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European Network to Support
Guidance and Counselling

Counselling Methods for Fighting Youth Unemployment

Cross Border Seminar
Zagreb, 9-10 June 2014

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COUNSELLING METHODS FOR FIGHTING YOUTH UNEMPLOYMENT
Euroguidance Cross Border Seminar
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Foreword



Euroguidance is a network of national centres supporting career guidance systems in 34 European countries. In line with the aim to promote European dimension in the field of counselling, Euroguidance Cross Border Seminar (CBS) is one of the activities that brings together guidance counsellors, policy makers, experts and other practitioners from different European countries to exchange their expertise and innovative guidance practices. It all started back in 2005 when Euroguidance centres from three neighbouring countries - Austria, Czech Republic and Slovakia - decided to join forces and gather national experts to discuss current trends and important guidance-related topics. Over the past years, more and more national Euroguidance centres have recognised the importance of networking and exchanging practical tools and counselling methods, which is why the number of countries participating in the Cross Border Seminar has been growing ever since.¹ The 2014 CBS, hosted by the National Euroguidance Centre in Croatia and the Agency for Mobility and EU Programmes, was held on 9-10 June in Zagreb and has gathered around 70 guidance practitioners from 11 European countries: Austria, Croatia, Czech Republic, Germany, Hungary, Poland, Romania, Slovenia, Slovakia, Switzerland and this year's newcomer to the seminar - Serbia.

The topic of this year's CBS is *Counselling Methods for Fighting Youth Unemployment*. Youth unemployment is a growing problem in Europe, with significant consequences for individuals, communities, society and economy. As career counsellors play a key role in providing guidance services to young people, their training is crucial for improving their skills and competences. This is exactly what the Cross Border Seminar aimed for; through sets of workshops, guidance practitioners were given the opportunity to exchange good practices and discuss innovative approaches to tackling the highly important issue of youth unemployment. More information about the 2014 Cross Border Seminar, along with the full programme and all presentations available, can be found on the official website of the Seminar: www.euroguidancezagreb2014.com.

To better prepare for the topic of the seminar, Euroguidance national centres were involved in programme planning and preparation of the National Survey that collected national data about youth unemployment in eleven different countries. This publication presents the results of the National Survey devoted to youth unemployment collected from national Euroguidance centres, as well as articles of eleven workshops held during CBS, aiming to respond to the challenges faced by career practitioners in different European countries working with young people. By collecting the results of the National Survey from national Euroguidance centres, this publication intends to provide readers with an international overview of the counselling methods for fighting youth unemployment implemented in eleven European countries.

Euroguidance Croatia

¹ Further information on the previous Cross Border Seminars can be found on the Euroguidance website at <http://euroguidance.eu/news-events/cross-border-seminars/>

National Survey - Guidelines

NATIONAL SURVEY

The aim of the CBC National Survey is to collect country-specific information about the focal topic of the Cross Border Seminar: Counselling Methods for Fighting Youth Unemployment. The following sets of questions were used as guidelines for national Euroguidance centres and national experts in charge of compiling country-specific information about the topic of the seminar. Some responded to all the questions listed below, whereas others tackled only those issues relevant for the current situation in their country regarding youth unemployment. It is important to underline that the National Survey results, as well as expert's articles, reflect only upon the views of the respective authors - Euroguidance centre staff and/or national experts involved.

GENERAL QUESTIONS

1. ✓ What is the general situation regarding youth unemployment in your country (including statistical data)?
2. ○ Which policies emerged as a response to youth unemployment?
3. ✓ What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?
4. ✘ Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?
5. ^ Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.
6. ✓ Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?
7. ✓ What else can be done to fight the issue of youth unemployment, relying on the policies and practices of lifelong guidance?

SPECIFIC QUESTIONS

1. ✓ How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?
2. ○ Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?
3. ✓ Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?
4. ✘ Is there structural unemployment?
5. ^ Are there some region-specific measures implemented across your country?

RESEARCH AND DEVELOPMENT (optional)

1. ✓ What are the results of the research in the field of counselling methods for youth (if any)?
2. ✓ Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

1° AUSTRIA

NATIONAL SURVEY

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WORKSHOP

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Austria

Chapter

1

National Survey

Claudia Liebeswar, Karin Steiner: Austrian policy on youth unemployment

Austria pledges itself to fight youth unemployment. Rudolf Hundstorfer, the Minister of Labour, Social Affairs and Consumer Protection, has been repeatedly emphasising the importance of considerably reducing the unemployment of adolescents on the European level. Austria, he continued, could serve as an example.²

The focus of the Austrian labour market policy lies on the principle of “flexicurity” - the combination of companies’ flexibility to adapt to the changes on the market and the employees’ (social) security. Of course, a remarkable amount of financial means is needed to ensure the “security” part of the concept, but the governing, as well as opposition parties are aware of the necessity of both expenses. Therefore, there are usually hardly any voices against them in the Austrian parliament³.

Furthermore, the concept of an active labour market policy, publicly financed and carried out by the Public Employment Service (PES), receives broad support in Austria - in terms of politics as well as among the general public. Therefore, the respective PES budget is one of the highest in the European Union and has even increased in the course of the last years. Other crucial features of the Austrian labour market policy include the dual system, as well as a variety of vocational schools combined with a training guarantee and the inclusion of the social partners in the decision-making process. Altogether, these influence the favourable labour market situation in Austria.

Current youth unemployment situation in Austria

In comparison to the European average, Austria features one of the lowest youth unemployment rates of people between 15 and 24 years of age in the European Union.⁴ According to Austria’s Federal Statistical Office, the youth unemployment rate was 9.2% - approximately 53 700 unemployed in a total of 532 700 working young people - on average

in 2013.⁵

An upward trend of 0.5% can be noted comparing the rate to 2012 and 1.4% to 2010. Going back to 2002, it is evident that Austria has faced an overall increase. Before, youth unemployment rates never exceeded 6.2% but never dropped under 8% again from 2003 onwards.⁶

A study⁷ which was conducted by the Ministry of Labour, Social Affairs and Consumer Protection showed that the majority of unemployed youth (81% of total unemployed youth or, in absolute numbers, 34 516) is between 20 and 24 years of age⁸. Long-term unemployment is low in this respective age group, as about 98% of young people have been unemployed for less than 180 days with an overall average of 69 days. About 10% of the overall unemployed youth are graduates who either want to continue education or are waiting for compulsory military/civil service. Furthermore, about 23% are young mothers. These circumstances need to be kept in mind when examining youth unemployment and the effectiveness of countermeasures. People with a lower level of completed education tend to be at greater risk of becoming unemployed, which is represented by a much higher unemployment rate when calculated for individual educational levels. In particular, the employment rate of those who have completed only compulsory education adds up to 20.9%.⁶

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

² See also BMASK, www.bmask.gv.at [15.04.2014]. While the ILO definition of unemployment was applied for this calculation, it should be noted that the unemployment rates stated by the Austrian Public Employment Service (PES) tend to be lower due to a different calculation method.

³ See also Kopf, Johannes (2013), www.euractiv.de/europa-2020-und-reformen/artikel/jugendarbeitslosigkeit-wie-machen-die-das-in-oesterreich-008112 [15.04.2014].

⁴ See also Eurostat “Unemployment statistics”, epp.eurostat.ec.europa.eu/statistics_explained/index.php/Unemployment_statistics, [13.04.2014].

⁵ See also: Statistik Austria “Unemployed and unemployment rates - ILO Definition - by age and gender”, www.statistik.at/web_de/statistiken/arbeitsmarkt/arbeitslose_arbeitsuchende/arbeitslose_internationale_definition/063260.html [13.04.2014].

⁶ See also “Monthly report of the public employment office”, www.ams.at/_docs/001_monatsbericht.pdf, [14.04.2014].

⁷ See also “Project NEET -youth”, www.isw-linz.at/projekt-queetq-jugendliche, [14.04.2014].

⁸ See also “Youth Guarantee Implementation Plan Austria”, [www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/ygip_austria_\(kopie\).pdf](http://www.sozialministerium.at/cms/site/attachments/7/6/7/CH2124/CMS1249976411510/ygip_austria_(kopie).pdf), [14.04.2014].

National Goals and Monitoring

In 2011, 12 strategic goals and benchmarks were defined to evaluate Austria's progress on lifelong learning⁹. These goals are partially designed to tackle youth unemployment. The respective goals are:

- ↗ Cutting the percentage of pupils with severe reading difficulties down to 14% by 2020 (according to PISA 2009).
- ▲ Reducing the percentage of early school leavers according to EU 2020 indicator from 8.7% in 2009 to a maximum of 6% in 2020.
- ▶ Increase the percentage of apprentices who take and pass the job maturity exam which enables them to attend higher education institutions from 2% up to 10% by 2020.
- ▼ Reduce the percentage of NEETs¹⁰ between 15 and 24 years of age down to 6.4% by 2020.

The evaluation is performed by a wide range of federal institutions. A taskforce was established for the above-mentioned set of goals composed of experts from different ministries, who continuously evaluate and coordinate planned and already implemented actions. This taskforce is also supposed to compile an annual report. Further evaluation is done by different organisations. The "Youth coaching", for example, is being monitored by an inter-ministerial steering group which consists of the Ministry of Labour, Social Affairs and Consumer Protection, the Ministry of Education and Women's Affairs and the Federal Social Office.

Institutions addressing youth unemployment

Since it has soared in the recent years, a wide range of institutions have adopted the prevention of youth unemployment into their field of work. At the national level¹¹ the main organisations are:

- ↗ Federal Ministry of Labour, Social Affairs and Consumer Protection (BMAK)
- Federal Ministry of Education and Women's Affairs (BMBF)
- ▼ Federal Ministry of Families and Youth (BMFJ)
- ↗ Federal Ministry of Science, Research and Economy (BWF)
- ▲ Public Employment Service (AMS)
- ▶ The Federal Social Office (BSB)
- ▼ Social partners

Social partners are of great importance and nearly unique in Europe, including the Federal Economic Chamber, the Federal Chamber of Labour, the Federation of Trade Unions and the Federal Chamber of Agriculture. The social partners represent the interests of different stakeholders within the public dialogue, on one hand the employees, and employers on the other; needless to say, the interests and needs of those stakeholders are sometimes in clash with each other, as employers sometimes profit from high unemployment rates and, therefore, low expectations from the job seekers. Nevertheless, employers as well are in need of high-qualified employees. Therefore, measures that aim at guaranteeing vocational training and basic education are reasonable for all parties involved.¹²

Keystones in the policy to reduce youth unemployment

Efforts to support unemployed people are traditionally well developed in Austria, although improvements and adjustments need to be made on a regular basis.¹³ The unemployed are mostly assisted by the Public Employment Service (PES) that presents job offers to their clients and issues training whenever necessary or advantageous. The PES also offers a wide range of information material on work education which is not only aimed at the unemployed.

The methods implemented to reduce youth unemployment range across a variety of facilities, including schools. It is required by the law that pupils in the 8th and 9th grade spend a certain amount of time in career orientation classes. This has become part of the schools'

⁹ See also "Strategy for lifelong learning in Austria", http://www.esf.at/esf/wp-content/uploads/LLL-Strategiepapier_201111.pdf, [15.04.2014].

¹⁰ NEET: not in education, employment or training

¹¹ Due to Austria's federal nature, individual institutions addressing youth unemployment may exist in every federal state individually. Those may develop region-specific actions within their authority.

¹² See also Kopf, Johannes (2013), www.euractiv.de/europa-2020-und-reformen/artikel/jugendarbeitslosigkeit-wie-machen-die-das-in-oesterreich-008112 [15.04.2014].

¹³ The supporting measures cover the most basic needs, e.g. financial support to sustain a reasonable level of quality of life, as well as more sophisticated methods like therapy for unemployed with health issues.

teaching curriculum. They have the right to either have a distinctive class subjected to the orientation or incorporate the subject into already existing courses. Since this form of counselling exists in every school, it is certainly the most widespread form of career counselling in Austria. The apprenticeship training has already been mentioned above as the Austrian best-practice example with a positive influence on employment rates. Adolescents at the age of 15 who have finished their compulsory education may choose between two main paths; they may either continue their education in higher general or vocational schools or apply for an apprenticeship training position at a private company. These companies provide the apprentices with training and working experience, whereas mandatory vocational schools educate them on job-related topics, as well as common knowledge.¹⁴

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

Mandatory education until the age of 18

Education is an important factor in unemployment and this fact has been recently acknowledged by Austrian politicians. Michael Landertshammer, educational expert of the Federal Chamber of Economics, stated that early school drop-outs with poor education background are prone to be tomorrow's welfare cases. Consequently, the government has introduced the law enforcing adolescents who intend to quit school at the end of their compulsory education to pick up an apprenticeship training position, accept education in a governmentally organised training facility or continue attending higher education until the age of 18. If they refuse to choose one of those options they would be penalised by withdrawing family allowance and/or would be fined. These measures have not yet been worked out completely and are subject to change until the law comes into effect in 2016. Further actions to support this obligation, e.g. providing more training facilities or creating incentives for companies to hire adolescents, are still being developed.¹⁵

Training Guarantee

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

Youth Coaching¹⁷

Despite low educational drop-out rates in Austria, effort is still made to prevent such drop-outs. Youth Coaching is of great importance in that area, which provides counselling and support with educational decisions for students from the ninth grade onwards or for people under the age of 19 who are outside the formal school system. It is available free of charge. The coaching consists of three phases with each consecutive phase being more intense than the previous one. Phase three is similar to case management, including a skill evaluation tests and action plans. However, the duration of this phase is limited to a maximum of three years. Every participant is entitled to have a re-examination of their efforts after some time.

¹⁴ See also "Apprenticeship and Apprenticeship working positions," <https://www.help.gv.at/Portal.Node/hlpd/public/content/24/Seite.240100.html>, [14.04.2014].

¹⁵ See also "Government enacts mandatory education", oe1.orf.at/artikel/363602, [14.04.2014].

¹⁶ See also "National Reform Plan Austria 2013 - Federal Chancellery of Austria" <http://www.bka.gv.at/DocView.axd?CobId=51122>, [15.04.2014]

¹⁷ See also Eglseer, Thomas (2013), www.forschungsnetzwerk.at/downloadpub/Bildungsberatung-im-Fokus-02_2013.pdf, [15.04.2014]

This process is coordinated by the “Neba-Network” (Network for career assistance).¹⁸ A special option of this so-called “apprenticeship coaching” aims at adolescents who are in apprenticeship training positions and find themselves having issues with completing the apprenticeship. They are involved in training programmes to improve their skills or even mediation by qualified coaches. Furthermore, subsidies for preparatory courses and training are provided as well. The overall goal is to reduce apprenticeship drop-out rates.¹⁹

Examples of best practice

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

Very up-to-date and of high quality is the project “Stop Drop-out” (www.stop-dropout.eu). The aim of the project, which was carried out within the scope of the Leonardo da Vinci programme, was to reduce school drop-out rates. Teachers and caretakers would be taught how to spot risk factors at an early stage, how to prevent the potential drop-out and how to improve the efficiency of the educational system. Existing and approved methods from Norway and Iceland were transferred to the partnering countries. The methods included a risk-detection method, as well as comprehensive counselling services for people who are in the process of leaving school or have already dropped out. The issue was tackled in a holistic way.

In the context of an increasing youth un- and misemployment, S2CPT (www.s2cpt.eu), funded by the Leonardo da Vinci Lifelong Learning Programme, intended to improve the vocational guidance and counselling measures for secondary and upper school students as well. The use of the formerly developed tool CPT (Career Path Test) was enabled by providing counsellors and teachers with the capability for career guiding the young. Also, projects such as “Quinora” (www.quinora.com), “Guide Me!” (www.guideme.at), “Naviguide” (www.naviguide.net), “Mevoc” and “ECGC” (www.ecgc.at), although not directly aimed at young people, provided new insights into the criteria of a high-quality counselling. Moreover, measures that are targeted at socially disadvantaged groups of people are of great

relevance. Noteworthy is, for example, “Step In”²⁰, a project funded by the ESF and carried out, among other countries, in Austria. It was aimed at improving the support and counselling services for people who dropped out of the educational system or are at risk of doing so. Particularly, the target group included young people with migratory background or social disadvantages. In the course of the project, workshops as well as individual coaching sessions were held to help clients define their purpose, identify their strengths and weaknesses and train them in communication skills, social skills and competencies necessary for handling in applications and holding presentations. Different institutional players, such as schools, youth centres, parents and associations/clubs, took part in the process of implementing these services.

Counselling methods

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

For example, it is of great importance that young people get a better understanding of their weaknesses and, even more importantly, strengths in the course of the counselling process. Young people with no educational achievements other than compulsory education often have unexpected creative potential and strengths, neither they nor their parents are often aware of. Nevertheless, comprehensive support and counselling is essential to unlock their potential. It proved to be important to inform adolescents and their families about career choices and possibilities on the labour market.²¹

Not surprisingly, many research projects found that parents play a key role in the process of their educational and vocational decision making. Therefore, counsellors and trainers have to make an effort winning them over as partners in the respective process. They must be taught how to work with parents in a productive way

¹⁸ See also “Network for career assistance”, <http://www.neba.at/jugendcoaching>, [14.04.2014]

¹⁹ See also “Youth Guarantee Implementation Plan Austria”, [http://www.sozialministerium.at/cms/site/attachments/7/6/7/C/H2124/CMS1249976411510/ygjp_austria_\(kopie\).pdf](http://www.sozialministerium.at/cms/site/attachments/7/6/7/C/H2124/CMS1249976411510/ygjp_austria_(kopie).pdf), [14.04.2014]

²⁰ See also “Step In”, www.pakte.at/attach/OOE_STEPIN.pdf, [15.04.2014].

