

Young people on the edge (summary)

Labour market inclusion of vulnerable youths





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Preface

We are young only once! This is an important and exciting period in our lives when many leave home, meet a partner or move abroad on their own to discover the world. It is also during adolescence that most people start working for the first time. In many ways, youth is a period of transition between childhood and adulthood where we move from the secure dependence of childhood to stand on our own feet. Not getting a job, not being able to leave home or being forced to move back home, feels like a defeat to many young people and as a stumbling block.

When the financial crisis struck in 2008, the impact on young people in the labour market soon became apparent. Unemployment increased and employment decreased. With a higher frequency of temporary contracts and part-time work, young people are among the first to lose their jobs. But a temporary slowdown usually is no major problem for most young people; they may study or live at home a little longer than expected. When the economy recovers, it is young people who first get jobs again.

The big challenges arise when structures are created which make it difficult for young people to enter the labour market or when the time out of employment and education exceeds one year. It is relatively easy to make comparisons between the Nordic countries due to similar social systems and structures, and differences between the countries also enrich the analysis and what we can learn from each other.

Unges på kanten (*Young people on the edge*) looks into the situation for young people in the labour market in the Nordic countries and looks into similarities and differences between young people in the Nordic region. In spite of the crisis, Norway has had an exceptionally good labour market, also for young people. For a long time, people in Finland have been talking of young academics as a new risk group having difficulties in finding a job. In Denmark there are experiments with flexicurity (flexibility and security) and in Iceland, for the first time, people have experienced massive unemployment among young people. Sweden stands out in a negative way with regard to youth unemployment, which at times has exceeded the European average.

Now that Sweden has the Presidency in the Nordic Council of Ministers, youth unemployment is the key focus area. The Nordic countries are faced with similar challenges and on behalf of the Nordic Centre for Welfare and Social Issues; we hope you will have a good read, fruitful discussions and educational exchange across borders. New ideas and initiatives are needed in order to reduce the exclusion of young people.

Nordic Centre for Welfare and Social Issues, February 2013



Ewa Persson Göransson

Director at the Nordic Centre for Welfare and Social Issues

The Project on Nordic Labour Market Inclusion

The project *Nordic Labour Market Inclusion* is one of seven projects under the Globalization Initiative of the Nordic Council of Ministers *Sundhet och Välfärd (Health and Wellbeing)* (2010–2012). The Nordic Labour Market Inclusion project is rooted in the Nordic Committee of Senior Officials for Health and Social Affairs (ÄK-S), and with the Committee of Senior Officials for Labour (ÄK-A) and Education & Research (ÄK-U) as key stakeholders.

The project has had a reference group with participants from relevant agencies and ministries in the five Nordic countries and a representative from ÄK-A. The aim of Nordic Labour Market Inclusion has been to identify and analyze what the Nordic countries are doing and achieving in order to include disadvantaged groups in the labour market. The basis has been the current recession, which began in autumn 2008.

The project has three sub-projects:

1. Young people
2. People with disabilities
3. Senior citizens

The project aims at spreading actual and relevant comparative knowledge and knowledge-based information on inclusion policies in relation to the labour market in the Nordic region. One of the goals of this is to create a basis for knowledge exchange and learning between the Nordic countries for the further development of labour market and social policies.

Unge på kanten TemaNord 2012:004 (Young people on the edge) is the first interim report of three from the project on Nordic Labour Market Inclusion of the Nordic Centre for Welfare and Social Issues. This English version is based on the summary report with the title *Unge på kanten (sammendrag) TemaNord 2012:005*. The two subsequent reports deal with employment strategies for people with disabilities in the Nordic countries, *Et arbeidsmarked for alle? En dokumentanalyse av de nordiske landenes jobbstrategier TemaNord 2012:551 (A labour market for all? A documentary analysis of job strategies in the Nordic countries)* (Flø and Tägtström 2013), and senior citizens on the labour market in the Nordic countries, *Det dreier seg om helse og arbeids glede. Om seniorer, arbeid og pensjonering i Norden TemaNord 2013: 519 (It is all about health and job*

satisfaction. *On senior citizens, work and retirement in the Nordic countries*) (Halvorsen and Tägtström 2013).

The NVC's project has also prepared the following documents:¹

- A topical brochure entitled *Unge utenfor* (Focus on Youth Exclusion) (2010) which focuses on capturing “the voices of young people themselves.”
- A brochure entitled *Inspiration för inkludering* (*Inspiration for Inclusion*), which provides examples of good inclusion practices (2011).
- An online catalogue entitled *Politikk og innsatser om ungdom og arbeid* (*Policy and Incentives relating to Young People and Employment*) which provides factual information from the Nordic countries (2011).

The reference group for the sub-project on young people consisted of Adam Ægidius from the Ministry of Social Affairs and Integration (Denmark), Sigríður Jónsdóttir from the Ministry of Welfare (Iceland), Matilda Wrede-Jäntti from the Nordic Centre for Welfare and Social Issues (Finland), Øystein Haram from the Ministry of Labour (Norway), Eva Franzén from the Ministry of Health and Social Affairs (Sweden), Dan Grannas from the Nordic Committee of Senior Officials for Labour under the Nordic Council of Ministers and Izabela Butenko-Olesen from the Secretariat to the Nordic Council of Ministers.

¹ Publications from the project can be purchased or downloaded for free from the webpage of the Nordic Centre for Welfare and Social Issues www.nordicwelfare.org or the Nordic Council of Ministers www.norden.org

1. Conclusions and recommendations

1.1 Combating “a lost generation” in working life and society!

In several of the Nordic countries around 5–10% of young people between the ages of 20 and 24 are now registered as being unemployed, and around 5–10% of young people between the ages of 15 and 24 are not in education, employment or training (NEET).² Around 10–25% of young people between the ages of 20 and 24 have not completed an upper secondary education, and 6–12% of all young people between the ages of 18 and 24 receive financial social benefits in the Nordic countries. Around 2–3% of young people are already “parked” outside the labour market and receiving permanent early retirement pension, etc. *In other words, we are talking about substantial “exclusion” from education and work among young people in the Nordic countries and this is on the increase.* In many cases it would also appear that this has been going on for a number of years. This problem has been aggravated during the most recent economic crisis.

Youth unemployment (LFS)³ of between approx. 10% (Norway) and approx. 25% (Sweden) of the workforce is serious in its own right, but the type of exclusion documented in this report is even more alarming. There is a risk that this “exclusion of young people” could cause a high percentage of the younger generation to have very weak or no work ties or connections for much of their adult lives. It could also result in social problems and conflict. This is probably a greater problem than high overall youth unemployment, especially when the latter relates to short-term unemployment. Even so, it would appear that such “exclusion” is not receiving as much political attention as ordinary unemployment.

² Not in Education, Employment or Training.

