youth Guarantee, the measures planned for the period 2014–2020 are listed and the assessment of assets necessary for their implementation is given. Actual implementation and realisation will depend on finances provided under the annual budget of the Republic of Slovenia. The majority of finances needed for the implementation of the measures will be provided under the framework of the European Social Fund and Slovenia will also qualify for financing from the Youth Employment Initiative. Main stakeholder , from guidance perspective – youth counsellors with set of guidance information and counselling resources , are listed at point 4. To provide targeted and segmented measures, young people were classified in the following target groups: Young people in the process of education; Unemployed young people with the first and second level of education; Unemployed young people with the third, fourth and fifth levels of education and Unemployed young people with the sixth, seventh and eighth level of education. Each of the target groups has its own characteristics that significantly influence their employability. Also NEETs are going to be included in counselling treatment with an aim to find appropriate solution which can upgrade their status. Important actors in this project are: Career centre counsellors within faculties and in the frame of universities, Eures and Project learning for young adults - PLYA. The purpose of the programme PLYA is to encourage young unemployed people and other job seekers under 26 years of age to find a job or return to education by helping them improve their general knowledge and obtain functional skills and competences they need to enter the labour market or reintegrate into the school environment and everyday life, shape professional identity and engage in social and cultural action. The key objectives of the programme are the following: to stimulate personal growth, to overcome social exclusion and to provide general education and shape professional, social and cultural identity.

2. What counselling services and tools are most frequently used? What would you consider to be your country’s examples of best practice?

Between most frequently used counselling services are in career centres within ESS with diversified workshops (how to get first employment etc.), some are running also by concessionaires or in the frame of university career centres. Online guidance tools are: web portal Moja izbira (My choice), Kam in kako (Where and How), career self-assessment test and other guidance resources developed in the frame of Department for lifelong career orientation. Example of good practise is a



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public verified programme **Project learning for young adults** which aim is to encourage young unemployed people and other job seekers under 26 years of age to find a job or return to education by helping them improve their general knowledge and obtain functional skills and competences they need to enter the labour market or reintegrate into the school environment and everyday life, shape professional identity and engage in social and cultural action.

3. Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?

As part of the programme of measures to implement the objectives of the development strategy for social entrepreneurship social enterprises will in 2014 and 2015 receive special incentives for the employment of vulnerable groups and the training and education of persons responsible for the management of social enterprises and work with vulnerable groups.

In the frame of Employment Service Slovenia Info point for foreigners support to youngsters and other visitor from abroad are combined by: assessment of their education, presentation on education and training possibilities and additional learning assistance along obtaining national vocational qualification.

4. Is there structural unemployment?

University degree student supply on job market is much higher than demands for them apart on the field of social sciences. Since 2008 the number of unemployed young tertiary graduates has more than doubled. In particular, among those aged 25–29. This is the reason why the official proposed to implement the Youth Guarantee Scheme for the group aged 25–29.

5. Are there some measures implemented in relation to the specificity of the region?

Yes. Within the Initiative for youth employment and project called First challenge it is anticipated that from spring 2014 onward employers can get a subvention for employment of those who are less than 30 years old and at least 3 months registered as unemployed. This measure will last one year and is specially designed for East Slovenia.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

Within research on Youth and national labour market in spring 2013 results have shown that youth unemployment in period of crisis from 2008 to 2013 were higher than in other age groups. More focused approach to youth has risen in last few years also in Slovenia and one of the results are changes in counselling methods in the frame of national career centres where more time will be dedicated by guidance practitioners to first interview with youngsters as well as for following sessions.



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- 2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it?**

Yes. Feedback from users in guidance and professional estimation has shown that guidance portal eCounselling set up in 2008 within ESS was too pretentious and renovation of the portal are oriented to make it more understandable and useful. Career self-assessment programme Where and How which is used in most elementary schools and also in public employment offices was originally took source on discs and after 14 years in 2013 were transported on internet set up which offer additional possibilities for work in guidance for youth.