²¹ See also Dormmayr, Helmut; Henkel, Susanna-Maria; Schlögl, Peter; Schneeberger, Arthur & Wieser, Regine (2006), www.forschungsnetzwerk.at/downloadpub/Benachteiligte_Jugendliche.pdf, [15.04.14].

and how to deal with their different social backgrounds. This applies especially to parents unaware of possibilities to get job-related information and of ways to support their children. Manifold group and individual activities, such as company visits for parents, could be supplied.²²

Particularly socially disadvantaged young people, as well as those with migratory background, are still facing a notable risk of drop-out and unemployment. In addition, due to the voluntary character of the measures and students' individual traits, e.g. regarding their differing motivation to participate in them, counselling in schools is limited in scope. Expert interviews show that young people with migratory background benefit less from these measures.²³

Therefore, it is of great importance to intensify and further institutionalise the counselling for those at risk even if respective measures are quite developed in Austria. In doing so, a great focus should be placed on disabled children and adolescents who can be supported in specific ways, such as by professional assistants and/or making use of the "Clearing"-method based on the cooperation of different (institutional) players even before the end of compulsory education.²⁴

Room for improvement

As the training courses organised by the Public Employment Service are attended by thousands of people every year - 63 800 people only in July 2013 - criticism has been raised about these training courses. Attendees sometimes report that they were sent to inappropriate courses which did not help them develop their skills. This is especially problematic among already highly skilled unemployed people.²⁵ Therefore, a more appropriate selection of training courses would definitely be worth improving. Since the Austrian model of apprenticeships has at least a mitigating effect on youth unemployment, more efforts need to be undertaken to increase the value and the perception of the existing apprenticeships. Another important topic is the West-East divide in Austria, existent to a certain degree. Since unemployment rates can be broken down by region, it is possible to design very specific actions which suit the pre-existing circumstances. In particular, it would be beneficial if vulnerable groups were identified by certain regions and assisted accordingly.

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

²² See also Steiner, Karin; Kerler, Monira & Schneeweifl, Sandra (2012), www.forschungsnetzwerk.at/downloadpub/AMS_report_88.pdf, [15.04.14].

²³ See also Wieser, Regine; Dornmayr, Helmut; Neubauer, Barbara & Rothmüller, Barbara (2008), www.forschungsnetzwerk.at/downloadpub/Berufsberatung_Jugendliche_Migrationshintergrund_Endbericht.pdf, [15.04.14].

²⁴ See also Lassnig, Lorenz (2006), www.equi.at/pdf/jugendbeitrag-retzhof-fin.pdf, [15.04.2014].

²⁵ See also "Being at the Public employment office's training again and again", <http://kurier.at/wirtschaft/wirtschaftspolitik/zum-x-ten-mal-im-bewerbungskurs-kritik-am-ams-schulungsangebot/21.254.310>, [15.04.2014].

Austrian Workshop: Case Management: Individual Approach despite High Unemployment Rates²⁶

*Hildegard Matsch, Kai Hartig,
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Case management was first established in the United States of America in the 1920's. It became important in the German-speaking regions as a joining element between orientation for living conditions and economisation, two contradictory developments in the social work of the 1990's (Kleve, 2011). When case management was successfully established in the healthcare and social system, the newly-founded associations for care and case management in Switzerland, Germany and Austria (2004 - 2006) encouraged the public to embrace case management, which led to an extension of the method.

In 2009, as the number of young people struggling with social and personal issues was on the rise, ÖSB Consulting was assigned with the task by the Vienna Public Employment Service to design and implement a case management project for adolescents and young adults. Only six months later, the development and implementation of a pilot project was recommended in Vienna to reduce the relatively high number of adolescents dropping out of the educational system between leaving school and entering the labour market. Decision-makers aimed to increase effectiveness by implementing case management in the supporting system and to reduce costs in the long run.

Positive experiences in both projects raised the decision-makers' hopes to successfully adapt and extend case management to the needs of adolescents searching for apprenticeships. The problems that were encountered were not, as one might expect, of social or personal nature, but bad grades at school, vocational disorientation and unrealistic expectations of employers. The implementation of case management in this new field of work also required establishment of cooperation with new partners, such as teachers of vocational

schools, trainers, training officers or heads of HR in companies.

Case management implies the cooperation between different providers of support services. Even though, in theory, client's everyday life is considered to be a pool of resources, which implies that professional help is needed only when informal support through social networks is not / is no longer / is not yet feasible (Kleve, 2011).

As supporting networks are missing, adolescents need help to get in contact with companies. Case management focused on job finding, therefore, particularly emphasises the importance of cooperating with enterprises. Individuals were responsible for contacting companies to encourage them to offer traineeships and apprenticeships (vocational training providers) and also to open the minds of human resource managers towards the living conditions of young people. Even after a successful placement, vocational training providers are still in contact with companies in case of occurring problems until the end of the probation period. In Austria, a constantly decreasing number of companies are active in apprenticeship training. In 2012, only 13.3% of all enterprises trained apprentices (Gregoritsch, Holl, Kernbeiß & Wagner-Pinter, 2013, p.8). Therefore, our vocational training providers are particularly instructed to contact companies who are currently not training apprentices or have never been involved in the dual education and training of adolescents.

The political will is considered to be the essential requirement to set up cooperation between independent institutions, i.e. for effective networking. Since case managers are working on projects financed by public aid, they have only limited decision-making power. They are forced to liaise closely with the agents of public authorities. In our experience, a constant communication with partners on all levels, as well as joint coordination are fundamental for a successful case management focused on job finding.

As a method of management, case management will arguably only be used if the complexity of evident problems requires the involvement of several players. To avoid the

²⁶ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/AT_Matsch_Hartig.pdf

abuse of supporting services and to encourage self-help, the intervention period in case management is limited. Working together along a feedback loop is one of the main principles of the method. As shown below, there are different areas of work defined at each step of the loop on several levels (micro-level, meso-level and macro-level, Monzer 2013).

In short: Case management is a collaborative process, which includes both orientation towards individual needs on one side and planning and controlling of required supporting services on the other. For the purpose of having a successful case manager-client interaction, a well-functioning working relationship has to be established. Case managers generally operate in a continuum of care over time and across services. Therefore, the importance of interface management becomes obvious.

Specifics of Working with Adolescents

While, for example, the discharge management of hospitals mainly requires focus on organising tasks of the method, case management with job applicants demands additional work on the case manager-client relationship. Otherwise they tend to refuse to cooperate (Neuffer, 2013).

As adolescents are still developing their identity (Berk, 2011) they often perceive an unsuccessful job application as a personal rejection. Facing high youth unemployment rates, the number of young people feeling useless in the society and cut out of social life is on the increase. To deal with these frustrating experiences adolescents need parental guidance or professional help, when there are no other partners in their social environment. In our projects, we respect this need of our clients by letting them choose their case manager.

Working together along the steps of the feedback loop and dividing the main aim into several reachable interim goals helps young people to stay motivated. Moreover, as adolescents are used to weakness-oriented procedures (e.g. at school or at the public employment service), learning to focus on their strengths and resources during the assessment becomes an extraordinary experience. In line with a holistic approach, urgent problems are solved in a spare feedback loop and it is the

case manager who is forced to focus on the main aim in time.

Case management with the youth implies being very flexible. For example, while case management with adult clients allows for doing one step after another, adolescents tend to give essential information in small pieces and not only during the assessment. They do not consider the details of their life to be relevant at that time. New information, therefore, has to be integrated into the process when it is mentioned and interim goals have to be adapted accordingly.

As young people live for the moment, current events have a strong influence on their well-being and mental state. Not even the most ambitious young person is constantly motivated. The high motivation periods during the case management process have to be used for working extensively on achieving the objectives. Due to the fact that not all parties involved share this view on young people, case managers are often asked to gain understanding for their clients, to keep them in the programme, even more so if the case managers are of equal rank as the partners.

A very important function of a case manager is to act as a “translator” between agents of authorities and adolescents, to improve their common understanding. Case management focused on job finding also requires cooperating with companies to close the growing gap between the different living conditions of young people and employers. This is one of the main tasks of vocational training providers of the above-mentioned persons, particularly of those responsible for contacting companies.

In our experience case management focused on job finding proves itself in practice because of the following reasons:

- ✓ Depending on each individual case, the given internal or external services can be chosen and demand-oriented. The adolescents receive optimum support, at the time when they need it. When doing so, even a greater number of young people is able to get an individual support service.
- The holistic approach to young people avoids premature drop-out caused by current problems. The case manager stays in contact

with the client and turns the attention back to the joint work to achieve job integration at the right time.

- ✓ The frequency and duration of every counselling appointment varies depending on the individual needs. This allows using the optimum time of high motivation.
- ✓ During the whole case management process the client's generic competences such as conversational skills, self-presentation and social competences are practiced with different persons, resulting in a better job maturity. The trustful case manager-client relationship provides the required security.
- ✓ The vocational training providers ensure an optimal adaptation between clients and companies.

Tools and Methods

An extract of commonly used tools and methods included in the individual case management process is presented below.

Job Experience Boxes (JEB)

We developed these boxes ourselves because we did not find any existing material usable for one-to-one settings focusing on career guidance. The boxes were originally designed for young people with low qualifications and were later on adapted for further applications. Working with the job experience boxes opens the view of case managers and clients regarding some job-relevant competences. The boxes can be used in different ways, for example to explain common tasks of different professions to young people, to test some job-relevant skills in a counselling atmosphere or to raise interest for a special vocational field. On the other hand, imaginations of daily work can be distorted at an early point of vocational orientation and sometimes it becomes necessary to frustrate a client in a protective atmosphere. Experiencing that he or she is not quite as good at solving tasks as he or she believed to be allows the case manager to offer achievable options and to keep on achieving the aims.

Network-Card

The "Network Card" is a method for assessment and analysis of individual social networks and can be used as an instrument for cooperative diagnosis. The Network Card offers a graphic representation of the client's "Social Capital" in four sectors: "Family", "Friends and Acquaintances", "School and Profession", "Professional Supporters". The given three aspects furthermore allow choosing between very close, middle-close and loose relationships (Pantucek, 2014). To design a network-card an anchor person has to be chosen, mostly the client him-/herself (EGO-centred network), symbolised by the crossing point in the middle of the network. In a counselling situation the case manager focuses on the client's relationships and in the following process the network card will be designed together. The combined asking-drawing-interpreting process emphasises the professional relationship between the case manager and the client and extends the view at the given or missing support. This will help the case manager to consider necessary assistance by him-/herself and to identify supporters who could be involved in the case management process to reinforce the client's efforts to find a job.

KOBI (short form for German: "Kompetenzbilanzierung" - a "competence balance" tool)

In contrast to existing diagnostic tools for competences, KOBI was designed to focus on the strengths and resources of young unemployed persons with low qualifications. Taking part in KOBI raises the clients' awareness of their competences, increases their motivation and strengthens their self-confidence and sense of self-worth.

The tool is based on a standardised psychological test and a semi-structured interview-guide, which we developed ourselves. During the interview, adolescents are asked about their duties at home, their social obligations, their IT literacy and their language qualification. All questions evoke associative answers and have to be rated on a smiley-scale afterwards considering the following question: How much do you enjoy doing this? The adolescents are informed about the results in a resource-oriented manner and the main topics will be part of the further counselling process.

Theme-Based Workshops

Another method of supporting clients is the use of theme-based workshops. They act as the counterpart of methods and counselling units, which take place in an individual setting. The main focus is the youths' experience and learning within the workshop-group by enlarging their social and personal competences, as well as their application knowledge.

The theme-based workshops are designed for the needs of the target group and cover a wide range of topics: e.g. intercultural competences, application training, the prevention of violence and prospects for the future.

After completing the workshop the client and the case manager review the practical experiences and integrate them into the further care process.

G2/G3

The vocational training providers get involved in the case management process by the time the adolescents are considered to be ready for a job - traineeships or apprenticeships are being planned.

There are two possibilities; in a "G3-situation" an adolescent meets a company representative with the support from his or her case manager. The main goal of the "G3" is to check if the young person is up to complying with the demands of employees in general and/or in view of a specific company. Furthermore, the application documents will be checked and necessary adaptations will be agreed on. The "G3" offers the opportunity to get a new perspective on the youth's development needs. The "G2-situation", in contrast, is almost similar to a job interview. The adolescent has to meet a company representative without his or her case manager and prepare for the interview. During the "G2" the person contacting companies receives a genuine impression of the job applicant. The feedback available makes the "G2" an excellent instrument for training the youth to successfully apply for jobs.

Discussion

In our workshop we presented the fictional case of Julia, age 17, looking for an

apprenticeship (see the chart below) and explained some of the tools and methods. In discussion with the workshop participants we got the following feedback:

- The presented tools were approved by the participants. Especially the Job Experience Boxes and the semi-structured interview focusing on the clients' resources and strengths were described as interesting and usable in daily work.
- ✓ The case management approach used in our projects was found to be impressive, but there was a critical discussion about the possibility of transfer to other countries particularly in regards to higher rates of youth unemployment and/or regions offering fewer options (e.g. rural areas). Case management was often discussed as requiring high personal and financial resources, what may be true at the beginning. But the method always aims at reducing costs in the long run and therefore establishing a network in regards to the regional needs. We also pointed out that not all adolescents looking for a job need intensive counselling. But in our experience working with the youth always requires a holistic approach when dealing with their individual issues, as well as with the regional problematic areas.

The following aspects should be taken into account when considering implementing case management to increase job options for youth:

- ✓ Case management is more than face-to-face counselling. A political will to set up cooperation between authorities and service providers is considered to be an essential requirement for effective case work.
- The services offered will depend on the regional possibilities. Missing albeit necessary services should be integrated in the face-to-face counselling, but also pointed out to the authorities responsible for improving the system's offers.
- ✓ Close cooperation with companies is the key success factor for improving job options for youth and for developing an effective network in the region.

Contact

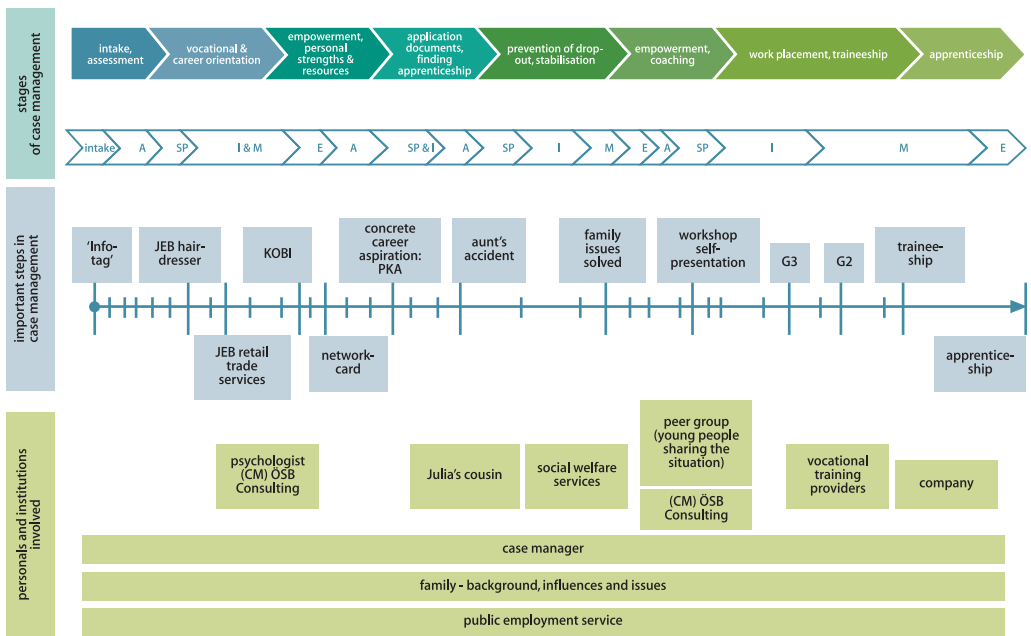
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“Case management focused on job finding” - Julia's case



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Croatia

Chapter **2**

National Survey

Croatian Employment Service (CES)

General Questions

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

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

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

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

As a response to youth unemployment a National Youth Programme has been established in 2003, including its third period that began in 2014 and will last until 2017. The objective of the National Youth Programme is to improve the activities of governmental bodies and public institutions that have the mandates and responsibility to contribute to meeting the needs of young people and improving the quality of their lives with the purpose of their optimal social integration. National Youth Programme consists of 41 measures and 129 tasks to be implemented by 13 governmental bodies within seven priority areas, namely:

- ✓ Education, vocational training and training in the context of lifelong learning
- Employment and entrepreneurship
- ✓ Health and health care
- ✓ Social protection and inclusion
- ^ Volunteer activities
- ▶ Active participation of youth in society and political participation
- ✓ Youth in the European and global environment
- ✓ Youth and culture.

The Ministry of Labour and Pension System is a coordinating body for the Youth Guarantee (YG) in the Republic of Croatia. It is supported by 17 partners (out of which six ministries, one Government Office, one public institution, four trade union representatives, two chamber organisations, two associations - a youth organisation and associations for the promotion of women's rights). They are all included in the YG Implementation Plan Counsel. It is important to emphasise that the Counsel is chaired by the Croatian Youth Network. The Croatian Employment Service is one of the 17 partners involved in the creation of the national Youth Guarantee Implementation Plan and is an active member of the Counsel for YG Implementation Plan. CES has suggested 19 reforms/initiatives which have been included into the Youth Guarantee Implementation Plan and is responsible for implementing the proposed reforms/initiatives.

As a part of YG preparation, Croatia started implementing the measures on 1 July 2013 (the date of Croatia's accession to the EU). For that purpose we have created 11 additional measures targeted at youth, named "Young

and Creative". At the moment, there are 23 measures directed towards young people under the age of 30 providing employment and self-employment subsidies, training and specialisation subsidies, occupational training, public works with emphasis on added value (new social services in the community, support to CSOs, green jobs, EU projects support, etc.). The measures are aimed at boosting the competences and preparing young people for inclusion into the labour market and for entrepreneurship, as well as towards the development of civil society. The measures were very well accepted and will be evaluated during 2014.