³ The Labour Force Survey.

Active labour market policy with a good balance between general and targeted incentives

Denmark and Iceland could be examples of countries with a targeted incentive profile. Norway could be an example of a country with a more “universal profile”, Finland and Sweden might fall between the two. Incentives designed to combat youth unemployment do not necessarily have to simply incorporate short-term recession measures, but should also include devoting more attention to and introducing more measures designed to combat structural unemployment and the risk of permanent exclusion of young people. This also requires other types of incentives and ways of working than those adopted when combating recession-related unemployment.

Economic policy is important – also for the inclusion of young people

Economic policy must be aimed at *both* taking advantage of capacity in the short term in respect of recession policy and *at the same time* at achieving structural and balanced policy with a *longer term perspective*. Important targets are thus having a high rate of work participation and inclusion and achieving adequate distribution between the generations, and these targets must be converted into effective measures with good implementation and follow-up of the results.

1.2 Do not allow young people remain outside!

In our report we address a group of young people who are on the edge of the education and employment and are at considerable risk of remaining there. *We may be talking about approx. 5–10% of young people who are at risk of being permanently excluded, and about 2–3% who are already excluded or who are well on their way to being excluded.* The tendencies and symptoms are often apparent at an early stage, but all too often we fail to do anything about it in time, and if we do it may not be good enough. In other words it is important “to see” young people who are struggling at an early stage and to intervene and follow them up individually in a gentle, constructive manner and to also build up their self-confidence and mutual confidence. Several of the “good practice” examples which we refer to in the report are precise examples of how this can be achieved. There may be excellent lessons to be learned from these and similar examples and projects, particularly if systematic preparations are made.

Young people with complex problems and requirements need well coordinated incentives from schools, the health and welfare services and the employment services. We need to listen to the young people them-

selves and to actively include them and their families and environments and make them jointly responsible to the required extent and in suitable ways. It is important to ease and support any “difficult transitions” which exist in some young people's lives: from primary and lower secondary school to upper secondary school, from upper secondary school to work/apprenticeship/work experience or studying, and from studying to work. Furthermore, it is equally important to “match” a young person's wishes, plans and individual efforts with the requirements, expectations and demands of working life. There are good incentives and examples available in this respect as well.

Unity, coordination, individual joint responsibilities, individual joint cooperation, “tailoring” and individual and permanent guidance and follow-up appear to be keywords for undertaking successful “journeys on the road towards adult life” for young people with complex needs and problems. This is illustrated by several of the “good practice” examples.

1.3 Ensure better completion of upper secondary school and less dropping out!

Many young people in the Nordic countries leave upper secondary school without any qualifications. The rate of dropping out is highest in vocational studies and subjects. Apart from a few exceptions many of those who drop out never return to complete their education by attending adult education classes. They will be at a disadvantage in the labour market of the future.

There are many initiatives in the Nordic countries designed to increase completion of one's education and to reduce the school drop-out rate. In this respect the Nordic countries could inspire and learn from each other.

It is important that “someone sees” a young person displaying risk symptoms at an early stage and provides them with early, adequate assistance and follow-up. It is also important to establish contact and mutual, permanent confidence between young people, schools, public service providers and families. One should also listen to the dreams and desires of young people – and provide them with suitable guidance about relevant vocational choices and the realities of working life. Good coordination of the services provided is also important. The same applies to improving “second chance” opportunities such as vocational qualifications and adult education.

In many cases more occupational and vocational education could be better incorporated in working life and practice. Vocational education is often too theoretical and abstract for many young people. One way of doing this could be to copy Denmark's example of incorporating more teaching practice/apprenticeships in working life. However, a lack of

apprenticeships is often a problem, as in Norway. It must be important to help and support small and large companies to take on apprentices, e.g. by having close contact with and receiving support from upper secondary schools.

1.4 Increase the transfer of new measures and working methods from small-scale pilot projects to national policy and public services

A lot of small-scale projects for youths are being undertaken in the Nordic countries involving new types of incentives, methods of organisation and working methods which are designed to include young people in schools and at work. These projects are being run by many enthusiastic experts and “prime movers”. However, it would often seem that little is derived from this in the form of permanent solutions and the development of new services, measures and methods. Far too often these projects are once-off ventures, although a few are repeated. They are seldom incorporated in overall strategies for developing policies, services, measures, working methods and expertise.

There is a need for a more unified, systematic approach and strategy in order to develop, implement and convey experimental activities and examples of “good practice” in this direction. This applies on both a national and a Nordic level. In this way the Nordic countries can be inspired by and learn from each other. The work of the National Labour Market Authority in Denmark and the National Board for Youth Affairs in Sweden are good examples. There are bound to be further examples. It would appear to be important that such research activities should be incorporated in a unified, systematic strategy. It is also an advantage to have better documentation in the form of research-based evaluation and documentation of the results and effects. This would provide others with better value in respect of transfers and learning.

We would recommend that an online Nordic “concept and experience bank” should be set up for such “good practice” examples and evaluated projects designed to include young people in education and work in the Nordic countries.

1.5 More attention and incentives should be aimed at working life and companies

Many of the incentives and measures incorporated in labour market policy are directed at individuals, i.e. pupils, students and job seekers – or, in other words, the supply side of the labour market. Fewer incentives and measures are aimed at the demand side of the labour market,

i.e. at enterprises, companies, employers, middle management and personnel managers. It is equally important to “match” the supply and demand – on both the individual and social levels. By preference this is done by providing information, advice, guidance and services. This is not enough for young people with little or a lack of expertise or education and for people with an impaired ability to work. It is important and essential to reduce the uncertainty, ignorance and fear that enterprises, employers and middle management have about the additional work and costs involved in training, trying out and employing young people – and not least young people who are “struggling a bit”. In this respect it might, for example, be relevant to develop greater opportunities for “probationary employment”, trainee schemes and temporary employment, etc. in order to facilitate access to employment. There are not many examples of incentives, experiments and practice in this area either.

Subsidising wages, tax incentives or direct financial support for companies which try out or employ apprentices or people with an impaired ability to work might be one solution. More general tax concessions for everyone or subsidising the wages of broad groups of employees do not appear to have much impact on employment, particularly for the more vulnerable groups in the labour market. But this can also produce good results if it is included as one of several measures contained in targeted “packages”. In other words, when several types of measures/incentives are included at the same time for people with a lack of expertise, experience or the ability to work.