Sources

Youth and labour market, 5/2013

Youth Guarantee programme, 1/2014

Employment Service of Slovenia (ESS) and Ministry RS for Labour, Family, Social affairs and Equal opportunities



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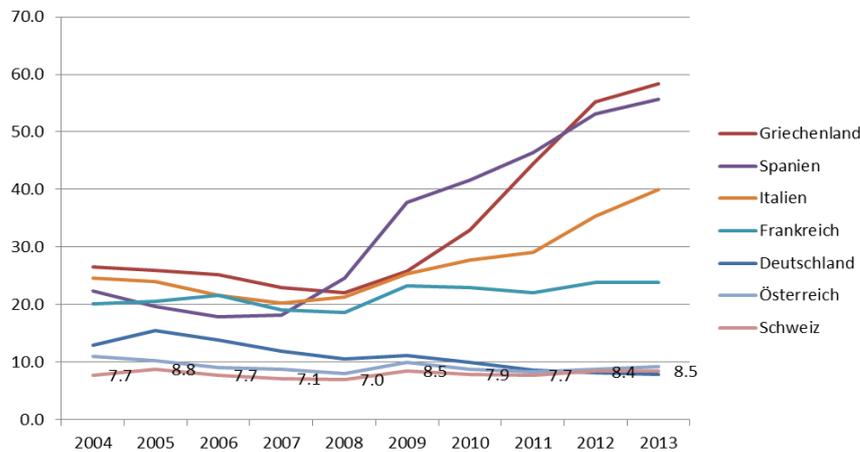
11. Switzerland

GENERAL QUESTIONS

1. What is the general situation regarding youth unemployment in your country (including statistical data)?

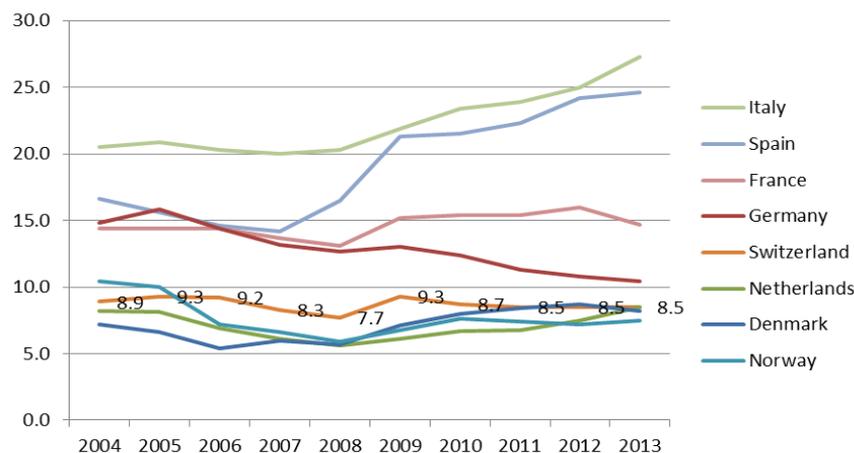
Youth unemployment in Switzerland is rather low by international standards. One main explaining factor is the importance of the dual vocational education system. Similar systems are in place in Germany, Austria, the Netherlands and Denmark.

G1: Unemployment rate age 15-24



Source: Eurostat

G2: NEET* rates, age 15-34



Source Eurostat

* Persons not in employment, education or training



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2. What policy of your country emerged as a response to youth unemployment?

Youth unemployment in recent years was dealt with within the existing structures such as the unemployment insurance or cantonal institutions concerned with professional orientation or the so called case management for young people. These structures were built up gradually since the beginning of the 1990's, when youth unemployment rose very sharply.

Within the unemployment insurance young people benefit from normal counselling measures and active labour market programmes. One type of programme within the unemployment insurance, the so called "semestres de motivation" are tailor made for young persons who have difficulties to find an apprenticeship.

Besides the unemployment insurance there are several institutions at the cantonal level dealing with the problem. For young people with the most severe problems of labour market entry there is a case management in place at the cantonal level.

3. What are the goals of these policies? What are the measures for the realization of these policies? What activities / methods are used? Are evaluation and monitoring implemented - in what way?

For most young people, youth unemployment is a problem of transition between education and the labour market. For young people at the end of compulsory schooling the goal is to find an apprenticeship or another appropriate education at the upper secondary level (transition I).

For people at the end of an apprenticeship or another upper secondary education the goal is to find an appropriate job as soon as possible (transition II). Within the unemployment insurance counselling as well as programmes of active labour market policy are provided to the young people. Measures such as internships are also offered especially to young people.