YG has been integrated in a way that some of the regularly conducted activities have been modified to target young people. This refers primarily to communication with young people and to the ability to provide service channels that young people are much more familiar with - e-counselling, e-mail communication, job referrals via SMS, e-mail, and individual consultations with IT technology (e.g. Skype). In that respect we are making changes in communication channels which will provide young people with more accessible services. Some of the channels, such as e-mail communication, text messages and online services have already been integrated.

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

stakeholders, CISOK's counsellors provide support through various thematic workshops, lectures, presentations, seminars, conferences and round tables.

The Lifelong Career Guidance Forum in Croatia has been recently set up as an independent advisory body composed of representatives of relevant institutions and organisations aimed at promoting and improving lifelong guidance. Further development of the above-mentioned services is integrated into YG Implementation Plan, as well as the development and creation of new services in collaboration with other partners participating in the YG.

An example of good practice

A strong emphasis has been placed on youth since 2012 and the adoption of Employment Promotion Act, which for the first time allowed employers in the private sector to take on youth in a form of traineeship called "Occupational training without commencing employment". Employment Promotion Act now states that every person, regardless of their age with less than 12 months of experience in their respective occupation can participate in this scheme, but using ALM measures. In this way, an employer, who can also be from the private sector, is reimbursed for costs of obligatory contributions (pension and health insurance and safety at work for those with previous work experience). A young person is compensated in the amount of non-taxable scholarship and transportation costs to promote inter-city mobility. This kind of internship scheme can last as long as it is required by rules of a respective profession - usually for 12 months, but not more than 36 months (which is only possible for specific crafts to gain access to master's exam, after which a young person is highly employable), but it can now be done for a 12-month period just for the sake of gaining first working experience. Employers in private sector must ensure hiring at least 50% of youth they had previously trained, and if they do not oblige by that rule, they cannot take on another trainee under this scheme in the subsequent year.

Accompanying measure (Work after occupational training) was developed for all employers who are willing to hire a person aged 15 to 30, trained under this scheme (work contract) to level out the odds for those young people trained in public and governmental

sector where there is no obligation to resume contract. This traineeship was frowned upon at first, but the results of these past 3 years (2011 - when it was under the Labour Act, 2012 and 2013) have shown promising results, as over 50% of those covered by this scheme found employment within a year of their training. A trend occurred in 2013, that employers have started creating jobs for youth who proved to be motivated and good workers.

Specific Questions

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

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

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

The National Curriculum Framework for Preschool Education, General Compulsory and Secondary Education (NCF) includes career guidance activities and development of career management skills, which is supported by vocational guidance services, operational programmes and within the content of additional and supplementary courses and extra-curricular activities through different methods: informing, self-informing, group counselling, brochures, websites, occasional individual counselling, etc. At Career Guidance Days and other events for pupils/students (e.g.

Open School Days, University Reviews, etc.) one can get information on educational offer, grants, labour market needs and career guidance services. Different workshops, round tables and panel discussions are organised as well. Regarding the field of higher and adult education, some universities have established Student Counselling Centres. The University of Zagreb has set up a counselling centre delivering services particularly for students with disabilities. Through career guidance methods individuals have the opportunity to assess and analyse their competencies necessary for career development and choose educational programmes and occupations that will optimise the utilisation of their potentials, taking into account the labour market needs. The services are aimed at the harmonisation of labour market needs and educational opportunities and supply. The awareness of the partnership-based models of cooperation in lifelong learning and lifelong career guidance as an instrument for employment and social inclusion is growing.

The Croatian Employment Service has been identified as one of the main stakeholders of systematically organised activities of informing, guiding and counselling aimed at different users from pupils and students in their final years of elementary and secondary school to different groups of adults, the unemployed persons and job seekers, as well as the employers.

Career guidance services in CES are provided using the so-called "tiered services", starting from the fact that the greatest number of persons needs to be informed about their future possibilities in order to make decisions; some of them need additional counselling and are included in group counselling sessions and the smallest number (up to 10-15%) is offered the most intense and complex services which may include psychological-medical assessment and support (for pupils/students with risk of early school leaving - having learning difficulties, behavioural disorders, health and social problems, disabilities, as well as other vulnerable groups). A key feature of the Croatian model is a client-oriented, partnership-based approach aimed at providing tailor-made services to target groups.

CES has included "early intervention" activities with pupils in career guidance services as an integrated part of its responsibilities to prevent

early school leaving and to play a preventive role as support in making proper decisions when choosing educational programmes and employment. This approach has proven to be successful since Croatia has a very low rate of early school leavers (3.7% in 2013) in comparison to the European countries (where the average rate is almost 15%). This approach has been developed based on partnership between CES, schools, employers, health and social welfare organisations.

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

Group counselling for the unemployed/job seekers and others is performed for improving the skills of active job search. Depending on the needs of regional labour markets, CES also offers workshops for different target groups: the long-term unemployed, the youth, persons with disabilities and other vulnerable groups. It is based on interactive approach and includes group discussions, role plays and presentations of good practice. Individual career counselling includes assessment of working and personal abilities (educational, psychological, medical and social aspects) for target groups which are mostly in need of comprehensive vocational and career guidance services.

In order to improve access to, and availability of, career guidance services to public and to ensure better availability of information and counselling services for youth, CISOKs were set up outside the premises of the CES on local-partnership basis. They offer a new type of service which includes a more comprehensive approach to LLCG, bringing services closer to the needs of potential (e.g. NEETs) and actual beneficiaries. In CISOK centres people are given an opportunity to search for vacancies and collect information on educational and

employment opportunities in Croatia and abroad. CISOK also offers information and advice on the requirements for different occupations, scholarship requirements and student accommodation, as well as many other topics related to education and employment.

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

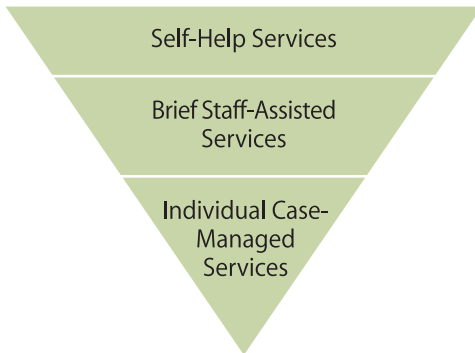
Depending on the specific needs of certain regions, educational workshops for specific target groups are offered by different partners in public and civil sector (for Roma population, former drug addicts, disabled persons, victims of family violence, etc.). The training programmes for unemployed are focused on increasing the competitiveness on the labour market; increasing their career management skills, lifelong learning skills and their mobility in education and labour market. Individual holistic approach is encouraged for the target groups at risk of social exclusion and/or disadvantaged groups. Stronger cooperation among relevant partners in career guidance is currently being developed.

Croatian Workshop I: Know Yourself before Choosing Your Career Path²⁷



*Sanda Kačunić, Career Guidance
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Today's labour market is characterised by rapid changes and therefore a demand for lifelong learning. Transitions among education, training and work are becoming more frequent and the need for lifelong career guidance is increasing. The traditional model of career guidance services cannot keep up with these demands. That is why a new high-impact model is desirable. It is more cost-effective and offers career guidance services to a wider range of people. In that way, lifelong career guidance becomes more approachable and simpler, but does not lose its quality.



Croatian Employment Service (CES) established eight Lifelong Career Guidance Centres (Centres for Information and Career Counselling) - CISOKs in 2013 in order to respond to dynamic needs of modern labour market. The Centres have been funded through IPA Component IV Human recourses development: "CES Services to clients: Improving Lifelong Career Guidance and ICT Support". They have been established in the following cities: Zagreb (2 units), Osijek, Koprivnica, Varaždin, Šibenik, Zadar, Vukovar,

Dubrovnik, Šibenik and Slavonski Brod and it is planned to develop CISOK in each county (21 in total) by 2017.

CISOK is the new type of service that includes a more comprehensive approach to lifelong career guidance and a new philosophy in providing services, bringing CES closer to the needs of beneficiaries. It is designed as a central place for professional career guidance services, offering these services in an accessible, open and distinguishable way to all the citizens. All services are free of charge. The two main fields that CISOK covers are choosing suitable career path and personal growth. Counsellors provide an appropriate level of support to clients' career management and help in career planning and choice-making by encouraging them to be proactive and independent, by providing information, being accessible and flexible. Counsellors also develop self-guided information materials that are the basis for self-help services. Beside various information materials about education, vocation, career, labour market, scholarships, working abroad, etc., clients can also use self-assessment questionnaires.

One of them is the computer programme for career guidance *My Choice* that offers interest and skill self-assessment questionnaires. At the end of a questionnaire, it gives a list of suitable occupations, depending on the person's answers. It also contains information about education, occupations and employment. It is a perfect tool for independent use and very popular among CISOK clients.

Self-Assessment Questionnaire Personality Traits Associated with Work is our newly developed tool. It is owned by the Croatian Employment Service, and designed under the project "CES Services to clients: Improving Lifelong Career Guidance and ICT Support", financed by the EU. It helps to determine the person's characteristics that are important for adaptation to different positions in various business situations. Results give an approximation of person's personality traits. The questionnaire measures ten categories: abstraction, dominance, extraversion, motivation for success, openness, perfectionism, susceptibility to stress, conscientiousness, agreeableness, and desire to learn. The general structure of the

²⁷ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/HR_Kacunic.pdf

questionnaire was made in a way to include a number of 'scales' that are relevant for adaptation to a variety of jobs. Scales were chosen and items developed on the basis of existing measures and models of personality in psychology. One of this questionnaire's main advantages is easy accessibility as it is available online.

Various other web tools were developed within this project, among them those concerning the labour market: Labour Market Information System (LMIS), Advanced Labour Market Information System (ALMIS), and Online Statistic Database of Croatian Employment Service. Their main purpose is to simplify access to information about labour market trends for the public. These tools also support self-help services.

LMIS and Statistic Database are available through the CISOK website. The Labour Market Information System combines and presents information on employment, unemployment and wage rates in Croatia. It gives overviews of the labour market on the national and county level and the level of individual activities, as well as the comparison of certain occupations or activities. The information is based on statistics of several institutions, among which are the Croatian Employment Service and the Croatian Bureau of Statistics.

Online Statistic Database of Croatian Employment Service is a new tool aimed to improve and modernise public access to data on registered unemployment and employment. Data search is based on years and months, and according to different characteristics, such as gender, age, level of education, economic activity, occupational groups, etc.

The Advanced Labour Market Information System (ALMIS) is a comprehensive e-tool for gaining better insight into the labour market trends, employment opportunities and educational possibilities. It is based on data provided by the Croatian Employment Service, Croatian Bureau of Statistics, Croatian Pension Insurance Institute, Ministry of Science, Education and Sports, Agency for Science and Higher Education, Agency for Vocational Education and Training and Adult Education. CISOK users can participate in group activities such as workshops, presentations, discussions, or in some other kind of group or individual informing and counselling. CISOK services are

open for everyone interested in career development, but the biggest groups of beneficiaries are students in primary and secondary education, and the unemployed, but also lots of students in higher education, parents, career guidance counsellors, employers.

An important part of our job is working with students at the end of their primary and secondary education by helping them choose a suitable occupation, i.e. further education. We work with students individually or in a group, discussing the importance of values, interests, qualities, abilities, health and labour market trends when making career decisions. Through these early interventions we are trying to prevent youth unemployment and long-term social exclusion.

Students in secondary education, who are planning to continue their schooling on the tertiary level of education, are sometimes not sure which programme to choose. The first step in professional guidance is information. Students (and parents) can use informational materials and web tools in the Centre. Some web tools are available through CISOK webpage (LMIS, Online Statistic Database, Self-Assessment Questionnaire of Personality Traits Associated with Work). Furthermore, counsellors provide them with the information they need.

The workshop *Know Yourself before Choosing Your Career Path* has been designed particularly for these students. It focuses on their self-assessment. Every job requires a certain combination of values, interests, abilities, qualities from the person performing the job. That is why it is important to become aware of them and consider them when choosing an occupation. The aim of the workshop is to help students to get to know themselves better and get information related to the labour market in order to choose a suitable career. Workshop topics are values, interests, abilities, qualities and labour market trends. Students have the opportunity to self-assess themselves through various questionnaires and to share, clarify and discuss their insights with the group. The workshop is one of the many activities offered students. After this self-assessment, they get informed, use *My Choice*, consider all options and, depending on their needs, arrange individual meeting with career guidance counsellor.

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Croatian Workshop II: The Introduction to the Four Rooms of Change®

Rajka Marković and Zvezdana Dragojević, Prava formula d.o.o.

The Four Rooms of Change is a theory about life itself, especially about what is happening to oneself and others in regards to change, crisis, renewal, stress or other hardships. It helps individuals and groups to manage and understand themselves. In this workshop, participants learn more about the theory of Four Rooms of Change based on their personal changing processes in a didactic manner.

The Four Rooms of Change™ is a theory that deals with change, with what happens with people in transition and with how they can influence the change process by taking responsibility for their emotions and actions. The model was developed by the Swedish psychologist Claes Janssen in the late 1960's and early 1970's as part of his groundbreaking research on the dynamics of change. The four rooms - or psychological states of mind - are Contentment, Self-Censorship & Denial, Confusion & Conflict and Inspiration (Figure 1).

Figure 1: The Four Rooms of Change™, Claes Janssen

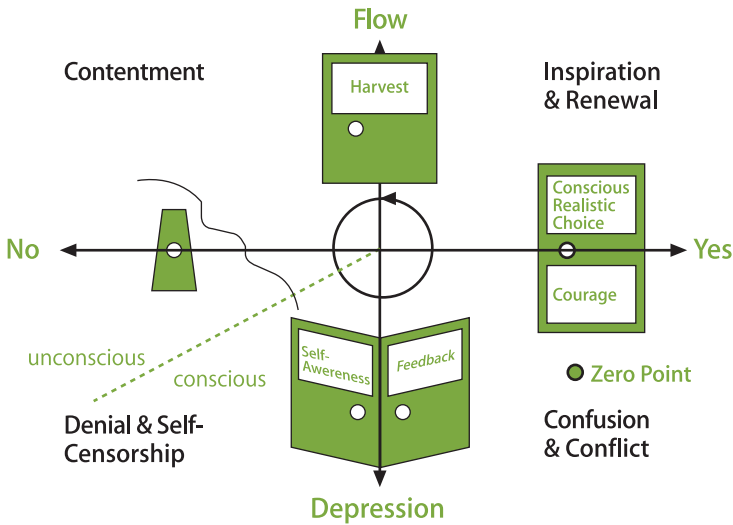


If we think of our experience of change in terms of a journey, we have to start somewhere; and that is in the *contentment room*. Everything feels fine, we are relaxed and in control and we have no desire to change anything. Then something happens and our external environment changes. This can happen very quickly or very slowly - either we fall through what Janssen refers to as the 'trap door' as a result of a significant event or we find ourselves gently descending over a period of time into the *denial room*.

Denial means that - while we may have a general sense that something is different or not quite right - we are very successful at convincing ourselves that everything is okay. We may find ourselves struggling to stay positive or "putting on a mask" to show others that we are relaxed and in control of things.

Sooner or later we have to face reality and enter the *confusion room*. This is finally where emotions finally take over - fear, anger, sadness, self-doubt and feelings of inferiority are common in this room. This is obviously not a good place to be in and many of us make an unconscious choice to go back into denial, rather than go on with our journey. But go on we must. By facing our fears and working through the confusion and conflict we can find new hope, new inspiration and a way to go forward. We have entered the *inspiration room*. Suddenly, we have a sense of "getting it all together"; we are full of energy and find the creative resources to make things happen. Finally, we are ready to complete our journey and step back into the contentment room as it is shown in Figure 2.

Figure 2: Moving through the rooms



In the second part of the workshop participants were working in pairs and had a chance to use a practical tool - questioning technique. The questioning technique is based on The Four Rooms of Change Theory and is useful to support clients in the process of change in times of difficult labour market situation (Table 1).



Table 1: Analysis and synthesis- conversation with clients using Four Rooms of Change

<p>TODAY (NO+):</p> <ul style="list-style-type: none"> ✓ What are you content with in your life/job/job search? ○ What is functioning well? ✓ What is your role in that? 	<p>POSSIBILITIES (YES+):</p> <ul style="list-style-type: none"> ✓ Success memories: did you manage to do something similar before and achieve what you thought was not possible at first? ✓ Brainstorm: What can you do in order to achieve what you want? ^ Who can help you? Who can support you? › What kind of courage do you need to implement these changes?
<p>DIFFICULTIES (NO-):</p> <ul style="list-style-type: none"> ✓ Which difficulties or obstacles do you see/know in these actions? ✓ What knowledge or skills do you lack? ^ Is there an internal conflict that prevents you from doing what is needed? › Is there a taboo? Something that you cannot talk about? ✓ Is there something that you cannot change, something that you have to accept as it is? ✓ Risk? What is the worst thing that can happen? ○ Which self-discipline is needed (what do you need to do persistently, regularly and with discipline)? 	<p>WILL (YES-):</p> <ul style="list-style-type: none"> ✓ What would your ideal future look like if you found the job you wanted? ✓ What would your ideal future look like if your dreams came true? ○ What would the ideal future look like if you will have a vision, courage and persistence? ✓ What would you gain? What would you lose? ✓ What do you need to give up - zero point? ^ How do you feel about the fact that you need to think/feel/do differently? › What are you afraid of?

At the end of the workshop participants planned actions in order to live more in the rooms *contentment* and *inspiration* in their professional and private life.



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Czech Republic

Chapter
3

National Survey

Euroguidance Czech Republic

General Questions

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

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

The highest unemployment rate is among people who have completed only primary education. The unemployment rate of the youth who have completed secondary education is two times higher than in the general population and over four times higher among the tertiary educated youth than in the general population.

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

Which policies emerged as a response to youth unemployment?

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

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

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

In the area of education, the regional offices and schools are relevant players to cope with youth unemployment. There are also some private companies involved in the implementation of the Youth Guarantee. Moreover, the following institutions are also involved in the implementation: the Council of Economic and Social Agreement, the Czech Council of Children and Youth, the Czech Chamber of Commerce, the Association of Adult Education Institutions in the Czech Republic, etc.

