# TRANSNATIONAL COOPERATION AGREEMENT (TCA NO. 4161) **DISADVANTAGED YOUNG PEOPLE:** JOINING THE WORLD OF WORK





























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#### TRANSNATIONAL RESEARCH SUMMARY

#### INTRODUCTION

Following the introduction by the Amsterdam Treaty (Article 136 and 137) of the fight against social exclusion among the Union Objectives, the Lisbon European Council of March 2000 asked Member States and the European Commission to take steps to make a decisive impact on the eradication of poverty by 2010. Building a more inclusive European Union was thus considered as an essential element in achieving the Union's ten year strategic goal of sustained economic growth, more and better jobs and greater social cohesion. It has also been agreed that Member States should co-ordinate their policies for combating poverty and social exclusion on the basis of an 'Open Method of Co-ordination' (OMC). The European Community Initiative EQUAL is part of this process.

Co-financed through the European Social Fund, the Community Initiative EQUAL is designed to test new ways of tackling discrimination and inequality experienced by those in work and those seeking work. Priority is given to human resources development, in particular integration of disadvantaged groups in the labour market and society in general through improvement of lifelong learning and the creation of new jobs.

In the framework of EQUAL support is given to new and innovative solutions for eliminating inequalities and discrimination in the labour market. The overall goal is to include successful solutions in existing support instruments in the field of social, education and employment policy. Embedded in the European Employment Strategy and Social Inclusion process, EQUAL gets involved with the thematic fields employability, entrepreneurship, adaptability, equal opportunities for women and men and an additional priority field, i.e. asylum seekers with the subsections Gender Mainstreaming, Empowerment, access to information and communication technology, combating racism and xenophobia and provide openness to disabled people.

The relevant transnational partnership consists of one Lithuanian, one Austrian and one German DP. Although the actual situation, administrative structures and social policies in the three countries are quite different, the target groups of the DPs, young people facing multiple exclusion, feature similar disadvantage structures. The three DPs share the main goals to strengthen the employability of their target groups and to open up new access routes to the labour market. The basic approach is to activate and analyse the young people's potentials and competences through a high level of participation in the projects and a common development of new paths towards the labour market through empowerment.

To open up these innovative accesses for disadvantaged young people all three DPs focus on a better cross-linking in the support structure. In order to ensure the regional networking and the social partnership in the welfare mix the internal line-ups of the three partner networks bring together NGOs, administrative and public organisations.

The transnational cooperation is based on the joint-development approach where the good practice examples are enhanced and tested for their transferability in the European context.



This approach has four focal points:

- Identifying of common problems that disadvantaged youth faces in three European countries, namely: Austria, Germany and Lithuania;
- Identifying the best practices of working with disadvantaged youth aiming at their social and labour market integration;
- Improving the competences of the social workers that are in direct contact with our target group; and
- Elaborating common recommendations for our project findings' (and in particular innovative measures aiming at greater social and labour market inclusion) mainstreaming at the field work and policy levels.

The results of transnational research according to this approach are presented in three country reports:

- Part 1 Austria
- Part 2 Germany
- Part 3 Lithuania

#### **BRIEF DESCRIPTION OF COUNTRY REPORTS**

#### Austria (space!lab)

In Vienna it has been observed for over a long period that more and more young people have a hard time coping with the transition from school to the labour market. The reasons are low education (they often even lack a secondary school certificate), no support by their families, migrant background, (former) drug abuse, imprisonment and others. Particularly for this group of young people conventional ways of integration into the labour market (school, apprenticeship/training, work) do not function sufficiently. They often stay away from the institutions of labour market policies, do not register at the public employment service (AMS) or refuse to participate in training measures due to negative learning experiences in school or in former labour market measures. These mechanisms lead to increasing social exclusion. As unemployment among this target group is also high due to lack of jobs, it is pivotal to create new fields of activity.