Measures are tailor made for young people depending on whether they are in transition I or transition II. This distinction is important for the effectiveness of the measures.

4. What type of stakeholders are involved in its implementation, what are their interests (unemployed, employers, etc.)?

Unemployed: access to education and improve short and long term labour market outcome

Public services: Validate the economic potential of the population at working age, avoid social costs in relation with low educational outcomes and long-term unemployment.

Employers: Access to labour with appropriate qualifications



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5. **What examples of good practice have emerged as a response to youth unemployment (the improvement of the relationship between education and employers at national and regional levels; guarantee for young people, support in job search, entrepreneurship, promotion, implementation of information about careers, organizing trade fairs, seminars and events related to career building, a program of professional counselling, apprenticeships, internships)?**

The approaches of fighting unemployment and especially youth unemployment are very much decentralised in Switzerland. A decentralised approach seems to us to be good practice, since educational, institutional as well as labour market specificities can be taken into account. With respect to measures we don't have evaluations about their relative effectiveness.

6. **Which concrete measures do you plan to apply in order to facilitate the implementation of the Youth Guarantee scheme for young people?**

There are no additional measures planned.

7. **What else can be done on the issue of youth unemployment, relying on the policies and practices of lifelong guidance?**

/

SPECIFIC QUESTIONS

1. **How is guidance for fighting youth unemployment organised (Who are the main stakeholders? on which levels of education, e.g. prevention of youth unemployment in schools? support for NEETs? ...)?**

Cantonal level: Education institutions, career guidance, case management, social services (sometimes local level)

Federal level: Unemployment insurance (implementation at the cantonal level)

The measures of the unemployment insurance are supposed to be subsidiary.

2. **What counselling services and tools are most frequently used? What would you consider to be your country's examples of best practice?**

Seen from the perspective of experts in the field of vocational education, the occupational and social integration of young people is one of the top priorities on the socio-political agenda. An educational attainment higher than the compulsory level considerably facilitates the integration into society. The introduction of Case Management in Vocational Education (Case Management in der Berufsbildung, CM BB) aims at maximising the number of youth and young adults to have the chance of completing their basic vocational education (cf. Specific Question 3)

3. **Which methods do exist in your country to support vulnerable groups (e.g. youth with disabilities, youth with migrant background)?**

CM BB is a structured method for youth with multiple problems: during the phase of career choice and vocational education, the Case Management office is responsible for planning, coordinating and controlling the advancement across institutional boundaries. The empowerment of young



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persons at risk as well as the increase of efficiency and effectiveness of the measures in place are the central goals and should be achieved through active management and organisation of the processes.

4. Is there structural unemployment?

Youth unemployment in Switzerland is mostly frictional. Long term negative outcomes of youth unemployment would be a low level of qualification due to a lack of appropriate apprenticeship programmes. Especially if too many young people fail to complete an education at upper secondary level, youth unemployment would contribute to structural unemployment in Switzerland.

5. Are there some measures implemented in relation to the specificity of the region?

In a decentralized approach (with 26 cantons responsible for the implementation) measures are usually adapted to the specificities of a region. For instance there are also cultural differences (reflected in the education system) between the three main linguistic regions of Switzerland.

RESEARCH AND DEVELOPMENT

1. What are the results of the research in the field of counselling methods for youth (if any)?

There is no evaluation of measures particularly focussing on youth. Evaluations for labour market policies in general can be found under the following link:

<http://www.seco.admin.ch/dokumentation/publikation/00004/00005/index.html?lang=de>

The Swiss activation policy in general has been analysed by the OECD in 2010.²⁵

2. Did policymakers and/or caseworkers adapt the instrument over time, so as to enhance its effectiveness? For instance, one may think of targeting the instrument more accurately to specific worker groups that benefit most from it)?

Policies to fight youth unemployment have been steadily adapted to the changes in the economic situation. Instruments such as active labour market programmes, measures to promote apprenticeship or (more recently) the case management have been gradually introduced and optimized since the 1990's.

²⁵ OECD (2010), ACTIVATION POLICIES IN SWITZERLAND, OECD SOCIAL, EMPLOYMENT AND MIGRATION WORKING PAPERS No. 112