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national

and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

The Czech Euroguidance centre has been collecting examples of good practice in guidance and counselling by organising the National Career Counselling Award since 2009. During five years of the contest, we have collected many examples of best practice - also in the field of guidance for youth. There are several examples supporting school-to-work transitions.

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

We will continue supporting guidance counsellors in the Czech Republic by providing information, collecting examples of good practice, and enabling sharing of experience

and networking. Moreover, we will disseminate information about the career management skills, current changes and trends on the labour market and other relevant information to support employability and entrepreneurship.

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

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

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

- ✓ Recognizing the importance of lifelong guidance as a tool for decreasing unemployment rate and supporting social justice.
- ✓ Supporting knowledge about the benefits of guidance and counselling among the possible target groups.
- Setting up conditions for a functional cooperation between main public bodies dealing with counselling and other relevant associations, institutions and organisations, as well as other guidance players. Tighter connections of counselling services leading to easier orientation for clients.
- ✓ Providing access to guidance services for all citizens during their life path; the access is related to a better promotion of guidance services for particular target groups, as well as to their accessibility (local, financial, etc.).
- “ Better implementation of projects' results achieved in the field of guidance and counselling.
- ^ Setting up quality education and further training for counsellors. Moreover, (prospective) teachers need to be educated in the field of career development.
- › Ensuring the quality of service provision.
- ✓ Ensuring efficiency and effectiveness of guidance services.
- ✓ Career education and career guidance need to focus on career management skill development.

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

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

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

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

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

Guidance at schools is provided by educational advisers, school prevention specialists, possibly school psychologists or special education teachers. School advisers are responsible for preventing failing in school, primary prevention of socio-pathological phenomena, career guidance and counselling, support in the education of pupils with special educational needs, methodical support for teachers, etc. Association of School Advisers in the Czech Republic²⁸ has been working since 2006.

The empowerment of Career Management Skills (CMS) within the primary school curricula is realised through the following educational areas: *People and their world, People and society, and People and the world of work*. Similarly, CMS are developed at the secondary level of education. However, there are big differences between schools in terms of

implementation of the CMS development.

Czech universities have an obligation to provide guidance and counselling services to the applicants, students and other interested parties. In 2011, there were 21 counselling centres at Czech universities providing psychological, career and study counselling, counselling for students with special needs, spiritual and multicultural counselling. The Association of University Guidance Counsellors²⁹ was established in 2008.

Beside the school and university counsellors, the youth is also supported by counsellors working within the Labour Office of the Czech Republic. The Labour Office is an administrative body with a nationwide authority, while organisationally it consists of headquarters and 14 regional offices. Labour Offices are running Job Clubs "Start" for youth entering the labour market.

The disadvantaged youth are often supported by NGOs working in different fields.

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

There is a well-developed internet portal for students, parents, teachers and guidance practitioners - InfoAbsolvent³⁰; the portal is providing information about learning opportunities and different occupations, statistics about the labour market, skills required by employees and graduates' expectations, as well as advice and relevant information for youth, adults and counsellors.

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

Vulnerable groups are supported through guidance services offered in schools, NGOs, labour offices or private companies. The youth is often encouraged by educational and counselling services, as well as low-threshold activities (such as clubs, parks, and playgrounds); games, themed events, fairs and excursions;

²⁸ www.asociacevp.cz

²⁹ www.asociacevsp.cz/english

³⁰ www.infoabsolvent.cz

peer activities, mentoring programmes, and internships are also available. There are some grant schemes for the education of youth from disadvantaged environment.

Is there structural unemployment?

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

Are there some region-specific measures implemented across your country?

There are important regional differences in graduates' unemployment rate within different regions, which is, of course, connected with the difference in unemployment rate in general. Regional differences are considered by local projects and NGOs.

Research and Development

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

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

Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

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

of the client, diary of the counsellor, etc.

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

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

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Czech Workshop I: People in Need³¹

Barbara Halířová



"A volunteer, a counsellor or other person who may have a positive impact on client's development can become a mentor, particularly by bringing a new insight into the life of the client." (Broumovská: 2010)

Benefits of mentoring in particular to:

- // Self-esteem levels
- ^ Regard for and comfort with people of other race
- › Ability to maintain satisfactory relationships with other adults
- ✓ Decision-making ability in the career-choice process
- ✓ Mentoring programmes may noticeably increase school attendance among mentees in a mentoring relationship
- ✓ Roles of non-familial adults in the lives of children at risk have been shown to be beneficial in increasing resilience and success in the face of adversity
- ✓ In programmes that specialise in youth mentoring, people from outside the youth's everyday world cooperate to ameliorate the youth's situation, giving the community a stake in their future
- Mentoring programmes open new opportunities and understanding for mentors and mentees previously unavailable due to too many barriers, prejudices, or lack of options
- ✓ Mentoring programmes offer a cheap, fast way to pass valuable skills and knowledge from one person to another
- // Passing opportunities from one person to another helps ensure that those living in a community can maintain and improve it
- ^ Being a volunteer mentor is an honour. Mentors and role models have a chance to "show off" their skills and enjoy teaching someone something new

What does it mean to be a mentor?

- › Be a friend
- ✓ Offer inspiring ideas
- ✓ Help increase self-esteem
- ✓ Confront negative behaviours and attitudes
- ✓ Teach by example
- Explain the unknown
- ✓ Stand on the side of their mentee in a crisis situations
- // Offer advice where possible
- ^ Encourage to achieve the objectives
- › Listen

³¹ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/CZ_Halirova.pdf

Czech Workshop II: Metaphors from Nature as a Way of Grounding Young Clients in Their Career Path Processes

Lucie Čizková

Nature is a wise and intuitive guide and metaphors from nature are inspiring tools that help young clients gain a grounded perspective on some long-term processes in life, including those related to career path choices. Concepts such as uncertainty, patience, strengths, resilience, happenstance, timing, purpose, unemployment, etc. can be safely explored via metaphors from nature.

YOU are welcome

It is a hot June day in Zagreb and we are spending two days in an air-conditioned hotel in the centre of the city. About twenty participants of the Cross Border Seminar have chosen to take part in the “Metaphors from Nature” workshop and I greet them personally with a handshake in a cool conference room as they enter for one of the two sessions that will take place during these days.

“You are welcome to take your shoes off,” is one of the first instructions that the participants hear. “Aaaaah,” sigh several of them. “I like this workshop already!” one says. “Not that long ago,” I continue, “we adopted a cat at home. She is the source of tremendous inspiration I must say, she never starts any activity without first stretching properly.” And so the group is offered the possibility to spread their arms, yawn, gracefully bend their spine and stretch the legs. All take part and seem to be enjoying themselves, there are smiles and giggles.

Choose a picture...

If you type for example “pictures nature plants” into Google photo search, you will get a glimpse of the kind of images that the participants got to see in hard copy on one of the workshop room tables. The first group was asked to choose

a picture that represents their personal qualities that help them in their work with young clients or with people in general. The other group was simply asked to pick a photo they personally like. Later they were given the task to find something in the picture that follows the instructions above. Such a simple exercise and there is so much that can be learned from it about people in the group - just allow for plenty of time to listen to the stories told.

Spider’s web of attraction

Spiders carefully weave their webs in places where they hope to attract some edible insects, often next to a source of light. Just like a lamp for insects, the workshop description was a source of attraction for the participants and I was curious which part of the “attraction web” the participants were caught by. “What elements attracted you to this workshop?” was a question that brought a diversity of answers, some of them more predictable than others. And already here there were several cross references among the workshop participants: “Aaah, I didn’t think of that answer but now that you mention this - I can relate!”

Don’t swot if you can soar!

Making a SWOT (strengths, weaknesses, opportunities, threats) analysis is something that most people are familiar with. But you know the meaning of the verb “to swot”? It means to “study something hard, with determination, typically by heart and under external pressure”. No pleasant feelings, really. That is why when we work with groups, teams and individuals we offer them an alternative way of analysing and strategic planning - the so-called SOAR framework (Stavros & Hinrichs), which has been adapted over and over to suit the needs of the occasion. In the case of our work with exploring educational and career paths, the acronym can stand for e.g. strengths, opportunities, active resilience and roots (and be illustrated by the image). And what about the meaning of the verb “to soar”? To rise, fly, or glide high and with little apparent effort, to climb swiftly or powerfully - doesn’t it sound so much more appealing than swotting?

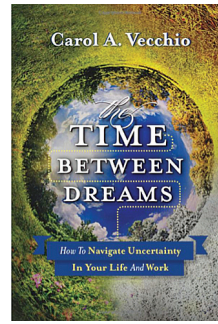
Mystery in the walnut

Take a walnut with its hard rugged shell. What do you see in it? Nut muffins, candleholder boats, two brain hemispheres, a jewel, a future walnut tree...? And how to get this out? Crack the nut open, let it germinate and sprout...

Young clients can be regarded as walnuts sometimes hard on the outside and soft on the inside, fragile when cracking but with a potential (under favourable conditions) to grow into a tree and give life to many other walnuts in the future. We do not see things as they are, we see them as we are, wrote Anaïs Nin and this quote reflects the theoretical social constructionist, narrative and appreciative background that my work with metaphors is based upon. Why not approach young (unemployed) clients never again as problems to be solved, but rather mysteries to be embraced, as appreciative inquiry practitioners often say? Chances are that the so-called "positive core", the seed of strength, power, creativity, innovation and inspiration, will grow out of that approach.

The pitfalls of a metaphor

"An image is worth a thousand words," says a well-known saying and it is imperative to keep that in mind when working with metaphors. While departing from an image opens up for a host of interpretations, conversations and explorations, offering a ready-made metaphor with a singular message or meaning can prove to be problematic. Let's take the example of a lovely piece of work, Carol A. Vecchio's book "The Time between Dreams", which is completely based on the metaphor of the four seasons in nature. The metaphor has been helpful when introducing a cyclical rather than linear approach to career development within the ESF-funded project Giving Preference to Strengths (www.PrednostPrednostem.cz = PP Project), but one needs to keep in mind that the whole concept might crumble and fall when working with clients from those parts of the world where there is a different climate, or from the opposite hemisphere. However, for use in the Central European context, Carol Vecchio's concept can serve as a calming, reassuring and ultimately very practical approach to transitions in life and work. For the client, as an example, it can nicely illustrate, complement and simplify the Four Rooms of Change theory presented during the CBS in Zagreb.



Giving birth to a metaphorical tool

If working with metaphors is something that you could fancy in the future, here are a few practical tips that can help you develop a metaphorical tool of your own.

First of all, it is a good idea to be aware of your departure point. Is there an image from the so-called 'source domain' (in our case - the nature) which inspires you so much that you want to build a metaphor around it (e.g., waterfall, coral reef, a field of dandelions, etc.)? Or is there a concept in your 'target domain' (= career) that you need to explore with your client/s (flexibility, uncertainty, change, fear, purpose, patience, etc.)? Is the meeting point between 'inspiration' and 'need' a balanced, well-developed and coherent one? Such initial awareness allows you to minimise the danger of possible pitfalls mentioned earlier.

Secondly, especially for those of you who struggle with time management as I do, it is crucial to establish whether you have the time/space/conditions to work with a metaphor only on a micro level (throwing in an image/sentence here and there), middle level (e.g. using the SOAR tree or the four-leaf clover during a session of a few hours or a series of a few sessions) or do you want to build a macro level intervention based on a particular metaphor (e.g. a few-day course built around the metaphor of a tree).

Thirdly, be ready to improvise, adjust, re-invent and even fail. Especially when using metaphors from nature developed in the 'source domain' mode (such as organising a meta-walk as described below) there is a high chance that things might change as you go - and working with whatever comes along the way is the ultimate art of intuitive metaphoring.

The story of the four-leaf clover

Let me share part of a story of a practical little tool (middle level) that is still “under construction”. It is called a four-leaf clover and it has been developed over a period of time, tested on several groups of clients, adjusted and improved. In the target domain, we wanted to dedicate some time to exploring a number of different future job scenarios. However, encouraging young clients to open up to several realistic possibilities that fulfil some of their needs and motivations while building on their different strengths has not been an easy task. Lucky as we are, the four-leaf clover image from the source domain has proven really helpful. Think a little bit: “Which of the four leaves in a four-leaf clover is the lucky one?” Well, it is the fact that there are four of them that is the whole point, isn’t it? And that is why imagining four different scenarios is the way to attract your luck in a particular area. For example, I have used the four-leaf clover to see what options there might be in giving instructions to the clients when filling out the four-leaf clover. Our experience says that it is not important what clients write into the worksheet - what matters is the thinking process behind examining their values, preferences, market conditions, etc. The four-leaf clover helps them become more fearless and safely imagine what might happen “if” ...

Meta-walk: Let Zagreb city landscape inspire us

The last element of the workshop was a brief taste of the so-called meta-walk (as inspired by the authors of metasaga and metafari). The charm of the meta-walk is that there is no technology involved, even though an analogue iPad is brought along and there is a chance to use twitter as you go (for more info please contact the author, this could be a topic for an article of its own). The whole point is for the meta-guide to look for images in the course of the walk (source domain) and match them with concepts that need to be examined (target domain). The questions asked build trust and connection among participants very fast - they talk as they walk and their shared experience is documented via the analogue twitter account (post-its on a portable plastic board).

Here is an example of source and target domain elements we worked with:

Temperature shock between the air-conditioned hotel and the hot street (⇒)
 first encounter with a young client and building rapport with him/her
 Entering a dark alleyway with no clear exit on the other side (⇒)
 establishing an atmosphere of trust and friendly curiosity
 Golden bricks on a poster in a shop window (⇒)
 top tools enabling to discover the best in young clients
 Crossing a street via two different sets of traffic lights (⇒)
 strategic planning, its limitations, emotions involved and reflection thereof
 Choosing a seed and planting it (⇒)
 one thing you are taking away with you from today’s session that you want to build upon and/or explore further

Thanks to all my colleagues from the “Giving Preference to Strengths” (www.PrednostPrednostem.cz) project for inspiration and co-creation of some of the above described tools. Namely Lukáš Kučera, Jitka Štádlerová, Peter Bach Lauritzen, Lukáš Šlehofer, and the project leader Mirka Vobecká. Thanks to our international partners - Appreciating People from the UK and Anja Doornbos from The Netherlands. Last but not least, thanks to the participants of the Metaphors from Nature workshop at the CBS in Zagreb whose inspiring involvement helped me to fine-tune some of the metaphors described above.

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Germany

Chapter **4**

National Survey

Euroguidance Germany

General Questions

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

Youth unemployment dropped significantly in Germany - mainly for demographic reasons. Youth unemployment in Germany has never been lower since the reunification, according to the German Institute for Economic Research (DIW Berlin). Between 2005 and 2012, the number of the unemployed has more than halved in the 15-24 age group. While youth unemployment in other European countries such as Spain and Greece rose to a record level of over 50%, in Germany it fell down to 8% - the lowest in Europe. But this is not a reason for jubilation. DIW labour market expert Karl Brenke warns: "Unemployment is down mainly for demographic reasons and not because more work or training places were taken by young people." In many regions, the situation on the labour market for young people is still very difficult: while there are areas with only 2% of youth unemployment in Southern Germany, the youth unemployment rate is at 12 to 15% in some old industrial regions in Western Germany and in parts of Eastern Germany. The drop in youth unemployment is no reason for politicians to rest, judges Brenke: "Youth unemployment in Germany is still primarily a problem of qualifications; more than half of all unemployed young people in 2010 did not have a professional degree. Because there are fewer and fewer young people in Germany, companies are strongly advised to train the youngest generation and prepare them well for the labour market."

For young people job opportunities are increasingly dependent on their place of residence. "Considering situation in its entirety regional differences are growing," labour expert Brenke explains his research results. The lowest unemployment rate can be found in the states of Baden-Württemberg, Bavaria and Rhineland-Palatinate, where the rate is under 5%. In Saxony-Anhalt, Mecklenburg-Western Pomerania and Berlin, however, it is sometimes well above 10%. "The mobility among young

people is obviously very low, although a surplus exists, particularly in many southern regions (in apprenticeships). The situation in many old industrial regions in Western Germany and East Germany, however, is very bleak."

Berlin stands out: the city has the highest youth unemployment rate and the lowest education rate among the German states, and there is a significant shortage of apprenticeships. At the same time, there is a high rate of training drop-outs and a relatively high rate of young school drop-outs. "If the unemployment is widespread in a region, habituation effects can arise because it is often found among family, friends and acquaintances," says Brenke. The social structure also plays a role. It creates a vicious cycle: a tense situation on the labour and apprenticeship market leads to misbehaviour of some young people - and thus slows down the economic development opportunities of a region.

Given the fact that the renewable age cohorts are smaller, Germany does not allow young people to remain without professional training. "For a long time there was a serious lack of industrial training places throughout the country. For companies, there was no need to offer increased training; they were able to find sufficient potential on the labour market", says Brenke. Because of the low demand due to demographic change, the apprenticeships are now indeed almost sufficient, but a significant share of young people is still in the transition between the school and vocational training. "Even the training institutions could be picky with the apprenticeship applicants, so that often a college degree or high school diploma is required when filling training places." In the future, however, such chance should be given to young people who hold only a secondary school degree. "Especially in regions with low unemployment the businesses are competing to get the best training applicants" predict the labour market researchers. It would therefore be helpful to lure young people from areas of high unemployment and still insufficient apprenticeships.³²

³² http://www.diw.de/de/diw_01.c.420953.de/themen_nachrichten/jugendarbeitslosigkeit_in_deutschland_deutlich_gesunken_vor_allem_aus_demografischen_gruenden.html
More information about the statistics on Youth unemployment in Germany:
<http://de.statista.com/statistik/daten/studie/189105/umfrage/jugendarbeitslosenquote-nach-bundeslaendern/>

Which policies emerged as a response to youth unemployment?