The DP space!lab offers low-threshold opportunities to enter the labour market to 15-24 year-old, low-qualified young people who are remote from the labour market due to the underlying causes described above. The young people are reached in their own environment and motivated by specific measures in such a way that they take part in practically oriented training and find work in a pilot-like form of employment. The integration measures which start out from the strengths of the target group are linked up with innovative service sector niches in the field of Open Space Management. At the same time potential demand on municipal and private-industry level is sounded and firmed up. In order to open up approved and well-researched fields of activity for the target group, the DP develops a sustainable Employment and Training Model in cooperation with decisive policy-makers on labour-market policy, communal and private-industry level, which, upon the conclusion of space!lab, is to become integral part of labour market policy.

The strategies applied by space!lab demand innovative methods relating to the target group and the public as well as the multipliers. In order to facilitate the target group's integration into the labour market, not only expert training but also social skills are needed. Empowerment serves as an integral part of the overall target-group-related work and is defined as an attitude towards participants in space!lab. The activities set by and within the DP do not focus on the young people's deficiencies but on their strengths and skills, which are recognised and promoted. It has furthermore turned out an ideal model to combine training and employment, theory and practice for preparing young people for the labour market as it facilitates different ways of learning and minimises the potential of frustration. A Case Manager was installed as continuous coach, who establishes a relationship of trust and can react to participants' personal needs. Different tools aiming at public visibility of the target group turned out very valuable..

Convincing relevant multipliers in the field as supporters for an innovative pilot project such as space!lab was a central challenge. Space!lab thus made use of existing networks, contacts and knowledge about good employment projects. The out-of-school youth work network with its positive transport of project information helped reaching a large quantity of young people and made sure space!lab was highly recognised in Vienna. In the following space!lab established a network between out-of-school youth work multipliers and advisors from labour market policy information centres that had not existed earlier.



space!lab opened up niches as interesting fields of activity for the target group that will most likely even be more interesting in the future. Two fields were established as pilot projects and in the following serve as examples for good practice: Green Space Planning and Shaping as well as Event Management and Technique are fields that link up to the very interests and experiences of young people and therefore highly motivate them. While a long-term cooperation with the Parks and Gardens of Vienna as well as with sports associations in Vienna could be established in the Green Space field, the event sector included a Band Contest in cooperation with the Viennese Vocational School's culture and sports association, a cooperation with Workstations, an association taking over district-related and participative activities; Willfriede, a worldwide peace initiative and event-related activities at the Vienna Sport Festival. What all fields and projects had in common: There was a strong emphasis on linking up theory and practice, participation, empowerment and public visibility. Last but not least: all projects and hence best practice examples of space!lab have a strong potential for enhanced youth integration into the labour market.

#### Germany (EP PAKT)

The current situation in Germany is characterised by an enduring lack of vocational training and employment positions. Related to this background the EP PAKT – Partners Advancing Competence and Employability in Tandem – attends to develop and test out new forms of qualification and employment as well as integrated models of transition for (disadvantaged) young people. Thereby the new Länder are particularly affected by the socio economic problems so that we talk about a double disadvantage structure concerning the target group. Biographic and social problem complexes and handicaps associate with disadvantages that result from the structural problems on the labour market.

Starting from this, PAKT combines new forms of individual development of ability with regional development of employment fields. This approach differentiates PAKT from other DP or labour market oriented programs which focus mostly on activation of the target group as well as on individual vocational training. The projects are predominantly located in regions with low infrastructure in the new Länder of Germany. The main idea is the cooperation of two organisations in a tandem, one from the employment promotion service for young people, the other one from the youth welfare system. Traditionally, both supporting systems are working adjacently to one another and are to a great extent focused on their institutional framework and logic of action. Through the cooperation in a tandem this pillarisation can be opened up and both partner can bring in their specific competences and approaches in the development of target group oriented regional projects of qualification and employment.

Concerning the individual development of ability the work in the projects is oriented towards the strengths and potentials of the young people as well as towards a wide involvement of the target group in the development of the projects. Regarding the development of employment the aim is to discover and test out innovative or idle regional fields of activity and niches of employment. Essential is the combination of these two sectors in concrete projects, one basic method is a professional Case Management which integrates both perspectives.