1.6 Better knowledge about the results and effects of incentives and programmes

What are good results? What are good effects in respect of incentives? What are good indicators for such result and effect targets? How can we make comparisons, and what can be compared? How can we use knowledge and experience more systematically in the development of measures and working methods? What is required in order to improve/achieve better results? There is a need for better, more systematic knowledge about this:

We would recommend that the Nordic countries do as follows:

- Set *specific targets* for the level of completion of schooling and for the transition to work, work participation and employment among young people in the 16–19 and 20–24-year age groups
- Develop better and more *comparable statistics* about the implementation of programmes, measures and incentives designed to include vulnerable groups in working life

- Develop and use good *results indicators* as part of their work on the implementation, outcome, follow-up and development of their inclusion policies
- Consider promoting more *comparative (Nordic) evaluation research* in respect of this area

This could provide an important basis for providing better services and for the more efficient use of resources with a view to including a greater number of young people in school work and for combating permanent exclusion among young people. It is also necessary to have the *political will and ability* to recognise this and to ensure the adoption of good, effective policies and incentives, as well as having the professional and administrative will and ability to *implement* such and to follow up the results.

1.7 Developing Nordic cooperation on inclusive working life policy

Our review has shown that we could benefit considerably from having closer Nordic cooperation on these issues. Having a better *knowledge base* is important for being able to implement policy well, for learning from experience and the results achieved and thus continuing to develop policy. So it is also a wise move to have a comparative Nordic perspective. It is also a good idea adapt this to the investigation and development work that is being carried out in this area by the OECD and the EU.

Many of the excellent incentives and results also cross traditional areas in respect of policy, administration and specialisation. It is important to coordinate incentives respectively under labour market measures, education and the health and social welfare services. Likewise, and not least, it is important to have good cooperation and a good grounding in working life. However, much Nordic cooperation is organised and rooted in traditional areas: labour market policy, education policy, health policy and social welfare policy. One target for the Nordic countries could be to contribute towards developing these policy areas more in the direction of coordinated and unified labour, education and social welfare policy.

2. Background

There has been a significant increase in unemployment during the current recession. This also applies in the Nordic countries, even though both unemployment and the increase in such has been lower here than in many other countries in Europe. However, there are also considerable differences *between* the Nordic countries – both as regards the labour market situation and the policies being pursued. Based on previous experience there are also fears that many people will experience considerable problems with finding or returning to work and gaining a permanent foothold in working life. This report investigates what is being done in order to combat youth unemployment and to promote the inclusion of young people in employment in such a situation, and what the incentives are achieving. The target group is young people in the 15–24-year age group who are at risk of being excluded from education and employment.

The Nordic Council of Ministers has previously been commissioned by the Nordic labour ministers to identify the general incentives being employed to combat youth unemployment in the Nordic countries during the current crisis.⁴ The OECD has also analysed policy and incentives designed to combat youth unemployment.⁵ We are pursuing and studying this more closely in this report. We are particularly interested in young people “on the edge” of school and employment and their educational course towards finding work and gaining a foothold in working life. We look mainly at young people in the 15–19 and 20–24-year age groups, but we also discuss the 25–29-year age group.

⁴ Nordiska länders insatser mot ungdomsarbetslöshet, kartläggning och analys (Nordic Incentives for Combating Youth Unemployment – Identification and Analysis) TemaNord 2010:570.

⁵ OECD (2010) Off to a Good Start? Jobs for Youth.

3. Young people on the edge of school and work

3.1 Completing and dropping out from upper secondary school

This chapter will be based on two important, comparative reports on this subject: A Nordic report entitled: "16–24-year-olds Dropping out from Education in the Nordic Countries" (2010)⁶ and an OECD report entitled: "Education at a Glance" (2011)⁷. In Finland and Sweden around 8 out of 10 pupils left upper secondary school with examination certificates over the course of approx. five years (the normal time + 2 years). In Denmark and Norway this number was 7 out of 10 pupils, and in Iceland 6 out of 10 pupils completed their upper secondary school education. This is shown *i.a.* in Figure 1 below. This means that approx. 2–3 out of 10 pupils dropped out, apart from in Iceland where approx. 4 out of 10 dropped out. The number dropping out is higher for vocational subjects than general subjects and is higher among boys than girls.

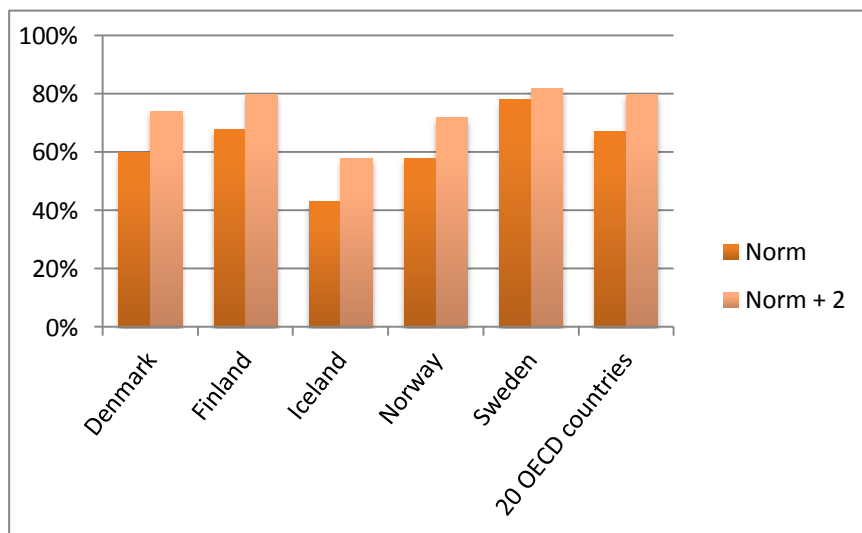
This chapter also studies what is being done in order to combat such drop-out in the Nordic countries. The way in which upper secondary schools are organised may be partly significant for the level of completion, working methods and practice. Much also concerns paying early attention to and preventing the potential risks for dropping out, as well as the formulation and practice of occupational studies.

Some young people who drop out of school complete their education later on, by undertaking adult education and/or through their work. If we look at the number of 20–24-year-olds who have still not completed their upper secondary education, the percentage is lower than that shown in Figure 1, but it is still quite high, cf. Table 1 below. The figures relate primarily to completion between 2002 and 2007.

⁶ Eifred Markussen (Editor), TemaNord: 517.

⁷ OECD Education at a Glance 2011: OECD Indicators.

Figure 1. Percentage of young people who completed their upper secondary school education during the course of five years



Sources: OECD Education at a Glance 2011: OECD Indicators.

The Danish government has set a target whereby 95% of pupils in each school year should complete their education in 2015. In connection with the “Ny GIV” (Fresh Start) project in Norway, the Ministry of Education and Research has set a target whereby 75% of pupils should complete and pass their upper secondary school education during the course of 5 years by 2015.

3.2 Young people who are quite a long way from the labour market

Here we are addressing young people who have quite a long way to go in order to gain a permanent foothold in the labour market: the long-term unemployed, the recipients of social welfare benefits, those who have taken early retirement and young people who are not in education, employment or training (“NEET”).