In Germany 28% of 25-34-year-olds have a university or a college degree, whereas the OECD average is 39%. This discrepancy, however, is in large due to different educational systems. Take the profession "event manager" as an example. While this profession can be reached in Germany by a classical vocational training as an event manager, in countries like the UK you need to study at a university in order to get this qualification (in Germany there are now comparable courses offered by private education providers).

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

National Pact for Training and Skills fused with the new main focus to achieve a turnaround in the training market, joined the federal government and central associations of German business on 16 June 2004 in the National Pact for Training and Young Skilled Workers in Germany for an initial period of three years. The training agreement has already been extended twice because of its establishment, most recently on 26 October 2010. The National Pact for Training and Skills in the recent extension until 2014 was signed, in addition to the existing partners (business associations and the federal government), also by the so-called "Standing Conference" (governmental body of the Ministry of Education) and the Integration Commissioner of the Federal Government. This is an important signal, because given the demographic trends, the applicants and not the apprenticeships will be scarce in the future.

Also in the new run-time, unions are not present in the Covenant. Despite efforts from all sides, they were not able to reach a common position with the DGB.³³

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

The situation on the training market requires

greater joint action by all stakeholders in order to make the attractiveness of dual training for businesses and young people more clear and also to emphasise strategic importance of the dual training for companies to be able to secure the necessary number of professionals.³⁴ A focus must also be on young people with limited resources towards seamless transition from school to training and to give a second chance to people without qualifications. The BA has a programme "Education is Worthy: We are Looking for You Late Bloomer".³⁵

A key challenge in the coming years is to allow people with low qualifications to have sustainable participation on the labour market. Similarly, vocational training, especially for capable young people must remain attractive and the permeability between vocational and academic education has to be strengthened.

The Training Pact since 2010: What has been addressed, what has been achieved?

Since 2010, over 2 million new training contracts were completed. The focus of the Covenant was and still is on the potential of all young people for a dual system of vocational training, in particular young people with a migration background, disadvantaged people, but also talented young people and young parents. When the Covenant started, several quantitative commitments have been made with one exception: the funds of the so called "step in qualification" programme (EQ and EQ Plus) rose. Likewise, a variety of qualitative measures were successfully implemented:

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

Career support: Around 1000 model schools were funded by the BA and used professional information campaign "Training - virtually unbeatable". This image campaign of the Federal Ministry of Economy and Energy (BMWi)

³³ <http://www.dihk.de/themenfelder/aus-und-weiterbildung/ausbildung/ausbildungspakt/nationaler-pakt-fuer-ausbildung-und-fachkraeftesicherung>

³⁴ <http://www.bmbf.de/pres/3571.php>

³⁵ <http://www.arbeitsagentur.de/web/content/DE/BuergerinnenUndBuerger/Weiterbildung/Spaetstarter/index.htm>

and the BMBF showed the attractiveness of the dual education and embedded it more firmly in the public consciousness.

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

Participation of young people with a migration background: To increase participation in training opportunities of young people with a migration background, the Commissioner for Migration, Refugees and Integration invited parents and young people nationwide to conferences and offered regional training.

Career Advice: The BA has consulting and mediation studies, expanded through further professionalization of counselling professionals. They are even more attractive due to a broadened access to the career information centres (BIZ) and by further shaping through fundamental modernization. Regular surveys pertaining to the quality of advice show 88% of recommendations.

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

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

- ✓ federal government
- central associations of German business
- ✓ the Standing Conference (governmental body of the Ministry of Education)
- ✓ chambers of commerce and crafts
- ^ Integration Commissioner of the Federal Government

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

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

Living and working in the knowledge society and the outstanding importance of the development of human assets already contributed to an appreciation of lifelong learning. To increase participation in training, the capacity must be increased to expand one's resume and make it more attractive by creating new incentives and removing existing obstacles:

- › Each person must be encouraged to understand that learning is a permanent challenge and an opportunity for personal lifestyle.
- ✓ No qualification certificate should remain without the possibility of a connection to the labour market and/or more learning opportunities.
- ✓ Businesses and governments need to align their development more than ever with lifelong learning and thus with the demand-driven, ongoing training throughout working life.
- This also means that there is an increased demand for professional orientation.

Concept for lifelong learning

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

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

The fields of activity indicated below are in the focus of the training: The central issue for initiatives is the empirical finding that participation in continuous education in Germany is too low in comparison to international standards. In particular, low-skilled people take little part in training. The federal government therefore follows the recommendations of the National Working Group for Innovation and Further Qualification; in the economically active population (after completion of the initial training, 25 - 64 years) by the year 2015, the BMBF aims to achieve the following targets:

- Participation in formal education (courses and seminars) will increase from the current 43% to 50%,
- ✓ At least 40% of the low-skilled group is to be active (previously 28%),
- ✓ Participation in all forms of learning, including the so-called informal learning is expected to increase from 72% to 80%.³⁶

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

Most of the career advice in Germany is done by the Federal Employment Agency, as required by the Law (§ 29 SGB III). Since the abolition of the monopoly of the Federal Advisory Agency in 1998, there are also commercial career counselling agencies from non-public youth care (youth services). The professionalism of the advice is not backed by minimal legal standards of the German Association for Educational and Vocational Guidance (DVB)

which has defined quality standards in Germany. Career counsellors (within the Association) have to follow certain guidelines and comply with the quality standards, as well as be enrolled in the vocational guidance BBR register.

The U25 team has taken over the counselling of young people without university entrance qualification (persons under the age of 25) through the Federal Employment Agency. The academic advice is provided by consultants for academic professions. This is, among other reasons, to bring knowledge, interests, abilities, and (life) goals in line with eligible study programmes. Possible strategies are developed for graduates to enter the labour market.

The Vocational Information Centre (MIC) is affiliated with the Federal Employment Agency. It can also be used without prior consultation for self-search. Advice seekers there have the opportunity to get informed about various professions through the media. Usually all occupations have video portraits and pictures of the profession.

The guidance in Germany is considered to be institutionally fragmented. In addition to the Employment Agency and craft associations, there are also community organisations, educational institutions, employers, job fairs and private consultants who charge for career advice.

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

Career guidance provides those seeking advice on the following:³⁷

- ✓ independent individual career counselling and decision-making
- ✓ group counselling on agreed topics
- ✓ advice and information on courses
- ✓ study-related consulting tests in different study areas
- advice and information about school and work occupations

³⁶ More information may be found at the following website: <http://www.bmbf.de/de/lebenslangeslernen.php>

³⁷ Also, for methods applied in Germany to support vulnerable groups (e.g. youth with disabilities, youth with migrant background) see <http://dasbringtmichweiter.de/> and <http://www.forum-beratung.de/english/career-guidance-in-the-lifecourse-services-germany.html>

- ✓ career orientation events at schools or by appointment
- ✓ events at the Professions Info Centre
- ^ information sessions at universities
- › consultation in schools
- ✓ office hours at the universities in cooperation with the DSB (Student Advice Centre)
- ✓ magazines and books on career choice
- advice on higher education
- ✓ mediation proposals for training placements after clarification of aptitudes and likes
- ✓ investigation of psychological suitability
- ^ guided self-exploration programmes
- › exploring the professional and working world (factory tours / internships)

Is there structural unemployment?

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

The Hamburg Institute of International Economics (HWWI) estimates that the German NAIRU in 2011 was around 7.9%. Other studies, such as the study of the Federal Bank, the OECD and the ZEW came to similar results around the turn of the millennium. According to the estimates of the Mannheim ZEW, the West German NAIRU was between 7.9% and 8.2% in 1998 and around 5% at the beginning of 1980s.³⁸

³⁸ <http://www.wirtschaftundschule.de/lehrerservice/lexikon/n/nairu/>

German workshop: Counselling services - an Instrument for Fighting Youth Unemployment?³⁹

Regina Korte

The aim of the workshop was to have an exchange on different frameworks for counselling and guidance in the participants' countries and different measures to fight youth unemployment.

Discussions raised the author's awareness on different approaches to working with young people in order to help them make the most suitable choice for their future and to avoid high drop-out rates of young people starting their further education.

The German educational system and the benefit of that system for other countries were also of interest during ongoing discussions. Some countries had the idea of transferring the German system of vocational education, entirely or at least partially to their country. Actually, many young people from those countries that have been extremely affected by the economic crisis and consequently have a high youth unemployment rate, came to Germany for the purpose of gaining vocational education within the German dual system.

The German dual system of vocational education has a high impact on where and how the majority of counsellors for vocational and educational counselling and guidance do their job and how this work is embedded in the educational system and labour market issues. So the idea was to present both the educational system and the dual system of vocational education in Germany and counsellors' work within the organisation of the Federal Employment Agency of Germany.

In Germany, the Federal Employment Agency is the main provider of counselling and guidance services for young people under 25. The unemployment rate of young people is not as high as it is in other European countries, with the exception of Austria. This fact may be seen as a result of the economic situation and/or the educational system. Moreover, counselling and guidance should be seen as one instrument to

prevent youth unemployment.

To understand counsellors' work in Germany one first has to understand the educational system in Germany. This system has a long tradition. There have been discussions on transferring it to other countries, but many experts came to the conclusion that this is not possible because of different aims and history of vocational education and training in different countries, but also because of different history of the cooperation of social partners in different countries.

The Federal Employment Agency of Germany has a broad offer related to employment, employment benefits, as well as counselling and guidance. The main duties in this field, among other things, are:

- ✓ training and work placement
- ✓ vocational guidance
- employer counselling
- ✓ promotion of vocational training
- ✓ promotion of further training for professional integration of people with disabilities

Counselling and guidance is a task of the Employment Agency regulated by law, and the Employment Agency has a contract with the federal ministries of education, regulating the work of guidance counsellors in schools. Therefore, schools have to cooperate with the Employment Agency in the field of counselling and guidance.

The Employment Agency is represented by 176 agencies with about 610 branches all over the country, so every citizen who wants to use it has an Employment Agency nearby.

Counsellors' work in Germany includes:

- ^ informing
- ✓ counselling and guidance
- ✓ placement
- ✓ promotion

The first step in counsellors' work when presenting the offer is to give a lecture in every class at school one year (or recently two years) before finishing school. This will be followed by parents' evenings. Recent surveys showed again how important the role of parents is for their children when they are about to choose further

³⁹ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/DE_Korte.pdf

career pathways.

The classes are then invited to visit the vocational guidance centre ("BIZ" = "Berufsinformationszentrum") provided by all of the 176 Employment Agencies and sometimes even by the Agency's branches. The youngsters have the opportunity to use different informational materials on further school and training offers and on all different types of professions.

In BIZ, the counsellors also organise information events and fairs, often in cooperation with employers, give lectures and present professions. The fairs can, for example, provide information on:

- o apprenticeship training positions
- ✓ presentation of occupations (requiring training or university studies)
- ✓ presentation of vocational fields
- ^ presentation of enterprises and companies

From time to time special events for special target groups also take place - e.g., a fair presenting vocational pathways and studies in the field of mathematics, IT, natural sciences and technics ("MINT") aiming especially at young girls.

Counsellors' work within schools or, if there is not enough time in sessions, by appointment in the local Employment Agency, includes any subject concerning the choice of educational pathways, with students who:

- are looking for a suitable profession or course of study
- ✓ have questions on the content of trainings or courses of study
- ✓ are looking for a vocational training place
- o do not yet know what to do next on their further path
- ✓ have questions relating to training or labour market
- ✓ would like to take a test on suitable professions
- ^ have questions regarding their application
- do not find a position in their dream job and need alternatives
- ✓ have health or school problems and require special advice and assistance

As soon as clients decide on which step to take next, the counsellors will assist them in, e.g. finding a suitable school or a training placement. This implies close cooperation with

employers, further schools and universities.

The Federal Employment Agency's duty is also to give financial support for the cost of applications, in certain cases for costs of driving licences, living and rent, preparatory courses for those who did not find a vocational training placement and education for youngsters with special needs.

Among other things, the Employment Agency also finances measures for unemployed young people. As some other European countries have similar offers and measures, an exchange about these measures is interesting and fruitful.

Comparison of different systems and offers of educational guidance and counselling often seems almost impossible as the background and framework for counsellors' work and their own educational background differ significantly. However, the comparison of single measures could and should lead to new ideas and approaches.

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5 HUNGARY

NATIONAL SURVEY

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Hungary

Chapter 5

National Survey

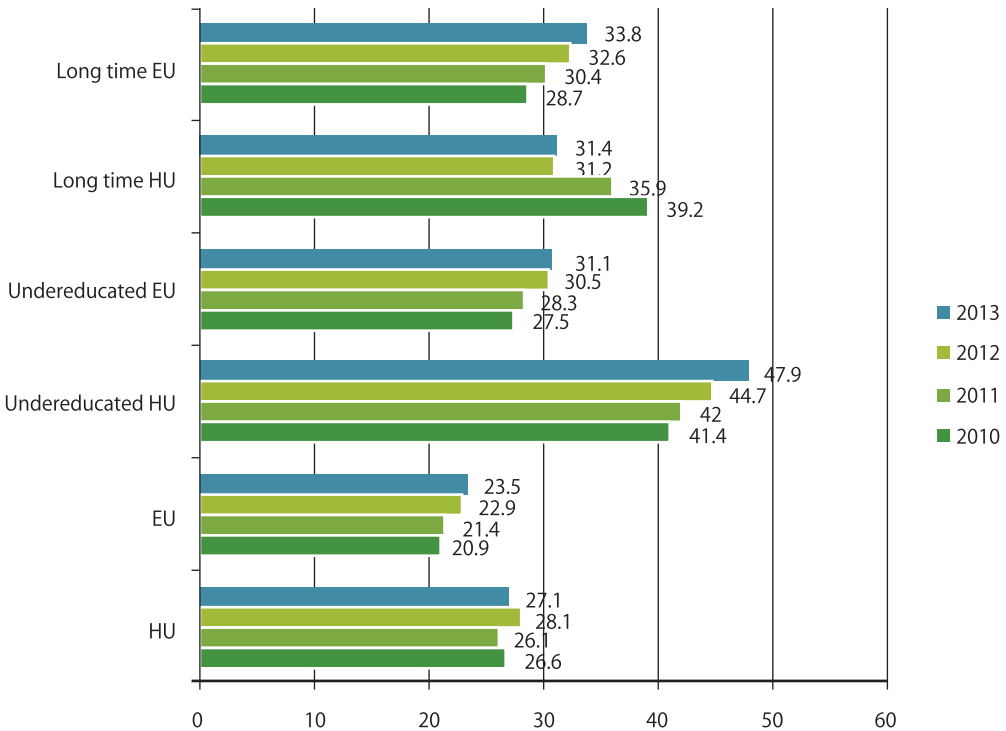
Euroguidance Hungary

General Questions

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

Youth unemployment is an important issue and its reduction is a policy concern in Hungary as it is across Europe. Current statistical analyses show that the rate of youth unemployment has slightly decreased compared to the previous year (with 9 %). However it still is above the European Union's mean rate (see Figure 1). As can be seen in the Figure below, the rate of undereducated youth is high among the unemployed youth (47.9 % in Hungary and 31.1 % in the European Union). What stirs further concerns is that around one third of the unemployed youth population is affected by long-term unemployment.

Figure 1: Rate of unemployment among youth (HU and EU) and the rate of undereducated and long-term unemployed youth among the population affected by the problem⁴⁰



The youth employment rate in Hungary is one of the lowest in the European Union (with 20.7 % in the 4th quarter of 2013, while the EU rate was 33.4%). This result is affected, among other causes, by labour-market tendencies, having

qualifications that are not desirable by employers, employees' lack of mobility within Hungary and not taking on a job while in training.

The number of NEET (not in education,

⁴⁰ Source: National Reform Program of Hungary 2014; available in English: http://ec.europa.eu/europe2020/pdf/nd/nrp2013_hungary_en.pdf#page=1&zoom=auto,0,843

employment or training) youth has been 191 200 according to the results of the 4th quarter Survey of Labour Force in 2013, which makes up for 16.9 % of the 15 to 24-year-old

population. However, the ratio and actual number of NEET youth has slightly decreased compared to the last year's results (17.1%; 198 500). For more details see Figure 2.

Figure 2: Survey of labour force in the third quarter of 2013⁴¹

		EU-28	Hungary	Difference
				(EU28-HU)
		%		%
Based on results of the Survey of Labour Force in the 3rd quarter of 2013				
Rate of activity		43.5	28.6	14.9
Rate of employment		33.4	20.7	12.7
Rate of unemployment		23.0	27.4	-4.4
From which:	Finished primary education	30.3	43.2	-12.9
	Finished secondary education	20.2	24.4	-4.2
	Finished higher education	20.7	21.6	- 0.9
Rate of NEET (third quarter of 2013)		-	16.9	-

The majority of NEET youth (43%) has only completed primary level of education and only 4.6% of them have graduated from higher education. Out of 191 200 NEET youth 56.7% can be considered inactive. These young people meeting the term "inactive" can be either looking for a job (but still not meeting the three criteria stated by ILO) or may be young mothers on a maternity leave, not wanting to get a job or go into training at all.

Which policies emerged as a response to youth unemployment?

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

Policy responses to youth unemployment up until now have dealt with the issue from

different angles. Active labour-market tools such as wage subsidies given to the employer, customised guidance services and training programmes have been in operation since May 2011. Out of 117 000 citizens in the programme, 37 000 had to be under the age of 25. Until the end of January 2014, 36 000 have been involved in the project from the young age group (SROP 1.1.2. and SROP 1.1.4.).

In SROP 1.4.1., 12 NGOs are invited to provide services to foster integration of youth on the labour market. In the period between 1 March 2013 and 18 April 2013, 898 non-governmental organisations applied to be part of this programme. NGOs are given the task of providing under 25-year-old youth (and under 30-year-old youth given that they have completed higher education) with work experience and practical skills after finishing their training. To fulfil this goal employees taking on youth will get wage subsidies, whilst target group members participate in practical training.