One good practice example is the development of an integrated diagnostic for the target group how it is applied in one of our projects in Wrangelsburg. This diagnostic integrates different procedures and interdisciplinary professions and enables this way a comprehensive diagnosis in the process of work. On this basis the competences of the young people can be opened up and adequate and individual interventions or supporting measures can be conceptualised. Other diagnostic methods focus mostly on limited details of the personality, e.g. professional competences, and disregard important aspects which play a decisive role in the transition to vocational training or employment. The tandem partner disposes of an access to regional networks where the participants can find fields of application which are in accordance with their personal competences.

Another example is the regional and participation oriented development of employment in Riesa. Here the project site is linked with the tourism strategy of the region building up a Euro Camp having regard to all relevant actors in this field. Thereby the young people are involved in all phases and sectors of the project (conception, construction, project management etc.). In this case the wide participation of the target group as well as the usage of the regional potentials has to be emphasized as a best practice.

#### Lithuania (SYME)

The major trends in the Lithuanian economy recently have been, on one hand, the stabilization of the economy, strong growth, and decreasing unemployment, and on the other hand, alarmingly high emigration (especially among youth) rates. Despite decreasing unemployment, youth are almost twice as likely to be unemployed as the general populace. At the same time, Lithuania is starting to experience a shortage of workers, especially highly skilled blue-collar workers. The unemployment rate for young people with low educational attainment is almost twice as high as the unemployment rate for youth with higher education. Therefore, one of the greatest problems to solve is to motivate for the employment and to provide vocational and social skills training to the most disadvantaged young people who come from poor environments and have a low level of education.

DP "SYME" (Strengthening Youth Motivation for Employment) has been designed to develop new methods for the social integration of disadvantaged youth (16-25 years old) through integration into the labour market. This group is not visible to authorities since many of them are early school leavers and not registered as unemployed. Besides, there is still no mechanism in Lithuania for finding, registering and providing support and education to this disadvantaged group. The necessity of a new approach for this group of young people is also rooted in the inflexible and formal Lithuanian education system and undeveloped social protection. The formal educational system does not offer alternative ways to provide basic knowledge and vocational education to disadvantaged youth. Usually these youngsters are socially uncared for, inclined to learning through practice, and have already learned socially unacceptable forms of behaviour which they find necessary for survival. Besides they have no developed learning, conflict and hard situation resolution, responsibility and future planning skills. As a rule these young people leave school early without material support, basic knowledge, or social or vocational skills. Due to this they have restricted possibilities for successful integration into the labour market and society. It is therefore important to identify which methods of education/training and work are most effective with our target group.

Due to the inherent lack of a social partnership culture and policy coordination among different policy fields in Lithuania, DP "SYME" provide disadvantaged youth with greater opportunities for integration into the labour market and/or education by gathering profound know-how on social youth exclusion, offering a greater variety of paths towards the labour market, and creating a solid social partnership network of public, NGO, and private sec-



tor organisations active in the field. One of the main aims of such a partnership and division of tasks is to actually create and promote the links between the main social partners in the youth social inclusion policy field during the project and promote and facilitate development of a common understanding of the complexity of the problems that disadvantaged young people face.

The ultimate goal of this project is to develop a feasible model/system of social guidance by combining the diverse know-how and expertise of project partners. The main innovation of the project lies in a unique mix of activities used to work with the target group. The activities include courses on basic vocational, socialization, and employment skills. Vocational skills include such skills as driving, foreign languages, and computer literacy. Socialisation skills combine group activities, activation and motivation sessions through art therapy, and individual psychological counselling. Employment skills and market knowledge include personal career guidance as well as courses on market economy and entrepreneurship basics.

During these activities several methods developed especially for disadvantaged youth were used, namely: motivation through mutual trust and personal relationship development, education through work, a flexible education method, collective work and group learning, and the art therapy method. The most important aspect of these methods is their approach towards youth: paying individual attention to a person with a particular background without identifying him/her with the problems she/he faces.