Table 1 summarises some indicators relating to young people who find themselves on the edge of the labour market. The year is 2009. The figures partially overlap each other.

Table 1. Young people on the edge of the labour market in the Nordic countries in 2009. %

	Denmark	Finland	Iceland	Norway	Sweden
Long-term unemployed 15–24-year-olds as a percentage of unemployed young people in the same age group ¹⁾	4	4.5	3.25	2	4.25
20–24-year-olds who have dropped out from upper secondary school ²⁾	16	9.25	26	20	8
15–24-year-olds who are not in education, employment or training (NEET) ³⁾	5.25	8.5	3	5.5	8.5
18–24-year-olds in receipt of financial social welfare benefits ⁴⁾	10	11	6	5.5	9
20–34-year-olds in receipt of early retirement pension ⁵⁾	1.8	1.8	3.3	2.0	2.6

Sources: OECD (2010) *Off to a Good Start? Jobs for Youth*. OECD (2010) *Sickness, Disability and Work. Breaking the Barriers*, as well as the NVC's own material.

¹⁾ Active job seekers for one year or more. The Labour Force Survey (AKU).

²⁾ Not completed by passing the upper secondary school exams. Percentage of all 20–24-year-olds.

³⁾ NEET – Not in Education, Employment or Training.

⁴⁾ Percentage of all young people in the 18–24-year age group.

⁵⁾ Disability pension/early retirement pension/activity support from public social insurance.

This table shows that there are quite a lot of young people who are in a very marginal position in relation to the labour market.

Around 2–5% of all unemployed young people between the ages of 15 and 24 were unemployed for one year or more in 2009. This corresponds to between around 0.25% (Norway) and around 2.25% (Finland) of the entire 15–24 age cohort. The figures for the other countries were between these two extremes in 2009. Many unemployed young people thus find a job during the course of one year, or they are transferred to labour market programmes or receive other public benefits. Some become unemployed again. However, there will always be some young people among the long-term unemployed, those who repeatedly become unemployed, those participating on programmes and those in receipt of other benefits who lose contact with the labour market and their foothold in it.

Some young people in the 20–24-year age group have left upper secondary school without qualifying for a leaving certificate. The highest percentage of drop-outs is in Iceland (26%), followed by Norway (20%) and Denmark (16%). The lowest percentage of drop-outs is in Finland and Sweden at 8–9%. Please refer to the previous sub-section entitled “Completing and Dropping Out” and to chapter 2 in the main report.⁸ Many of these young people also risk being in a very poor position on the labour market. As already mentioned, however, some of them catch up later by undertaking adult education, etc.

⁸ See “Unge på kanten. Inkludering av utsatte ungdommer” TemaNord 2012:005.

Between 5–10% of pupils in the 15–24-year age group are not in education, employment or training. This is an at-risk group. It would appear that most of these “young people outside the system” are in Sweden and Finland (8–9%), while the lowest number applies to Iceland (3%), with Denmark and Norway in between.

Approx. 6–11% of young people aged between 18 and 24 years receive financial social welfare benefits in the Nordic countries. In Finland, Denmark and Sweden most of those receiving financial social welfare benefits are young people.

Around 2–3% of all young people in the 20–34-year age group are already outside the labour market, receiving early retirement pension/disability pension/activity support. The percentages are fairly even in the different countries, but the highest percentage applies to Iceland, followed by Sweden. The number of young people receiving such early retirement pension is increasing significantly in all the Nordic countries, even though the level is fairly low. Mental health problems are the most significant cause.

In summary there is thus reason to ascertain that around 5–10% of young people are at major risk of dropping out from school and employment and that around 2–3% *are* already on the outside. Among these groups there is cause for serious concern and the risk of having “a partly lost generation” in relation to employment and other participation in society on the cusp of adult life. This applies in particular if such becomes permanent and is allowed to get a grip. There appear to be some tendencies in this direction, particularly in Finland and Sweden.

Among those “young people outside the system” there are many from immigrant backgrounds, or with health and/or social problems or family and environmental health problems, and in some cases drugs and alcohol problems and/or crime. Often there are several types of problems at the same time, and the symptoms may manifest at an early stage.⁹ How can we detect this and intervene early enough, in a proper, correct manner?

⁹ See, for example, OECD (2010) *Off to a Good Start? Jobs for Youth* and OECD (2011) *Sick on the Job? Myths and Realities about Mental Health and Work*, and Section 5.4 of this report.

4. Policy and practice

What is being done? Relevant incentives designed to combat youth unemployment and to include young people in employment

The main report reviews current political incentives designed to keep labour force participation high and to combat increased unemployment (Chapter 3¹⁰). Our attention is aimed at incentives designed to reduce youth unemployment and dropping out from school, and for including young people in school and work. The main emphasis is on the relevant political incentives during the period 2005–2010. The chapter is largely based on material on employment, education and social policy that we have identified from ministries in the Nordic countries. All the Nordic countries have both *universal measures* aimed at the whole population (including young people) and also more *targeted incentives* aimed especially at young people. There are slight differences between the countries in respect of how these are distributed and their content

General *economic policy* and general *active labour market policy* are very important in addition to the incentives aimed especially at young unemployed people in general and at more disadvantaged young people in particular. It is not easy to say what a good mix would be, but it appears to be important that there should be a conscious and considered mix of both the more universal incentives and the more targeted incentives.

Labour market programmes were boosted considerably in all the Nordic countries in 2009 and 2010 and they have been continued in 2011 and 2012. A wide-ranging set of incentives and programmes was implemented. This serves to characterise the active labour market policy being pursued in the Nordic countries. It is helping to ensure that we emerge fairly well from the crisis in the Nordic countries, even though there will be some who remain outside, and this includes some young people in particular.

For some time Denmark has been implementing comprehensive structural reforms which apply to the organisation of public labour market and welfare services: coordinated municipal “Job Centres” (“one-stop-shops”), flexibility and increased combination options between work and benefits (“flexicurity”) and relatively liberal rules relating to employment, dismissal and temporary jobs (“easy to hire – easy to fire”). The incentives aimed at young people have been given priority under a

¹⁰ “Unge på kanten. Inkludering av utsatte ungdommer” TemaNord 2012:005.

comprehensive “employment strategy aimed at young people”. Emphasis is being placed on early incentives, close follow-up and mutual demands and expectations between young people and the job centres. Education and inclusion in employment through vocational/occupational studies and “practice packages” are also a priority, and these have been strengthened during the crisis. The new government in Denmark proposed during the autumn of 2011 that youth education should be improved in order to help combat youth unemployment.