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

⁴¹ Source: Professional report of the National Employment Office 2014; citing Eurostat, LFS

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

Good practices include a wide range of activities:

- ✓ Career Guidance Fairs,
- apprenticeship programmes,
- ✓ programmes to foster entrepreneurship (these include customized counselling and measuring the competences needed to be a successful entrepreneur),
- ✓ providing training opportunities,
- ^ providing information on the National Guidance Portal⁴²

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

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

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

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

Preventing youth unemployment should start in the public schooling system by teaching

⁴² www.eletpalya.munka.hu

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

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

Best practices combine different methods customized to clients' needs. In addition to the programmes mentioned above, there is a programme carried out by an NGO, that is quite complex. The YGen Human Resource Centre⁴³ provides services to both job-seekers (from Generation Y) and to employers free of charge. They have helped 600 job-seekers in the past 4 years, 70% of whom got a job on the open labour market. Their services include:

For job-seekers:

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

For employers:

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

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

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

Is there structural unemployment?

There are different variables that shape structural unemployment in Hungary. The chance of being unemployed is affected by one's occupation, residence (as some regions have poorer labour market demands than others) and qualifications. As can be seen from the figures (see Figures 1 and 2) the higher qualifications one has, the better are the chances for being employed.

Are there some region-specific measures implemented across your country?

The National Employment Office has statistics about unemployment specific to regions. Data suggests that the Northern Great Plain is the region where unemployment is the highest.⁴⁴

⁴³ www.ygenkozpont.hu

⁴⁴ For further information, see: http://nfsz.munka.hu/engine.aspx?page=full_afsz_havi_reszletes_adatok_2014

Hungarian Workshop: Invest in your employability

*Fruzsina Lukács, PhD*⁴⁵

Summary

The workshop introduced the current state of youth unemployment in Hungary and thus the importance of helping young adults to become more employable. Participants were made aware that, although financial and economic setbacks influence the number of open positions and career opportunities for young people, clients need to be given support in their striving for a job to reach the best possible career goal for them. The workshop presented group methods for working on young people's employability skills.

Introduction to employability: Current youth unemployment in Hungary. Why is employability an issue?

Youth unemployment is an important issue and its reduction is a policy concern in Hungary as it is across Europe. Current statistical analyses show that the rate of youth unemployment has slightly decreased compared to the previous year (with 9%). However, it is still above the European Union's average.

The number of NEET (not in education, employment or training) youth has been 191 200 according to the results of the 4th quarter 'Survey of labour force' in 2013, which makes up for 16.9% of the 15 to 24-year-old population. However, the ratio and actual number of NEET youth has slightly decreased compared to the last year's results (17.1%; 198 500).

The youth employment rate in Hungary is one of the lowest in the European Union (with 20.7% in the 4th quarter of 2013, while the EU rate was 33.4%). This result is affected among other reasons by labour-market tendencies, having qualifications that are not deemed desirable by employers, employees' lack of mobility within Hungary and not taking on a job while in training.

Guidance counsellors do not have the means to change labour-market tendencies but need to focus on employability skills (learning skills, etc.) to help clients prepare for the challenges they are likely to face whether engaging in further studies or looking for a job. As we will see later on in this article, being employable means that one realizes the importance of lifelong learning, is mobile, and has skills that enable him or her not only to successfully look for a job, but maintain it as well. As such, employability can be the answer to a lot of clients' questions in fighting unemployment.⁴⁶

Who is to take responsibility for unemployment?

Participants of the workshop were asked to write down a list of institutions, groups of people or tendencies that they hold responsible for youth unemployment. The list of the group consisted of policy makers (e.g. government, Ministry of Labour, etc.), the school system, employers, family, and labour market. Some participants also listed the young person affected by unemployment. Each participant then ranked each member of their list depending on how much responsibility they assigned to them. We then summarised the group's choice of "the most responsible" (rank 1) on the board. The majority of the group thought that policy makers have the outmost responsibility whilst only one person listed that clients (or the affected young persons) have the greatest responsibility for this issue. The aim of the exercise was to demonstrate that even though the counselling community can have mixed feelings about responsibility of clients, most hold outside forces responsible for unemployment. We do not want to claim that social and economical tendencies have no impact on this phenomenon, but research suggests that people who feel they have played a part in their unemployment and thus try to change, have better outcomes when looking for a job than their peers who feel they have no control over their career. Thus making people feel responsible for their careers becomes crucial when aiming for improvement.

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⁴⁶ For further details on youth unemployment please see the National Questionnaire of Hungary.

Sultana (2011,2012) states that *responsibilisation* - making people responsible for their own career path - has to happen in a complex way, through these processes:

- ✓ coping with being unemployed,
- understanding the causes,
- ✓ employability,
- “ opportunity creation (entrepreneurship)

Employability is a “set of attributes, skills and knowledge that all labour market participants should possess to ensure they have the capacity of being effective in the workplace - to the benefit of themselves, their employer and the wider economy” (CBI, 2010).

Why is employability so crucial?

Employability is considered the most important factor when recruiting graduates, according to a study carried out in the United Kingdom⁴⁷.

78% of employers said it was the thing they looked for when meeting job-entrees. Positive attitudes (72%), relevant work experience (54%), degree subject (41%), degree result (28%), the university one attended (8%) and foreign language capacity (2%) all come second compared to employability skills, such as team working and problem solving.

The Hungarian model for employability

The development of a new self-assessment tool for employability is being carried out in Hungary. Researchers formed the following 5 factors based on the theoretical background:

1. job seeking skills
2. job maintenance skills
3. resources
4. career management skills
5. self-knowledge (see Figure 1)

Figure 1: The 'Hungarian model' of employability



⁴⁷ Source: <http://www.exeter.ac.uk>

After the conceptualisation, a self-assessment questionnaire was developed with 50 items, 10 items on each scale. All of the items are statements of desirable behaviour based on the given skill (e.g., When I look for a job I spend at least 1 hour each day working on searching, etc.). The first questionnaire was then pre-tested anonymously on 341 job-seekers. Feedback from participants was very positive, highlighting that the questionnaire made them aware of their strongest qualities and also of those they need improvement in.

Statistical analyses (EFA and CFA) were carried out on the data. Out of 50 items, 13 proved to be statistically sound. Factors showed some alteration in their content to the theoretical concepts. On the self-knowledge factor only statements about learning skills and the importance of lifelong learning had the desired factor loads, while on the resources factor only the items that tapped the ability to obtain social support proved to be statistically valid. Currently, in the second phase of the development - after having added new items in line with the theoretical background - further testing on a larger scale of people is being carried out. Feedback will be given based on the score on each factor. Standards will be given (and currently are) on the basis of tests forming three categories: below average (improvement needed), average and above average (excellent). Subjects will be placed into these categories on each factor based on their result and will be given a short description and suggestions for improvement (if needed).

Participants of the workshop were given the first version of the questionnaire and feedback based on the preliminary results.

After learning what their best and worst skills were, counsellors were presented with some group counselling exercises to improve four out of five skills. Short description of the exercises can be read in the following text.

Group counselling exercises to improve employability skills

Job-seeking skills

The exercise is based on the idea that group can form norms for their members, and that experiences and good practices are more easily transferred if heard from other members of the group than being told to behave in a certain way by the counsellor.

Each group member has to answer individually the following questions:

- ^ How many hours a day do you spend looking for a job?
- How many applications do you send per week?
- ✓ How far (in km) would you be willing to travel daily to get to your workplace?
- ✓ How far would you consider moving from your hometown if there was an open position for you?

Participants then discuss their answers in pairs or in a group and then conclusions were drawn. As we have stated before, mobility is a problem among youth, so dealing with these questions can foster self-reflection and change in this area.

Job maintenance skills

Job maintenance skills refer to the means of keeping a job, once one is successful in getting it. Having these skills means that one can adapt to the requirements of the workplace and their fellow co-workers. The following exercise centres around social relationships at the workplace.

The exercise is a modified version of Gary Chapman's work on the five languages of love, originally developed to foster love in romantic relationships and families. Participants were presented with the five languages of love: word of affirmation, quality time, receiving gifts, acts of service and physical touch. Then they were asked to gather ideas to each category with which good relations at the workplace can be maintained. Physical touch was modified to environment or physical surrounding. After they finished collecting ideas, the group discussed the ideas and experiences shared by the participants. The discussion also involved the importance of realising others' basic needs (or basic language) when trying to be on good terms with them.

Obtaining social support (resources)

A slightly modified version of Moreno's social atom technique is used for the detection of obtaining social support. Participants are being asked to draw their social atom (net of family, friends and acquaintances) and then add some additional symbols to the drawing:

- mark the person who could give you emotional support with a heart,
- ✓ mark the person with an envelope who could

- give you a recommendation or spread a word that you are looking for a job in their social network, and
- mark the person with a Euro sign who could give you financial support if you needed it while looking for a job.

Career management skills

Participants made an individual plan for their career path. First they put down their goal (in the workshop counsellor made a 10-year plan, so in 10 years time I want to be:

_____ (goal), but job-seekers need a smaller time span to plan). Then each participant assigned at least three to-dos to reach their goal within a deadline. Three is a minimum; one can have more to-dos.

Counsellors may need to follow-up on the implementation of these plans. This exercise is a good summary of career work and is ideal for ending the counselling sessions as it results in a detailed plan.





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National Survey

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General Questions

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

According to the statistics, at the end of the fourth quarter of 2013, 401 000 registered as unemployed (18.6%) were people aged 18 to 24.

People with the highest qualifications are in the most favourable situation on the labour market. The number of the unemployed youth with higher education was 33 700 persons (8.4%) at the end of the fourth quarter of 2013, with registered women being better educated than men.

Unemployed people remaining out of work for over 12 months - out of 791 000 people - constituted 38% of the total registered figure at the end of the fourth quarter of 2013. Younger age and better education reduce the risk of remaining unemployed for over 12 months. Also, the average duration of registered unemployment among men is shorter than among women.

Which policies emerged as a response to youth unemployment?

Poland actively supported the Youth Guarantee already at the stage of the concept development at the European level. This was reflected in, *inter alia*, the Position of the Polish Government to the Communication of the European Commission on the Establishment of the Youth Guarantee, adopted on 27 December 2012 and presented also in the Lower Chamber of the Polish Parliament during the meeting of the European Union Affairs Committee. In September 2013, Poland was one of the first three Member States, which presented the initial assumptions about the implementation of the Youth Guarantee and Youth Employment Initiative. The Polish document was sent to the European Commission on 23 December 2013. Following the comments from the Commission, the "Plan of Implementation of the Youth Guarantee in

Poland" was corrected and sent back on 17 April 2014.

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

"Plan of Implementation of the Youth Guarantee in Poland" corresponds very well to the overall vision of the labour market policy. The amendment to the Act on Employment Promotion and Labour Market Institutions includes a range of solutions designed purposely for the implementation of the Guarantee with the intention of introducing them on a permanent basis (as a specific standard) to a system of regulation of the labour market in Poland (e.g., shortening the period in which the support is to be awarded from 6 to 4 months).

In Poland, Youth Guarantee is addressed towards young people aged between 15 and 25 years, in particular towards those from the group of the so-called NEETs. In case of one initiative - encouraging entrepreneurship of youth (loans from the *Gospodarstwa Krajowego* Bank) - the age limit has been raised up to 29 years of age. Thus, the recipients of the Youth Guarantee in Poland should be divided into 4 subgroups, according to whose needs within the scope of the Guarantee are to be adapted:

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

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

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

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

One of the key forms provided for the activation of the young people under the Guarantee will be projects selected through competitions organized at regional and central level in the framework of the Operational Programme Knowledge Education Development. Regional competitions organised by the Voivodeship Employment Offices will allow for more

accurate adaptation of activation tools to the regions' needs. National competitions, organized by the Ministry of Labour and Social Policy, will be focused on selection of projects using innovative methods to support the youth. It is assumed that the projects in the form of competitions will involve approximately 45 thousand young people in the period 2015-2017.

Powiat Employment Offices will conduct the Youth Guarantee in respect to young people reporting to them not only in the existing forms, but, since the amendments to the Act on Employment Promotion and Labour Market Institutions entered into force, also using new tools such as vouchers (training, business, related to employment, for settlement), a grant for teleworking, activation benefit or tripartite training agreements, which would be concluded by the local authority with the employer and the training institution. Under the Activation and Integration Programme it will be possible to combine efforts for professional activation of young people with the social support for societal integration.

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

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

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

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

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

The expected adoption of the amendments to the Act on Employment Promotion and Labour Market Institutions will allow for the extension of the catalogue of activities for the poviats employment offices, as well as for the launch of the loan programme of the *Gospodarstwa Krajowego* Bank throughout the country.

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

The aforementioned actions for the benefit of young people will be complemented with a set of additional initiatives, in particular aimed

at better adjustments of skills and qualifications of young people to the needs of the market and facilitating the transfer from education system to the labour market. This will be facilitated by:

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

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

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

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

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

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

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

One of the examples of best practice is presented below.

In the period of January-February 2014, 22 900 young unemployed people joined the active labour market programmes, i.e. 2 800 more than in the same period in 2013 (increase by 14%), and their share in the total number of unemployed people who benefited from the active forms amounted this year to 41.1%. It is worth noting that, in comparison to the same period in 2013, there was a 21% increase in the number of people starting an internship, a 16% increase in the number of start-ups, and the number of jobs taken up within the scope of the reimbursement of costs related to hiring an unemployed increased by 8%.

Which methods exist in your country to support vulnerable groups, such as youth

disabilities, youth with migrant background?

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

Are there some region-specific measures implemented across your country?

Currently, conceptual work on the detailed rules and measures is being done and, what is important is that committees composed of representatives of social partners, including youth organisations, will take part in their final preparation.

Research and development

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

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

Polish Workshop: The Labyrinth method - a direct and indirect way of counselling in motion

Dagmara Gmitrowicz



The Labyrinth is a method in which the counselee needs to learn the pattern, design and build a labyrinth of a minimum of twelve square meters, walk through it and clean it ceremonially afterwards. This process allows a form of direct and indirect counselling that is happening while both the body and the mind are activated.

In this article I want to speak about the relevance of this method for counselling and how it may be done practically.

The Labyrinth (also known as the Labyrinth of Mother Earth or Dancing Queen), has accompanied human development since ancient times and can be observed in numerous chapels, palace courtyards or parks, e.g. at Grace Cathedral, San Francisco, or at Church of Abbaye, Notre-Dame de Saint-Remy Rochefort. This labyrinth is not about getting lost, but it is about following a path in order to give oneself the time and space to contemplate and experience. There are two interesting aspects of the Labyrinth pattern. First, even though it seems to be very complicated, it is very easy to build, as the base model is actually a cross inscribed in a square. Secondly, even though it seems as if the path is leading quite straightforward to the centre and back, it is surprisingly very unpredictable and may give a feeling of being lost, going in the wrong direction or provoke the feeling of a very long journey.

Direct/indirect approach

There is a broad range of ways to approach counselling. On the one end of the spectrum,

the counsellor is offering the client a fixed set of questions (questionnaire) and on the other end of the spectrum, the counselee is the one who just tells the story and the counsellor is following the client. So, the method a counsellor chooses may be either counsellor-centred (direct approach) or counselee-centred (indirect approach). Both approaches are appropriate when they are adapted to the needs and characteristics of the client. The Labyrinth method is situated between those two extremes. It has its fixed frame and pattern, which must be followed by the client, but at the same time it has an enormous number of variations and freedom.

Counselling in motion

Another important aspect that the method of the Labyrinth brings into counselling is the movement it requires. In some counselling methods, the client remains seated during the whole duration of the session. Some methods include little movements, but there are few that engage the whole body of the client during the whole duration of the session. However, it is extremely important to apply movement into counselling.

By experiencing the physical aspect of ourselves we can learn about psychological and emotional aspects. Reflecting on and integrating these aspects can lead to profound shifts in a way we live our lives. By acknowledging that the mind and the body are linked we gain power over our physical and emotional lives, as improving functioning in one area can improve functioning in another (Crino 2009: p. 11).

The labyrinth requires both: the body and the mind. The counselee first needs to understand and learn the pattern and the design of the labyrinth and then walk through it and finally close this process.

Counsellor and counselee

This method requires experience in process-oriented methods from the counsellor. One should know how to enter a process (group or individual), how to react and stay focused during the process (which is mostly unpredictable) and how to evaluate the process so it serves the counselee. It is recommended to first experience the labyrinth several times as participant in order to understand its unusual dynamics. I strongly advise you against using methods that you are not convinced of. The

counsellor's intention is a critical factor in shaping the learning environment and has great influence on the course of the proposed experience.

The labyrinth method might be adapted to an individual, as well as for groups. For an individual, the process takes more time in building, and while going through the labyrinth it may allow the counselee deep insights, as there is no external distribution.

For the group, the construction phase often discloses the roles of group members, stimulates the process of decision-making and is boosting the creativity and sense of entrepreneurship. Instead of deep insight, an aspect of forming interpersonal relationships (closeness and distance) becomes visible, as well as aspect of forming a community.

Process

The labyrinth in itself is a great developmental activity, from its construction, going through and deconstruction. The exercise of the Labyrinth consists of three phases: the construction phase, the passage phase and the deconstruction phase.

It can be made solitarily, with a group of participants, or the local community. For an individual, the size can be 3 - 4 meters, and for a group of 20 participants it should be a minimum of 7.5 to 8 meters. If there are more people and more materials available, it might be the size of a football pitch or even bigger. The paths of the labyrinth might be built out of diverse materials: rope, garbage, stones, tape, sand, chalk, leaves, cloths, etc., whatever the counselee or the group of counselees decide to use.

Many practitioners claim that for the counselee(s) it has a greater value to construct and de-construct the labyrinth themselves rather than to use one that was already pre-built.

Construction phase

It is good to decide on the aim of the process before this first phase, so the client may unconsciously work on the topic while constructing.

After an introduction to the method and learning the pattern, participant(s) decide where and how to build the labyrinth, which can be done indoors, as well as outdoors. Participant(s) decide(s) on materials and the size of the labyrinth. When constructing, one

should remember the track width, which should allow the passing of two people or individual walking.

The construction phase may last up to 30 minutes. The dynamic is very intense, so parallel tasks are not recommended.