In the course of the DP SYME projects, the three best practices that proved to be very successful and that constituted the necessary structure for disadvantaged youth — the Youth Home, Youth Centre and Craft Centre — were identified. The Youth Home was established for state childcare institution leavers as a transitional establishment providing support for the ones not yet ready to live by themselves. The Youth Home practice is about teaching the state care institution leavers to live a self-sufficient life by creating the necessary environment to develop skills that are lacking and to accumulate vital community/societal experience. The main method applied in working with the youth is fostering analytical reflectivity towards their own life, expectations, aims and needs, which is often very new for the state care leavers. These social skills are of great importance for this group of young people for further steps towards successfully finding ways to increase skills needed for employment or/and finding a stable work place.

The goal of the Youth Centre is to empower young people in rural areas — to offer them alternative stimulating occupations through non-formal educational courses in order to foster and enrich their practical working skills and their social and vocational skills. The main principle of learning at the Youth Centre is learning though practice and motivating youth to learn by giving them responsibilities and duties. The local youth newspaper project can serve as an example. None of the volunteers or youngsters had experience writing articles or editing newspapers, and many of them did not even know how to use a computer. Thus the initial objective was to teach the youth computer skills. Education itself was not the objective but the means of accomplishing the task. Such an approach makes learning processes more exciting and acquired skills more applicable and also creates a favourable environment for focusing on the development of values and social skills. Furthermore, it allows the creation of teamwork skills and the increase in self-esteem and initiative that is crucial for finding and keeping a job.

The Craft Centre is oriented towards youth living in poor social conditions and aims to provide informal vocational training, leisure time and employment organization for young people living in poverty or social risk families. Key principles of the practice include developing vocational skills by learning crafts in small groups, organizing

meaningful leisure time through informal learning, sports and cultural activities, providing psychological, social and material support, and evangelising youth. After one year of implementing this complex method of work with disadvantaged youngsters, they gather vocational skills and, more importantly, change their unsocial behaviour and become more willing to integrate not only in the labour market but also in society.

Therefore, in face of rapid social and economic transformation in Lithuania, which placed disadvantaged youth outside the system, this project revealed that some crucial changes are necessary. On one side, there is a need to develop a system of social guidance for disadvantaged youth in order to empower them and to increase their visibility in a social/educational policy context. This social guidance system should be based on the principles of close co-operation and social partnership among responsible institutions and also incorporate the principle of a "single contact person". Besides, the educational system must include a formal option for youth with practical learning patterns and more alternative ways to gain the necessary knowledge and skills for employment. On the other side, it became clear that vocational training for disadvantaged youth is not effective without the development of personal and social skills. Vocational training programmes should also be adjusted to the patterns and pace of learning of disadvantaged youth. Finally the success of preparing youngsters for employment is increased by the development of a trust-based relationship between the trainer/teacher/social worker and youngster.



#### **COMMON RECOMMENDATIONS**

The transnational recommendations presented here are the result of various meetings and discussions. They synthesise the results and experiences of the three countries. In order to structure the different mainstreaming levels the recommendations are subdivided in a section for field workers and multipliers and one section for policy makers. As regards content they are naturally closely connected and cannot be treated separately.

The common recommendations can help intensify the European discourse about social political procedures concerning the target group. Furthermore, they serve as a starting point for a common transnational best practice discussion.

#### Recommendations for field workers and multipliers:

**Empowerment** defined as an attitude towards young people should be an integral part of all target-group-related work aiming at the participants' identification with their activities and strengthening their self-confidence. The activities in the project should depart from the potentials and competences of the youngsters rather than from their deficiencies taking in consideration the different levels of knowledge and the different types of learning among the participants. The link to the individual competences and interests facilitates motivation and activation. Empowerment includes trustful personal relationships between social workers and youngsters, empowerment activities broadening social skills (communication, team interaction, conflict resolution, self-presentation) as well as adequate learning settings for peer group education.

Activity-oriented plans are pivotal to open up young people's potentials and improve their ability to organise themselves on the labour market, especially for disadvantaged young people. Projects, at best designed by the young people themselves and linked with their social environment, create a close connection of employment and qualification. The learning needs arise from the project; the seriousness of "real work" confronts the young people with manageable challenges and boosts their motivation. The created products visualise the results of their work and strengthen their self-esteem.