Finland has invested heavily in its upper secondary schools, particularly in respect of general preparatory studies, but also gradually and to an increasing extent through its “Employment Start” and “Apprentice Training” programmes at a number of youth workshops, etc. Promising results have been achieved in several of these areas. The Social Guarantee for young people guarantees programmes for young people who have been unemployed for more than three months, and in respect of wage subsidies by using “The Sanssi Card”. Youth unemployment has been high for many years, but its growth appears to have been curtailed. However, Finland has many young people who are “outside the system” (almost 10% NEET), and many young people on social welfare benefits (approx. 11%), although this figure has dropped during the last few years.

Iceland has traditionally had high labour force participation and low unemployment among the population as a whole, including young people, although the upper secondary school drop-out rate has been high. However, it has previously always been possible for Icelanders to find work, even if they had not completed their education. At the same time Iceland experienced the worse collapse in its economy when compared to the other Nordic countries, and this also resulted in an employment crisis in Iceland. Substantial incentives aimed at young people have been implemented, e.g. through the “Activities for Young People” programme. Key to this work has been the early provision of incentives, advice, guidance and education. Many local incentives and projects have also been initiated during the crisis. It would appear that growth in youth unemployment has been temporarily halted, although it is still high (2011).

For several years *Norway* has been investing in comprehensive organisational and structural reforms and incentives: joint venture agreements relating to more inclusive working life (the IA agreement), “NAV Reform” (Reform of the Norwegian Labour and Welfare Service) and “Contents Reforms at NAV” have all been designed to include more people in employment. Systematic individual assessment (“working ability assessment”) and follow-up are new, key methods being adopted by the NAV offices. This applies in particular to people with an impaired ability to work. Norway also has a programme guarantee and a follow-up guarantee for young unemployed people between the ages of 20 and 24, a guarantee for labour market programmes for young people under the age of 20 who do not have a place at school or any work. A national strategy plan for employment and mental health has also been implemented. In addition, a

new “Qualification Programme” has been introduced for people with an impaired ability to work (often young people) whose chances of finding employment are slim and who require comprehensive help and follow-up in order to do so. “Ny GIV” (Fresh Start) is a new collaborative programme with a wide scope which is designed to prevent and combat drop-out from school (2011). However, in Norway it would appear that the country's general economic policy and its general, active labour market policy are probably having the greatest impact.

In *Sweden* the “Job Guarantee for Young People” is the most important initiative designed to combat youth unemployment. It is a comprehensive incentive aimed at individual identification, guidance, work practice, training and education and it has been fairly successful. Young people are also covered by more general labour market programmes (“New Start Job”) and other general programmes in which wage subsidies are often an important feature. One of the measures introduced has involved reducing employers' National Insurance contributions in order to encourage employment among young people. Restaurant VAT has also been reduced in order to promote more jobs for young people in the restaurant industry. With effect from the autumn of 2011 a number of reforms are being implemented in primary/lower secondary and upper secondary schools in order to increase the number of pupils completing their schooling and to prepare the way for occupational education. Targeted programmes have also been introduced which are aimed at limited groups with special challenges and needs.

4.1 What are the successful ones doing? Examples of good practice in the Nordic countries

Here we discuss the experiences acquired from selected experimental projects and examples of good practice in the Nordic countries. What are they doing when they succeed in including young people who are excluded from school and employment? Or rather in combating and preventing such from happening? This chapter is based on a collection of selected examples which are discussed in greater detail in the NVC brochure entitled “Inspiration for Inclusion” (Inspiration för inkludering: 2011).¹¹

There are a multitude of practical and experimental projects which contain good ideas, incentives, promising results and exciting approaches and methods in the Nordic countries. Many of these involve new, untraditional ways of establishing contact, mutual confidence and cooperation, motivation and management among vulnerable young people and

¹¹ See www.nordicwelfare.org/arbetsinkludering/

of collecting and coordinating support and services from various bodies.
For example:

- Youth workshops/production schools, etc. with occupational training and practice.
- Help and clarification of educational and occupational choices, and personal coaching or mentorship with respected professional adults.
- Cross-sectoral and multidisciplinary joint venture solutions between, for example, schools, working life, labour market services and possibly the health and social welfare services as well.
- Individual “matching activities” between the young people's wishes and plans and the opportunities available in respect of local labour market. Real involvement of young people themselves.

Chapter 3 in the main report¹² sums up some of the framework conditions and recommendations which, based on experience, appear to be important for the successful implementation of good practical experiments and for ensuring that these will work optimally for the individual young people involved and promote the best possible learning/transfer values to others:

- Thorough identification of the young people's history and expertise.
- The young people's individual contributions, especially their own plans of action. Listening to young people and taking them seriously.
- Strong individual support and follow-up by adults with expertise, who clearly show that they care, but who set boundaries, are supportive and encourage mastery.
- Adults with expertise on providing guidance.
- Flexibility in respect of solutions that have been adapted to suit individual needs, preferably through cooperation with and a combination of school and working practice.
- Frequent communication relating to specific resolution strategies.
- Adults in the system who possess detailed knowledge about the labour market, companies and potential jobs. Cooperation between schools, working life, families and municipalities.
- Frequent communication with parents and support for parents.
- Systematic evaluation of what has been implemented and the results, preferably with comparable alternatives or control groups.

It may be very useful to collect, systematise, compare and provide information about such good practical examples and projects so that oth-

¹² “Unge på kanten. Inkludering av utsatte ungdommer” TemaNord 2012:005.

ers can be inspired and learn from them. This applies on both a national and a Nordic level. *We would recommend setting up a common Nordic online “experience bank” for such projects.* We refer to the NVC's website and the brochure entitled “Inspiration for Inclusion” (NVC 2011).

The scope of most such practical experiments is limited and they are not very often evaluated. It is not uncommon for fairly similar experiments and projects to be repeated in different places and at different times. Consequently the effects of learning and the value of transferring such to others become lost or are lacking in some way. This rarely occurs as part of a unified plan for systematised and experience-based learning and the development of expertise. The National Labour Market Authority in Denmark and the National Board for Youth Affairs in Sweden may be good examples which others can learn from when it comes to the systematic use of experimental activities designed to develop measures and working methods.

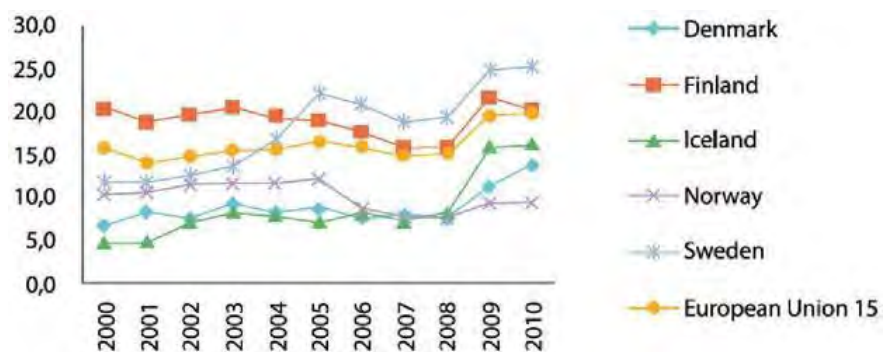
We recommend the development of more systematic work with good practical examples and experimental activities with measures, programmes and working methods to provide a basis for the development of services, working methods and experienced-based expertise in the Nordic countries. It would thus be a great advantage if more such experiments could be conducted in such a way that would enable them to show documented results and effects. This is important for ensuring that they have the best transfer value for others. It should also be possible for such evaluations to be included in a Nordic “experience bank” as mentioned above. This would also fit in well with the EU's “open method of coordination” where the emphasis is on systematic practical experience through “peer reviews”.