When the construction of the labyrinth is completed, a small assessment or reflection may be implemented, if needed.

Passage phase

This is an exercise phase. Participant(s) need(s) to focus and follow the suggestions offered by the counsellor.

When the group/clients decide they are ready, there is an official opening of the labyrinth and from this moment on one cannot cross its lines. Before entering the labyrinth, the participants can ask themselves a question, which is coming to them or just get ready for the pure experience, which will possibly bring a reflection or an idea.

If there is a group, the participants enter the labyrinth one by one. It is important that at a certain point the whole group is in it. Each participant gets to the centre of the labyrinth and then turns back following the same way out, going past the other participants on the way back. It is a good idea if the counsellor stands by the labyrinth entrance/exit and symbolically welcomes every exiting person. Those who have completed the passage wait for the others in silence. Once the last participant has left the labyrinth there is an official closing of the experience.

There are many variations. Here I will give some examples:

The counsellor may incorporate guiding questions (for instance those by Adams Marilee) into the labyrinth process, quotes referring to the theme of the process, or objects.

In a centre of the labyrinth there might be something to make notes, to draw, hide or any symbol to take away. The counsellor may check what would serve the group or person best.

For example, in the workshop at the CBS in Croatia some participants had the idea to give the client a symbol of a key, which allows crossing the line twice while walking. The client may take a risk and shorten the way, even though no one ever knows if it is the right decision.

Other people have had the idea of hiding a "treasure" in some containers on a path.

Participants would have three chances to get the treasure, which could provoke interesting

discussion afterwards, and it refers to *gamefication*. There was another idea to write different emotions on the path, so participants may reflect on them and enter the theme of emotional expression. I suggest exploring one's own ways in working with this tool.

Deconstruction phase

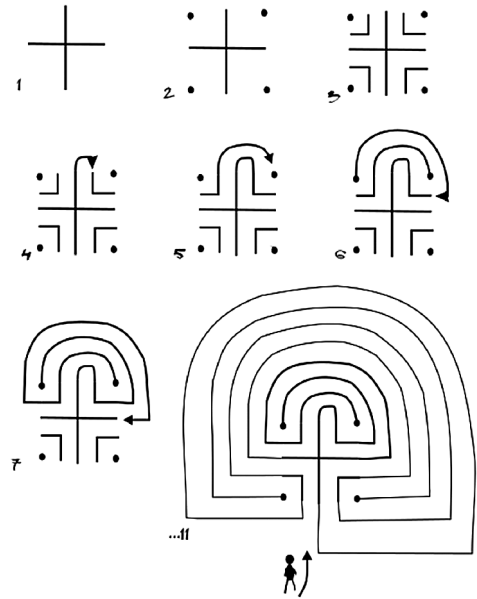
After the last participant has left the labyrinth comes the official closure. The group/counselee decides if the labyrinth should be left in place or whether it should be destroyed. After the whole experience it is important to give time to the individual and the small group to reflect on and give a general sum up. It is strongly advised to make it in a structured way, where everybody's voice is heard, e.g. by using a talking stick or a similar tool.

Since 2003, I have built dozens of such labyrinths, attended by over 500 people. Despite the similar structure, it was never the same experience. Each labyrinth was adapted to the particular needs of participant(s), and it provoked different experiences, confronted with the unknown and energized the participant(s). I am using this method in a non-formal learning environment, as well as for therapeutic purposes. It is me who creates the frame for this experience and holds the process. There were labyrinths constructed just for group-building, with lightness and fun; there were labyrinths with deep insights and there were labyrinths which supported the conflict resolution among team members. Some labyrinths were built with accompanying sounds of drums, some were silent, while others were filled with talks, laughter and excitement. It is up to counsellor to choose what importance and role is given to the method and in what context it is used. The labyrinth method can be utilized as a buckle to the process (as the opening of several months of work and as a closure). It can serve the deepening of selected issues in the process, or it can be used as the closure of the counselling process.

I would be happy to hear your experiences with it. If you have any feedback, remark or sharing, please contact me: Dagna Gmitrowicz, youth worker, therapist and activist, PL, d.gmitrowicz@gmail.com.

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Drawing by D. Gmitrowicz

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Romania

Chapter

7

National Survey

Euroguidance Romania

General Questions

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

For the 15-24-year-old population, the youth unemployment rate in Romania was 18.3% (EU 18.4%) in 2000, 22.1% (EU 20.9%) in 2010, 22.7% (EU 22.8%) in 2012⁴⁸ and 23.2% in June 2013. It has been increasing, following the same tendency as the rest of the EU. According to the latest statistical data available (2012), the urban areas record twice as many unemployed youth (31.5%) compared to the rural areas (16.5%). Generally, boys have a higher unemployment rate comparing to the girls, while girls with university education are exposed to unemployment more than boys (30.9% versus 25.4%). In relation to educational levels, the lowest unemployment rates are recorded for graduates of post-secondary and vocational education⁴⁹.

Related to the NEETs, in Romania in July 2012⁵⁰ there were:

- Population 15-24 years: 17.4% NEETs and unemployed as share of NEETs: 39.1%
- Population 15-29 years: 19.1% NEETs and unemployed as share of NEETs: 36.1%
- Population 15-19 years: 10.5% NEETs and unemployed as share of NEETs: 30.48%
- Population 20-24 years: 22.2% NEETs and unemployed as share of NEETs: 42.3%

Which policies emerged as a response to youth unemployment?

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

The Act 335/2013 on the Traineeship for the Graduates of Higher Education, which supports the transition from education to the labour market through the consolidation of the

professional competences and abilities needed for the adaptation to the practical requirements and conditions of the working place.⁵¹

The Act 279/2005 on the Apprenticeship, re-published in August 2013, offers to youth over 16 years of age the possibility to obtain a qualification in the adult education and training system for adults in order to get a job, therefore facilitating the social integration of youth.

Examples of policies in the area of guidance and counselling:

- The Framework Methodology regarding the Lifelong Guidance and Counselling approved by both Ministry of Education (Regulation 4469/2012) and Ministry of Labour (Regulation 1804/2012)
- The curriculum for the 11th grade "Be active!" focused on guidance and counselling themes, approved by the Ministry of Education (Regulation 3843/2012)
- The curriculum for grades 0,1,2 "Personal development" focused on personal, social and career competencies, abilities and attitudes, approved by the Ministry of Education (Regulation 3418/2013)

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

- The Framework Methodology regarding the Lifelong Guidance and Counselling approved by both Ministry of Education (Regulation 4469/2012) and Ministry of Labour (Regulation 1804/2012)

⁴⁸ Ministry of Labour, Family, Social Protection and Elderly. *Strategia Nationala pentru ocuparea fortei de munca 2014-2020*. Bucharest, Romania.

⁴⁹ Ministry of National Education (2013). *Raport asupra stării sistemului nacional de învățământ preuniversitar din România*. Institutul de Științe ale Educației, București, Romania, p. 59-66.

⁵⁰ Eurofound (2012). NEETs - Young people not in employment, education or training: Characteristics, costs and policy responses in Europe. Publications Office of the European Union, Luxembourg. www.eurofound.europa.eu, p. 29-47.

⁵¹ Institute of Education Sciences (2014). *Documentare privind situația tinerilor aflați în afara sistemului de ocupare, educație și formare*. Bucharest, Romania.

- ✓ The curriculum for the 11th grade “Be active!” focused on guidance and counselling themes, approved by the Ministry of Education (Regulation 3843/2012)
- ✓ The curriculum for grades 0,1,2 “Personal development” focused on personal, social and career competencies, abilities and attitudes, approved by the Ministry of Education (Regulation 3418/2013)

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

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

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national

and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

Education, early school leaving (prevention, reintegration)

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

The implementation of the Youth Different Educational Week: The new Education Act (1/2011) introduced a space for non-formal activities implemented by pupils, teachers and parents during a whole week for grades 0-12. Activities include workshops, trips, debates, volunteering, creation camps, exchanges or other ideas generated by children/teachers/parents/communities. The institute of Education Sciences developed an evaluative research of this programme in 2013. Conclusions showed that over 80% of investigated parents and teachers appreciated the idea of such a non-formal week, as it allows a friendly learning environment which supports the socialisation of the children. 75% of the children declared that the programme met their expectations.

UNICEF implemented, starting in 2003, a large-scale “Back to school” campaign and programme addressing disadvantaged areas and schools with a high percentage of early school leaving. A set of pro-active measures has been implemented under the programme framework in order to challenge the traditional educational role of the school, to open it to the

outside world, to reunite children, parents and other members of the community in a joint educational activity aiming at reducing the drop-out rate. In school year 2012-2013, the project included 93 schools, over 150 teachers trained and over 2000 parents participated in counselling activities. Several NGOs have developed additional activities at a school or community level. The project continues also in school years 2013-2015; evaluation activities are being prepared with the view to inform policies about the main results and good practices.

Facilitating transition from work to the labour market

The strategic project “School-company active partnership to improve initial professional training - IVET Steps”, co-financed by EST (2010-2013) is implemented by the National Centre for the Development of Vocational and Technical Education (CNDIPT) in partnership with the General Union of Industrialists in Romania. Within this project, the Choose Your Path programme for professional and technical education development supported by the Ministry of Education started in the school year 2012-2013. The students enrolled in this professional education programme will receive a monthly scholarship in the amount of 200 ron. After completing the programme, students will acquire a professional qualification as well as a compulsory education certificate, which will allow them to continue their studies in high school (grade 11) in order to obtain the baccalaureate diploma.⁵²

The “Exercise firm” is an interactive method for developing the entrepreneurial competence of pupils belonging to the professional stream. In teams or individually, pupils are supported to simulate the development of their own businesses and to participate in fairs and competitions. The “Exercise firm” has been introduced in 2001 when 34 such businesses have been developed. 650 such businesses were registered in 2006-2008, while in 2010-2011 1017 exercise firms have registered.⁵³

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

developing competences, attitudes and skills of the future facilitators (2014).

Guidance and counselling good practices

Personal Development curriculum for grades 0, 1 and 2 was approved in 2013. The activities are to be developed within the primary education in the time frame of 1-2 hours a week. The aim is to support children in exploring personal traits, emotions, relations with others and their dreams in regard to the world of work, as incipient abilities for supporting the development of the later career management skills.⁵⁴

The Job Orientation Training in Businesses and Schools (JOBS) in Romania combines two elements - labour market and schooling in the last years of general gymnasium and the first years of technical high school. Students are prepared to choose their further educational career, receive general information about professional opportunities and get a chance to acquire life skills, which are useful in any future career. The project idea was intensively developed between May 2008 and May 2011 in close co-operation between the Zurich University of Teacher Education (PH Zurich), the Ministry of National Education (MNE) and the National Centre for Vocational and Technical Education Development (NCTVETD) of Romania.⁵⁵

Stimulating employers to hire youth

Some examples of such measures include:

- ✓ the economic undertakings who hire graduates (high school, professional school, higher education) receive incentives for a period of 12 months equivalent to 1-1.5 minimum salary for each employed person;
- ✓ employers who hire higher education graduates (2013 graduates) receive approximately 750 ron for each employed person during a period of 6 months (Act 335/2013)
- employers who hire pupils or students during the school holidays receive incentives for maximum of 60 days equivalent to 1/2 of the minimum salary for each employed young person (Act 72/2007)

⁵² Ghinararu, C., Davidescu A, Matei M. VET in Europe countries. Romania (2013) ReferNet, CEDEFOP.

⁵³ www.roct.ro

⁵⁴ http://programe.ise.ro/Portals/1/2013_CP_LII/55_Dezvoltare%20personala_CP_IL_OMEN.pdf - Romanian version available.

⁵⁵ <http://www.jobsproject.ro/en/>

Disadvantaged categories

Some examples of such measures:

- ✓ According to the Ministry of Education Regulation 3894/2013, for the academic year 2013-2014, special places were approved for future Roma students in higher education institutions (e.g., Bucharest University - 60 places allotted for Roma students, Polytechnic University - 8, Iasi Arts University - 1 etc.).
- ✓ The programme for socially marginalised people was developed in 2011 by the National Employment Agency for social inclusion of young people facing the risk of professional exclusion.

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

Ministry of Labour, Family, Social Protection and Elderly people (MMFPSPV) has launched two pilot projects for the implementation of the Youth Guarantee, co-funded by the FSE / POSDRU 2007-2013. *Garanții pentru tineri and Investiția în tineri, investiția în viitorul nostru!* - December 2013 - June 2015 addressed 15-24-year-olds, with a target group of 5052 youth. 22 county centres and 4 regional ones will be established, aiming to identify and enrol youth NEETs and to provide integrated services. Over 3500 youth will follow qualification courses level 1 (360 study hours) or level 2 (720 study hours), 376 will attend pilot apprenticeship stages and over 1000 will follow entrepreneurship courses. The best 144 business ideas will be awarded and provided guidance services in independent business start-ups.

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

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

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

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

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

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

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

Romanian best practices include: A Career Dream⁵⁶ (2001-2004) - a project involved over 1500 teenagers from 21 counties. The main goal was to prepare teenagers to choose a career, using information, abilities and aptitudes which will help them make individual decisions regarding their future: self-knowledge, communication skills, conflict solving skills, team work, decision-making and personal marketing skills. Participating high schools were chosen from disadvantaged Romanian areas characterised by small income families, with many children, unemployed parents and monoparental families. Job fairs were organised by students and useful resources were developed (books, CDs, an interactive data base with resumes, cover letters, preparation for an interview). An innovative peer-counselling model was developed in the field of career counselling.



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

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

Important initiatives have been developed at the national level in order to support the educational and social integration of Roma children. One example is the UNICEF campaign "Back to school". Teachers were trained to better approach children with learning difficulties and partners belonging to different cultures. Resource centres for parents were developed within schools where regional facilitators (counsellors) organised monthly meetings with parents and teachers on topics like: communication, differences and values, motivation for learning, the job-priceless bracelet, meeting successful personalities,

participation in job fairs, etc. The aim was to increase parents' self-esteem, to empower them to discover personal resources, to improve their information and motivation for children's education, to build interpersonal effectiveness, to help parents to elaborate educational and career plan for their children, to help them in the decision making process, to increase the rate of their children's school participation, to offer support for a positive attitude about life and work.

Is there structural unemployment?

Yes. In 2012, the long-term unemployment rate was 3.2% (EU rate 4.6%) and the share of the long-term unemployed out of the total unemployed was 45.3% (EU rate 44.4%). Regarding the category of youth aged 15-24, the long-term unemployment rate was 13.9% and the share of the long-term unemployed out of the total unemployed youth was 61.1%.

Are there some region-specific measures implemented across your country?

There are three regions with unemployment rates higher than 25% in Romania: Central (31.7%), South-East (31.3%) and South-Muntenia (30.2%). Therefore, these regions became eligible for additional funding allotted through the Youth Employment Initiative in 2013. The regions also registered the highest NEETs rates.

Research and Development

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

Examples of Romanian research studies and results:

- Compendium of methods and techniques used in career counselling (2004-2005): aims to identify methods relevant for career guidance;
- ✓ Analysis of lifelong counselling needs (2006): study on initial training programmes for counsellors (university, master, postgraduate) in Romania and EU;
- ✓ Monitoring system of graduates in the perspective of lifelong counselling (2007): aims to identify the influence of counselling

on career decision-making and on perceptions of graduates in relation to lifelong learning and also to shape a monitoring system of graduates from the perspective of lifelong counselling and guidance;

- ” NCP-VET-CO (2009-2011): aims to develop an effective network between the National Coordination Points in the participating countries and compiling a methodological guide for linking VET qualifications with the European Qualification Framework;
- ^ Report on the situation of NEETs (2014): aims to present the main figures at the national level concerning the situation of NEETs in Romania, as well as to identify good practices in EU countries in respect to NEETs.

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Serbia

Chapter
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National Survey

Euroguidance Serbia

General Questions

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

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

Which policies emerged as a response to youth unemployment?

The Strategy for Career Guidance and Counselling in the Republic of Serbia

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

Educational policies

The Education Development Strategy, enacted in 2012, recognises that the current state

concerning career guidance education should be improved, and states that until 2020 a system of career guidance and counselling should be developed and implemented at all educational levels, including adult education. This Strategy was followed by a set of changes of educational legislation in 2013 defining the role of career guidance in education.

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

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

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

Employment policies

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

The National Employment Strategy (2011-2020) recognises the importance of career guidance, especially in relation to reducing the mismatch between the skills supply and demand on the labour market. It is complemented by the

annual Action plans which define the aims and priorities of the employment policies.

Youth policies

The Strategy for Career Guidance and Counselling is directly related to the National Youth Strategy and Action Plan for 2009 - 2014, as well as to the Act on Youth, which all emphasise the importance of career guidance for young people, and define aims and activities.

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

In 2011, the Government of the Republic of Serbia established a Working Group for the Implementation of the Strategy for Career Guidance and Counselling in the Republic of Serbia. The aim of this working group is to monitor and evaluate the implementation of the Strategy, prepare annual reports for the Government, as well as to promote career guidance and counselling. The working group

is chaired by the State Secretary of the Ministry of Youth and Sports and its members are representatives of all relevant ministries, public services and organizations.

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

Since Serbia is not an EU Member State, the Youth Guarantee scheme is not implemented as such.

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

Additional programmes to support the first employment of young people could be

introduced, as well as more centres (or more staff in the existing centres) to provide career guidance and counselling (both by educational institutions and PES) could be introduced.