Closely linked to this recommendation is the need for **public visibility** of the project results. **Lobbying for the target group** and highlighting the benefit of such projects for the region can initiate a process of public sensitisation towards the situation of young people. Self-confident appearance and appreciation of their work in the local context take away the stigma of "disadvantage" and show young people that their potential is needed.

**Case Management** as a complex approach in employment-oriented work should integrate two dimensions: a methodological concept on personal level of action and an organizational concept on steering level:

On the one hand, the Case Manager serves as a contact person for the young people for all problems and questions arising throughout their participation in the project. He offers continuous coaching and, together with the young people, designs an individual development plan according to their competences and interests.

On the other hand, the Case Manager needs to link this individual, biography-oriented approach with the possibilities offered in the regional context. He/she acts as a broker and facilitates access to regional networks for young people (vocational training, employment, social integration, assistance supplies). Moreover, if these regional fields

of application are limited, alternative forms of employment and social integration must be opened up. This way, case management combines advocacy for the target group with active participation in the creation of a regional infrastructure for young people.

#### Recommendations for policy makers:

For an efficient and **favourable regional infrastructure** it is essential that the respective responsible supporting systems related to the target group proceed in close cooperation. Each system (e.g. labour market service, youth welfare service etc.) **brings in their core competences** and approaches without giving up their specific logic of action. To arrange a **common regional strategy** it is necessary that the social actors agree on a political nucleus with a common thematic parenthesis (e.g. alternative employment for young people).

Especially in regions with low infrastructure it is recommendable to make a point of **developing innovative fields of activity** in order to create additional jobs that are in accordance with the personal, social and practical strengths of disadvantaged young people. This means that the projects themselves sound out the scope for feasible and demanded services, activate potential employers (municipal departments, districts, private industry and regional non-profit organisations) and try out innovative business ideas which can serve as basis for sustainable establishment of new employment fields.

For this matters an **official acknowledgement and enabling of alternative forms of education, training and employment** is indispensable. Such alternatives can be new models of modular vocational training with an opening of the educational system, a diversification of specific vocational fields and the above mentioned development of new employment fields in the social economy.

On the European level an intensive discussion on the significance of youth unemployment and its consequences for the society has to be started with young people's active participation. Thereby, both the **political discourse** and the limited focus on the target group which are widely one-dimensional oriented towards employability have to be extended and connected with reinvigoration of active citizenship. Respectively, integrated transitional structures are not only supposed to raise employability but enhance the civil rights and the participation of young people (cf. the European Union's white paper, "A new impetus for Europe's youth").



#### **WEB PAGE OF TRANSNATIONAL PARTNERSHIP (TC No. 4161)**

Online-Diary "Journey into the World of Work"



www.space-lab.at

The website is mirroring the results of joint activity of the transnational partnership in empowerment of the disadvantaged youth through using media tool "Journey into the World of Work". "Journey into the World of Work" discovers the social environment of work playfully in order to reduce personal and social barriers and conflicts in connection with work. Persons facing difficulties on the labour market frequently receive training for rather unattractive professional fields supposing they can't handle anything else. Besides, many common professions also do not seem desirable for young persons in the changing world of labour. "Journey into the World of Work" tries to open up fields of activity that are not only attractive for young people, but that meet an existing demand and will most likely be even more demanded in the future.

Taking over the tasks of journalists, the young people ventured out on a discovery trip to stores, restaurants, workshops, private and public space where work takes place. They took pictures with a digital camera and uploaded them to the website (http://www.space-lab.at) as a documentary of their impressions, experiences or choreographies about different professions, everyday life in jobs or job images. Thus, the "Journey into the World of Work" becomes a virtual space, allowing for identification, reflection and communication and the development of various skills that can be later used in real work environment.

In addition, by publishing individual picture materials, texts and stories reflecting and highlighting the young people's perception of their possible place in the world of labour, they establish a publicly visible product that help to decrease social exclusion and public invisibility. By providing this publicity to the youngsters' topics, viewpoints and perspectives, the website strongly contributes to sensitise the public for the problems of the young target group.















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