5. Statistics and analyses

5.1 Young people with and without work in the Nordic countries

Young people are particularly vulnerable on the labour market during periods of economic recession. Unemployment is higher among young people than among the adult, more established population. Youth employment also increases more during periods of recession. There are considerable differences between the Nordic countries. This is summed up in Figure 2.

Figure 2 *Employment among young people aged 15–24 years in the Nordic countries and EU15*



Source: Eurostat Labour Force Surveys and figures prepared by the Nordic Welfare Centre (NVC).¹³

Figure 2 shows that youth unemployment is highest and has increased most in Sweden, with approx. 25% of the workforce below the age of 25 actively searching for a job in 2010. This represents a two-fold increase compared to ten years earlier in Sweden, although with some reservations relating to changes made to the statistics, cf. the footnote. Youth unemployment is also very high in Finland (approx. 20% in 2010), alt-

¹³ During the 2000s many changes have occurred in respect of the measurements carried out in national labour market statistics. The aim is to achieve harmonisation and a better basis for comparison between the various different statistics in the EU countries. One remarkable difference occurred when Sweden decided to define full-time students as being unemployed persons who could seek and undertake work. Students had not previously been included as manpower in the statistics. When this change resulted in a high increase in unemployment figures, no proper comparison can be made between the Swedish statistics relating to before and after 2005.

though there was a decline up until 2008. Youth unemployment in Sweden and Finland is on a par with the EU average (EU-15). Iceland and Denmark had the lowest youth unemployment figures prior to 2008, but then there was a substantial increase in 2009/2010. In Iceland this growth appears to have stagnated in 2010, while it seems to be continuing to increase in Denmark. Youth unemployment in Norway declined between 2005 and 2008, and it has remained relatively low and unchanged during the most recent crisis. However, youth unemployment in Norway also stands at around 10% and is about three times higher than the figures relating to the total population.

The figures in Figure 2 are based on standardised interviews conducted among a large number of people in each country in Labour Force Surveys (LFSs). These surveys are conducted in the same way and in accordance with the same principles. *Registered unemployment* in the form of active job seekers at job centres is slightly lower. If we also relate the unemployment rate to *the entire population base* (15–24-year-olds) instead of to the number people in the workforce (in work + unemployed), the unemployment figures are far lower. The figures relating to the 20–24-year age group in 2009 are as follows: Denmark 4.5%, Finland 11%, Iceland 10%, Norway 3.5%, Sweden 6%.

The difference between youth and adult unemployment is substantial in all the Nordic countries. To a far greater extent young people are facing an insecure labour market, with short-term employment and part-time work. This is a minor problem in so far as it concerns a transition phase, but there are signs to indicate that increasing numbers of “older young people” are in the same situation. Generally speaking there are also considerable differences in the respective living and working circumstances of 15–19-year-olds, 20–24-year-olds and 25–29-year-olds. The first group would usually be attending upper secondary school, while the second group would either be finding employment or undertaking higher education. The oldest group would be completing their higher education and becoming more established on the labour market.

5.2 What is being achieved?

All the Nordic countries have *both* improved and introduced special measures in order to combat unemployment in general and have placed priority on incentives for young people. There are both similarities and differences in respect of the scope of such measures and the *types of*

incentives that have been introduced. This is dealt with in more detail in Chapter 7 of the main report.¹⁴

It would appear that a high percentage of these improvements relate to incentives designed to activate young people, with the widest range of programmes and measures being introduced in *Denmark*. Labour market incentives have also been boosted considerably in *Iceland* and these have been aimed at all unemployed people, although young people in particular. The range of measures and incentives introduced in Iceland is not as extensive as in Denmark. Guidance, qualification and educational incentives designed to anchor jobs are dominant measures implemented in both Denmark and Iceland, e.g. through “production schools”. In Denmark youth unemployment continued to increase in 2010 and 2011, despite these incentives. Further improvement measures for young people have therefore been introduced in 2011 and in the 2012 national budget.

Labour market incentives aimed at young people have also been boosted in *Finland* and *Sweden*. Fewer new incentives have been introduced in Norway due to the stronger standing of the labour market in Norway and the fact that slightly greater emphasis has been placed on having a more employment-oriented economic policy. In Finland and Sweden there has been a greater commitment to using wage subsidies as a measure for increasing company demand for young unemployed people, etc. This would appear to be effective in respect of more targeted programmes and as part of collective “packages” designed to provide individual follow-up. There has also been a greater commitment to educational measures, not least measures aimed at occupational education.

A higher percentage of young people have *spent longer* on labour market programmes during the (crisis) years between 2008 and 2010 than previously. This applies in particular to Iceland and Sweden. In Denmark the activation course for many young people is relatively short, and this also applies to a certain extent in Norway. Often the longer someone spends on a programme, the less likely they are to find a job. However, the reverse may apply to educational programmes: more permanent programmes could result in greater, more wide-ranging long-term effects, particularly during a recession.

The outcome or results of these incentives are being studied by figures that show how many people find jobs after having completed a programme. The main outcome is that approx. 40–50% of young people (in the 20–24-year age group) find jobs after having completed a labour market programme organised by government employment offices. Some of them also continue their education, while others are transferred to other benefit schemes. The rate of transition to employment varies over

¹⁴ “Unge på kanten. Inkludering av utsatte ungdommer” TemaNord 2012:005.

time and between the different types of incentives and programmes that apply in each of the countries. The transition rates to employment were obviously lower during the crisis years, 2009/2010, than they were during the more encouraging years prior to that date.

Are these good results? Have they improved, or could they be better? Which types of measures or incentives provide the best results? Or the best effects in relation to the incentives? We are unable to draw any conclusions about this in our review. Unfortunately not very much is known about this, but it does provide food for thought. In this respect we need to take into account the qualities and differences that exist between the people participating in the various types of measures, or those who do not participate (selection). The following chapter therefore discusses issues relating to *monitoring the results and effects* of different types of programmes and incentives. We conclude that there must be much to be gained by developing and using more systematic knowledge about these issues. *We therefore recommend the development and utilisation of more systematic evaluation of the incentives and measures that have been implemented – both nationally and on a Nordic level.*

6. What can we learn from our neighbours?

We present here some examples of the strategies, incentives and programmes which apply in each of the Nordic countries in order to provide inspiration and to learn from each other.

Denmark has a unified, intensive youth policy and commitment to young people which includes measures aimed at young people outside school and employment, production schools and basic occupational education. These incentives have been boosted during the crisis, and the inclusion of young people has been given high priority. This has produced results, but slightly fewer young people have found jobs after completing programmes in 2009/2010 than previously. Youth unemployment increased again in 2010/2011, and the incentives have therefore been strengthened even more. There is no overall “youth guarantee” relating to offers of help and activities for the long-term unemployed, but there is rapid intervention, easy and close follow-up, quick programmes, an implemented “rights and obligations ideology” and flexible forms of employment (“flexicurity” – “easy to hire, easy to fire”). There is focus on early and active incentives, and top priority has been placed on education for young people without any education and in public care. The path to employment should preferably run through education, but some youngsters may have a greater need to engage in practical work (“the real life”) before they can see the point of being educated. Many of the incentives have been implemented through ordinary employment. This helps to provide grounding and a foothold. The measures and working methods used when providing employment and inclusion in working life are developed through systematic experiments involving control groups and evaluation under the auspices of the National Labour Market Authority.

In *Finland* a relatively high degree of implementation and good results at school have been achieved, but many young people are nevertheless “educated for unemployment”. Unemployment is high among young people in Finland, both in occupational professions and among young academics. Quite a few of the education incentives aimed at upper secondary school appear to be aimed at occupational subjects, and occupational education can appear to be fairly practice-oriented. The labour market incentives aimed at young people consist mainly of general guidance and mediation services and work training. For more disadvantaged young people, many of the labour market incentives are reserved for sheltered labour market programmes and rehabilitation services. The

question is whether or not the effects this produces are good enough in respect of the transition to work and gaining a foothold in working life? The experiences acquired from outreach work with young people who have dropped out have been good.¹⁵

Iceland has traditionally had a very high labour force participation rate and low unemployment, but substantial and rapid adjustments were required after the effects of the financial crisis became manifest from 2008 onwards. It would appear that Iceland has taken a leaf out of Denmark's book and been quick to boost new programmes such as production schools, etc. with substantial increases being implemented in the scope and importance of occupational courses and other educational programmes. More young people are spending more time on programmes during the crisis. The percentage of young people finding work after completing programmes is fairly low – around 30% found work in 2009. What happens to those who do not find work or work-related education? One important challenge for Iceland would appear to be to find the answers and to implement suitable programmes. It used to be possible to manage fairly well in Iceland without completing one's education, but this is no longer the case to the same degree. What is being done to reduce the high school drop-out rate? Iceland may have something to teach others about substantial readjustments, innovative thinking, creativity, flexibility, untraditional solutions and programmes.

In *Norway* it would appear that the most important factors behind the country's relatively low rate of unemployment are its employment-oriented *general economic policy and its general, active labour market policy*. Young people, the long-term unemployed and immigrants are priority groups in respect of the general incentives being implemented. The key methods employed are individual "work ability assessments" and close follow-up for those who need it. However, Norway's "Youth Guarantees" are not producing particularly good results when seen in isolation. The new and more targeted "Qualification Programme" which is aimed at people who require extra help and follow-up in order to find work is, however, producing fairly promising results. The nationwide project entitled "Ny GIV" (Fresh Start), which was implemented in 2011 by the Norwegian Ministry of Education and Research is designed to prevent and reduce drop-out from upper secondary school. Having an early and preventative inclusion policy for kindergartens and primary/secondary schools is also important in Norway. There are also various targeted and limited inclusion projects run by the Norwegian Ministry of Children, Equality and Social Inclusion. One challenge in this re-

¹⁵ Pekka Myrskylä's survey of "Young People Outside the System", The Ministry of Employment and the Economy's publications, 12/2011 www.tem.fi/julkaisut

spect would appear to be a lack of systematic evaluation and a failure to convert successful projects into national policy and incentives.

In *Sweden* it would appear that for some time relatively little political focus was aimed at the high rate of youth unemployment, despite youth unemployment being high for many years. A high proportion of the debate about youth unemployment related to the statistics and what they contained in respect of unemployed students in the labour market surveys (LFSs). However, Sweden's youth incentives have boosted considerably during the crisis, although more young people are now spending longer on programmes and fewer are finding work after completing programmes. Nevertheless, many of the incentives introduced under the "Job Guarantee for Young People" are producing good results. There has been a commitment to tax deductions and other types of wage subsidies. The more targeted aspects of this would appear to help towards producing good results, although more general tax relief would appear to be having less of an effect on employment.

In 2011 a new education policy incentive was introduced under the "Upper Secondary School Reform" in Sweden in order to help prevent and reduce drop-out in such schools in Sweden. This reform also comprises occupational education. The National Board for Youth Affairs in Sweden is taking the initiative to introduce – and to systematise and mediate – the experience and evaluation knowledge acquired from many experimental and development projects. Incentives are also being well evaluated, not least by the IFAU.¹⁶ However, the question is whether or not such incentives are adequate in relation to the high, persistent rate of youth unemployment and the tendencies that exist in respect of youth exclusion in Sweden. Is unemployment and being excluded getting a grip for many young people in Sweden? What is being done about this?

¹⁶ The Institute for Evaluation of Labour Market and Education Policy (IFAU) www.ifau.se

Sammenfatning

Arbeidsløsheten blant unge er betydelig høyere enn den generelle arbeidsløsheten i de nordiske landene. En tiltagende gruppe ungdommer i norden har stor risiko for et varig utenforskap i forhold til arbeidsliv og samfunn, kanskje for store deler av sitt liv som voksne. Et grovt anslag er at:

- Rundt 10 prosent av ungdomskullene 15-24 år er i risiko for permanent utenforskap. Det kan dreie seg om i størrelsesorden ca. 300.000 ungdommer tilsammen i norden.
- Mellom 2 - 5 prosent av ungdomskullene *er* allerede utenfor. Det kan dreie seg om tilsammen mellom ca. 70.000 og ca. 150.000 ungdommer tilsammen i norden.

Det er over flere år satt inn et bredt spekter av programmer og innsatser for å fremme inkudering av utsatte unge i skole og arbeid i de nordiske landene. Eksisterende programmer er styrket og nye typer programmer, innsatser og arbeidsmåter er satt igang. Mye av slik "god praksis" innsatser dreier seg om ulike måter å etablere kontakt, bygge opp gjensidig tillit, om medansvar, medvirkning og samarbeid, og å mestre hverdagen og motivere til arbeid og utdanning. Imidlertid er de fleste av slike prosjekter forholdsvis kortvarige, og de leder sjelden til permanent politikk eller løsninger.

Vi vet *litt*, men ikke mye samlet og systematisk om hva slags typer innsatser som gir best effekter med hensyn til arbeid og inkludering. Til det trengs mer forskning – gjerne komparativ - om resultater og effekter av ulike programmer og innsatser. Det kan synes å være et potensiale i å evaluere slike prosjekter mer systematisk, og å samle, systematisere og formidle erfaringene og kunnskapene. Det er bakgrunn for et forslag om at det etableres en nordisk "erfaringsbank" for slike "god praksis- og forsøksprosjekter. Det er potensiale for å samarbeide mer og lære mer av hverandre i norden.

Arbeidsledigheten blant unge mennesker er et varig og strukturelt problem, men den har økt som følge av globale, økonomiske krisen. Den høyeste ungdomsledigheten i norden har man i Sverige og Finland, der rundt 20 prosent av arbeidsstyrken¹⁷ i alderen 15-24 år er aktive arbeidssøkere uten arbeid. Det er om lag på EU-gjennomsnittet. Den tilsva-

¹⁷ Arbeidsstyrken er lik antall personer i arbeid pluss antall arbeidsløse arbeidssøkere.

rende ungdomsledigheten i 2011 var ca 15 prosent i Danmark og Island og ca 8 prosent i Norge.

De aller fleste ungdommer i norden er imidlertid under utdanning eller i arbeid. Cirka to av tre unge i alderen 15-24 år er i utdanning, og to av tre unge i alderen 20-24 år er i arbeid. Mange er i utdanning med en bijobb ved siden av. De aller fleste unge som blir arbeidsløse, finner seg arbeid eller fortsetter i utdanning, ofte ganske raskt. Men mellom 3 prosent (Island) og 8-9 prosent (Finland og Sverige) av de unge i alderen 15-24 år er verken i utdanning, arbeid eller opptrening for arbeid, og mellom 2 prosent (Norge) og 4-5 prosent (Danmark, Finland, Sverige) er arbeidsløse i ett år eller lengre. Cirka 2-3 prosent av alle unge mellom 20-34 år mottar varig førtidspensjon eller lignende.

Mange arbeidssøkende unge går i lengre tid på arbeidsmarkedstiltak under den aktuelle krisen enn tidligere, og færre kommer i arbeid etter gjennomførte tiltak. Mellom 40-50 prosent av de unge som gjennomfører offentlige arbeidsmarkedstiltak, kommer i arbeid eller utdanning etter gjennomførte tiltak. De øvrige går til fortsatt ledighet eller på andre sosiale trygghets- og stønadsordninger. Noen ender altså opp med varig førtidspensjon, og dette antallet øker. Mange og stadig flere av disse har mentale lidelser og sosiale problemer.

Det er i de nordiske landene satt inn og styrket omfattende innsatser både av mer generell karakter og mer målrettede innsatser mot de vanskeligst stilte ungdommene:

Økonomisk politikk: Stabilisere bankvesen og finansmarkeder. Stimulere etterspørsel og produksjon. Etterstrebe god balanse i offentlig økonomi og samfunnets økonomi på kort og lengre sikt.

Aktiv arbeidsmarkedspolitik: Generell opptrapping av aktive arbeidsmarkedstiltak. Garantier om tilbud og innsats til arbeidsledige unge etter en viss tid, oftest 3 måneder. Dertil diverse typer av mer målrettede og individuelle innsatser og tett oppfølging av unge som trenger mye bistand.

Utdanningspolitikk: Nye og forsterkede innsatser for å fremme god gjennomføring og motvirke frafall i den videregående skolen (gymnasiet). Styrke opplæringen i praktiske yrkesfag, og forankre den i praksis og opplæring på arbeidsplasser.

Sosial- og helsepolitikk: Diverse forsøks- og utviklingsprosjekter for å fange opp og motivere og stimulere "unge utenfor" til å mestre dagligliv og orientere seg gradvis mot arbeid eller utdanning. Samt programmer for å samle og utvikle bedre innsatser som gjelder mental helse, skole og arbeid.

Norge kan sies å ha tyngdepunkt i mer generelle økonomiske og arbeidsmarkedspolitiske innsatser, mens Danmark kan synes å ha tyngdepunkt i mer målrettede innsatser. Norge har i større grad holdt ungdomsledigheten nede, mens den har økt i Danmark. Begge land har en god del unge i risiko for mer varig utenforskap. Finland har høyest gjennomføringsgrad og best resultater i skolen, men har samtidig både høy ungdomsledighet og ganske mange unge som faller utenfor. Island har vært

sterkest rammet av krisen, og har raskt satt inn omfattende innsatser som kan se ut til å virke. Sverige har også omfattende og bredt anlagte programmer, men har lagt større vekt på forholdsvis generelle skattelettelser. Det synes å gi nokså liten sysselsettingseffekt, ihvertfall foreløpig.

Rapporten er utført ved Nordens Velfärdscenter på oppdrag fra Nordisk Ministerråd (NMR). "Arbeidsinkluderingsprosjektet" har tre delprosjekter: 1) Ungdom, 2) Funksjonshemmede 3) Seniorer. Prosjektet inngår i NMR's "Globaliseringsinitiativ om Velferd og Sunnhet".

Et flertall rapporter har blitt publisert til følge av prosjektet, disse kan nedlastes eller bestilles gjennom NVC's hjemmeside www.nordicwelfare.org, alternativt Nordisk ministerråds hjemmeside <http://www.norden.org/sv/publikationer>. Rapportene er *Unge på kanten. Om inkludering av utsatte unge (TN 2012: 004, 005 og 536)*, *Et arbeidsmarked for alle? En dokumentanalyse av de nordiske landenes jobbstrategier (TN 2012: 551)*, *Det dreier seg om helse og arbeidsglede. Om seniorer, arbeid og pensjonering i Norden (TN 2013: 519 og 543)* og *Å skape et inkluderende arbeidsmarked. Om inkludering av unge, funksjonsnedsatte og seniorer i Norden – en sammenfatning (TN 2013: 537 og 547)*.

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Appendix

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* NMR: Nordisk Ministerråd/Nordic Council of Ministers



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Young people on the edge (summary)

Labour market inclusion of vulnerable youths

The youth unemployment is considerably higher than the overall unemployment. A growing group of young people in the Nordic countries are at a great risk of long-lasting exclusion with regard to working life and society, perhaps for much of their adult lives.

Youth unemployment is an enduring structural problem, but it has increased as a result of the global economic crisis.

The Nordic Council of Ministers has commissioned the Nordic Centre for Welfare and Social Issues to analyze, how increased inclusion of vulnerable groups in the labour market can be achieved. The report Young people on the edge (summary) –Labour market inclusion of vulnerable youths is a result of this work.

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