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

Career Guidance in Schools

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

The changes in a set of educational laws from 2013 include provisions related to career guidance, school teams for professional orientation. One of the biggest developments in the field in recent years was the implementation of the project "Professional Orientation in Serbia" by the German Agency for International Cooperation (GIZ) in partnership with the Ministry of Education, Science and Technological Development and the Ministry of Youth and Sports. National Employment Service is also involved in the implementation of the activities on this project. The aim of this project, which is being implemented from 2011 to 2015, is to support the development of sustainable system of professional orientation in primary schools. Since 2013, all primary schools are involved in the project. Training was provided for professional orientation teams in 1061 schools and 86 mentor schools have been established. The role of mentor schools is to develop a functional mentorship system and improve the quality of services provided in schools. Based on the data from November 2013, there is a total of 2995 school employees (teachers, pedagogues and psychologists) in school teams for professional orientation in the country and around 90 000 students have been involved in the activities. The work of in-school teams is complemented by the activities of the National

Employment Service, since NES provides services to persons from 14 years of age. The amendments to the Act on Secondary Education, introduced in 2013, created new opportunities for the provision of career guidance in secondary schools. It introduces a career guidance programme and specifies the role of career guidance teams within schools. Until now there have been several programmes with the aim to develop competences of staff to provide career guidance. A number of such training programmes were organised by Belgrade Open School, an NGO from Belgrade which is actively involved in supporting the development of the career guidance system. At the moment, a number of secondary schools are developing their programmes and establishing teams for career guidance.

Career Guidance in Higher Education

The first Centre for Career Development and Student Counselling was established at the University of Belgrade in 2006, followed by the establishment of career centres at the University of Kragujevac, University of Novi Sad and University of Niš in 2007. Other universities, both public and private, followed and established their career centres, although they had different development paths and models of work. For example, some of the newly established centres were the result of a successful implementation of projects, like in the case of Singidunum University. These career centres provide career information and organise educational activities related to career management such as workshops, lectures and training courses. Many centres provide individual guidance and counselling both on-premises and online. The centres have a very active cooperation with the business community and organise internship programmes and other work-testing programmes for their students, as well as joint events with companies. Their services are available for students, as well as for alumni and prospective students. Apart from providing career guidance and counselling, these services usually provide information on educational mobility opportunities. There are several annual career events such as Job Fair, Career Days and Business Days organised throughout the year by student organisations (AIESEC, BEST, EESTEC, etc.). These events incorporate career guidance workshops and other guidance-related activities. University career centres have established a good cooperation among themselves, which resulted

in the establishment of the Association of Career Centres of Serbian Universities in 2012.

Career Guidance in Employment

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

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

Career Guidance of Youth

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

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

Ministry of Education, Science and Technological Development.

Career information has also been developed by training peer career informers through the project of the Belgrade Open School. Within the scope of this initiative, young people from local youth offices were trained to provide career information to their peers, organise workshops and other activities.

Mobile teams for professional orientation organise career workshops and individual guidance sessions with youth in local youth offices across the country. These teams consist of students of the Faculty of Philosophy and Faculty of Organizational Sciences who provide these services as a part of their internships.

Career guidance of Talented Youth

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

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

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

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

Is there structural unemployment?

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

8 Research and Development

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

The most recent studies demonstrated the effects of career guidance on the employability of youth⁵⁷, as well as the study to identify the mismatch between the expectations of employers and youth⁵⁸. Furthermore, currently National programme and methodology for career guidance and counselling for persons aged 19-30 is being developed as a part of the Tempus project "Development of Career Guidance aimed at Improving Higher Education in Serbia - CareerS".

Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

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

⁵⁷ The results are available at <http://www.bos.rs/eng/news-archive/209/2014/03/25/results-of-measuring-the-effects-of-career-guidance-and-counselling-at-employability-presented-at-the-conference-career-that-fits-youth.html>

⁵⁸ The results are available at <http://www.careers.ac.rs/documents-download/viewcategory/5-implementation.html>

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Slovakia

Chapter
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National Survey

Stefan Grajčár, Lenka Beková,
Euroguidance Slovakia, Slovak
Academic Association for
International Cooperation

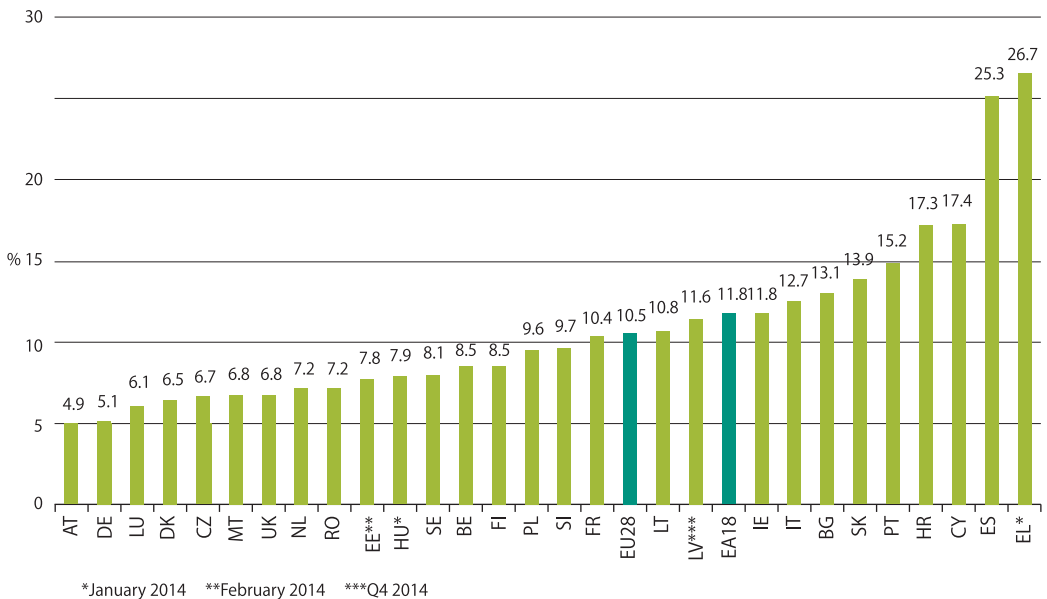
General Questions

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

Youth unemployment (i.e., unemployment of those between 15 and 24 years of age) cannot be viewed independently from the unemployment as such.

In this respect Slovakia belongs to those countries where unemployment rate is higher than the EU average, and this relates not only to the present (Graph 1), but very often also to the past, as shown in Table 1:

Graph 1: Unemployment rate in EU-28 as of March 2014 (Slovakia with 13.9% unemployment rate is ranking 23rd)⁵⁹



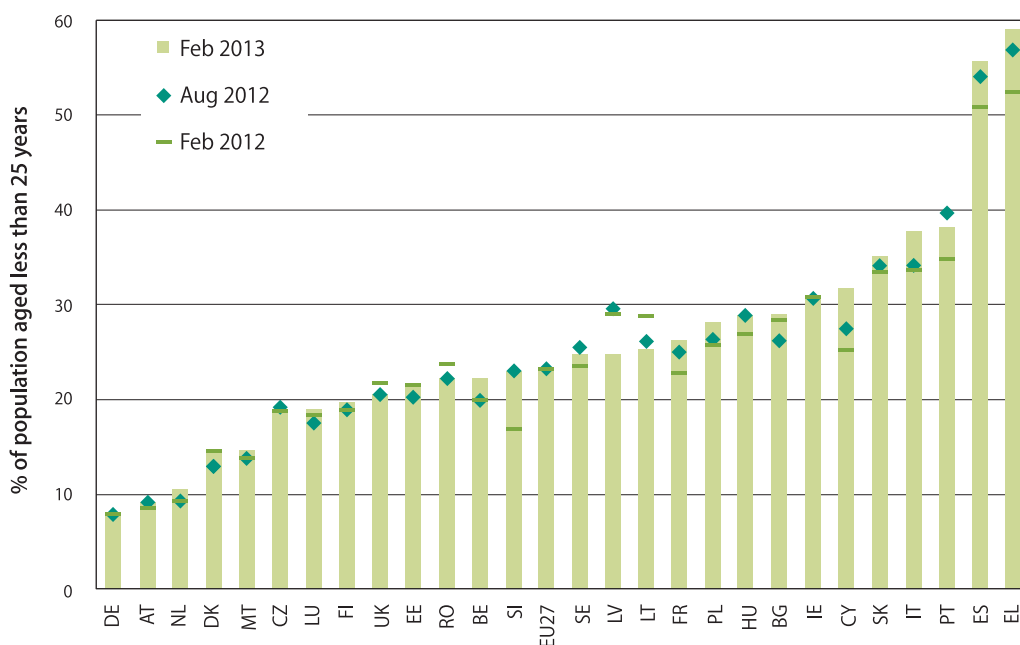
⁵⁹ Source: Eurostat : http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Unemployment_rates_seasonally_adjusted_March_2014.png

Table 1: Unemployment rate by country and year (EU-27/28; EU euro area; countries involved in the Cross-Border Seminar 2014)⁶⁰

Country/year	2006	2007	2008	2009	2010	2011	2012	2013 ⁶¹	2014 ⁶²
EU-27/28	8.3	7.2	7.1	9.0	9.7	9.7	10.5	10.9	10.5
Euro area	8.5	7.6	7.6	9.6	10.1	10.2	11.4	12.0	11.8
Austria	4.8	4.4	3.8	4.8	4.4	4.2	4.3	4.8	4.9
Croatia	11.2	9.0	8.4	9.1	11.8	13.5	15.9	16.8	17.3
Czech Republic	7.1	5.3	4.4	6.7	7.3	6.7	7.0	7.1	6.7
Germany	10.3	8.7	7.5	7.8	7.1	5.9	5.5	5.4	5.1
Hungary	7.5	7.4	7.8	10.0	11.2	10.9	10.9	10.5	n.a.
Poland	13.9	9.6	7.1	8.1	9.7	9.7	10.1	10.6	9.6
Romania	7.3	6.4	5.8	6.9	7.3	7.4	7.0	7.3	7.2
Serbia ⁶³	n.a.	n.a.	13.3	15.6	19.2	22.2	25.5	24.1	20.8
Slovenia	6.0	4.9	4.4	5.9	7.3	8.2	8.9	10.7	9.7
Slovakia	13.5	11.2	9.6	12.1	14.5	13.6	14.0	14.2	13.9
Switzerland ⁶⁴	2.9	2.4	2.6	3.7	3.5	2.8	3.4	3.5	3.3

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

Graph 2: Youth unemployment rate in EU-27 as of February 2013 and compared to that of August 2012 and February 2012, respectively⁶⁵



⁶⁰ Source: Eurostat

⁶¹ As of April 2013

⁶² As of March 2014

⁶³ Source: Statistical Office of the Republic of Serbia (data valid for the 1Q of the respective year)

⁶⁴ Source: Statista 2014; <http://www.statista.com/statistics/263707/unemployment-rate-in-switzerland>

⁶⁵ Source: http://ec.europa.eu/europe2020/pdf/themes/21_youth_unemployment.pdf

Table 2: Youth unemployment rate and youth unemployment ratio in EU-27 in 2010, 2011, and 2012⁶⁶

	Youth unemployment rate				Youth unemployment ratio		
	2010	2011	2012	2012Q4*	2010	2011	2012
EU-27	21.1	21.4	22.8	23.2	9.0	9.1	9.7
Euro area	20.9	20.8	23.0	23.7	8.7	8.7	9.6
Belgium	22.4	18.7	19.8	22.0	7.3	6.0	6.2
Bulgaria	21.8	25.0	28.1	28.4	6.7	7.4	8.5
Czech Republic	18.3	18.1	19.5	19.3	5.7	5.4	6.1
Denmark	14.0	14.2	14.1	14.2	9.4	9.6	9.1
Germany	9.9	8.6	8.1	7.9	5.1	4.5	4.1
Estonia	32.9	22.3	20.9	19.3	12.6	9.1	8.7
Ireland	27.9	29.1	30.4	29.4	12.0	12.1	12.3
Greece	32.9	44.4	55.3	57.9	10.0	13.0	16.1
Spain	41.6	46.4	53.2	55.2	17.8	19.0	20.6
France	23.6	22.8	24.3	25.4	8.9	8.4	9.0
Italy	27.8	29.1	35.3	36.9	7.9	8.0	10.1
Cyprus	16.6	22.4	27.8	31.8	6.7	8.7	10.8
Latvia	37.2	31.0	28.4	24.7	13.9	11.6	11.4
Lithuania	35.2	32.2	26.4	24.2	10.4	9.0	7.7
Luxembourg	15.8	16.4	18.1	18.5	3.5	4.2	5.0
Hungary	26.6	25.1	28.1	28.8	6.6	6.4	7.3
Malta	13.1	13.8	14.2	14.5	6.7	7.1	7.2
Netherlands	8.7	7.6	9.5	9.8	6.0	5.3	6.6
Austria	8.8	8.3	8.7	8.7	5.2	5.0	5.2
Poland	23.7	25.8	26.5	27.5	8.2	8.7	8.9
Portugal	27.7e	30.1	37.7	38.4	8.2	11.7	14.3
Romania	22.1	23.7	22.7	22.2	6.9	7.4	7.0
Slovenia	14.7	15.7	20.6	23.2	5.9	5.9	7.1
Slovakia	33.9	33.5	34.0	35.1	10.4	10.0	10.4
Finland	21.4	20.1	19.0	19.3	10.6	10.1	9.8
Sweden	24.8	22.8	23.7	24.1	12.8	12.1	12.4
United Kingdom	19.6	21.1	21.0	20.7	11.6	12.4	12.4

*The quarterly youth unemployment is seasonally adjusted.

e=estimate

There is another important point that should be noted when describing the situation of young people in Slovakia and their transition from education to the labour market: Slovakia, together with Croatia, Slovenia, Czech Republic and few other EU countries, has already met one of the Europe 2020 Strategy targets - to reduce school drop-out rate below 10%. According to current CEDEFOP statistics the percentage of early school leavers from education and training (i.e., the percentage of the population aged 18-

24 with at most lower secondary education and not in further education or training) was one of the lowest in the EU - 5.3% in 2012. This figure, together with the figure on youth unemployment rate (one of the highest in the EU - 34% in 2012) could mean that youth unemployment is not caused by low level of education of young people, but by the fact that their education (including vocational education) does not correspond to the labour market needs.

⁶⁶ Source: Eurostat:
[http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Youth_unemployment,_2012Q4_\(%25\).png](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Youth_unemployment,_2012Q4_(%25).png)

Which policies emerged as a response to youth unemployment?

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

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

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

Young people under 26 years of age are just one of several groups of those who are explicitly defined by the Act on Employment Services (2004) as disadvantaged on the labour market. According to the same legislation, a specific measure, so called "graduate practice" was implemented with the aim to help young people in transition from education to work/labour market. The purpose of this measure was to help young people, graduates from secondary schools and HE institutions providing them with an opportunity to have a subsidised job immediately after they completed secondary school or graduated from university. Through this practice, the duration of which was from 3 to 6 months, they could acquire some skills that are necessary for their success on the labour

market. There were several thousands of graduates through the "graduate practice" offered to employers in all sectors and regions, and in some cases (far from majority) - when employers found that these young people proved themselves as skilled and qualified for their company - they offered them a full time, paid job. Unfortunately, in most cases, immediately after they finished their subsidised graduate practice, graduates had to return and register at the labour office as unemployed job-seekers. The graduate practice is viewed by the graduates themselves, but also in general, as a short-term measure, or a measure with short-term effect, and therefore it is not possible to expect more than it really offers.

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

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

Graduate practice is organised and managed by Offices of labour, social affairs and family for registered young people under 26 years of age who left school within the last two years. Offices closely cooperate with employers - they both (the employer and the office) sign a contract according to which the graduate practice is realised and the graduates can get their money.

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

Since 2012, the Ministry of Economy in cooperation with the Ministry of Education, employers' organisations, regional

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

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

Youth Guarantee was approved by the Slovak government in February 2014, and in close relation to it several steps and measures are supposed to be implemented in the near future. Amendments of current legislation in both education and labour/employment sectors are being prepared by both ministries: Act on Vocational Education and Training will introduce a much closer co-operation between VET providers and employers; employers are supposed to be involved much more intensely into the process of defining labour market needs, as well as in defining the content of VET in all sectors, especially those which are vital for national economy. Some elements of the so-called dual model of vocational education and training are planned to be implemented starting from next school year (2015/2016). Simultaneously, the amendments to the Act on Employment Services under the responsibility of the Ministry of Labour, Social Affairs and Family will introduce a legal right for the first job for young people under 25 years of age.

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

“The goal is to ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within four months of becoming unemployed or leaving formal education. Examples of planned policies:

- › Requalification programmes, training and job-search assistance offered by a third party, e.g. private agencies, 15 million EUR
- ✓ Subsidizing full-time employment of young people during at least 12 months, 45 million EUR
- ✓ Subsidizing start-ups: Entrepreneurs under 25 years, 10 million EUR
- Coaching centres: Strengths and weaknesses of young unemployed, 72 million EUR
- ✓ Strengthening the dual system at vocational secondary schools (work-based education directly in firms): using Austrian and German experience, 20 million EUR
- “ Second chance for young unemployed to complete basic or apprentice education, 21 million EUR
- ^ Direct jobs creation for young unemployed, 20 million EUR
- › Community centres for training and coaching of marginalized young people, 18 million EUR
- ✓ Supporting small projects proposed by 13-17 year-old marginalized people, 8 million EUR
- ✓ Supporting NGOs working with young people, 10.5 million EUR. (Goliaš, 2014)

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

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

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

Career education including career planning as an integral part of the state and school curricula, starting at the age of 10-11, is also necessary. Current experiences show that children at the end of elementary school, at the age of 14-15, are not prepared to make qualified about their future educational and vocational paths. Their parents do neither discuss this topic with them, nor is there time for it in school.

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

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

Within the educational system there is quite a large network of guidance and counselling practitioners in different institutions, whose job is to help pupils, students, parents and other educators to get acquainted with the world of education and work/employment. Teachers in position of educational counsellors (in all primary and secondary schools), special educators and school psychologists (they are not in all schools) provide vocational counselling, guidance and informational services at schools. These experts closely cooperate with centres for educational and psychological counselling and prevention. There are more than 80 centres for educational and psychological counselling and prevention providing also career guidance and counselling services.

In the organisational structure of the Central Office and regional Offices of Labour, Social

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

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

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

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

The Ministry of Labour, Social Affairs and Family is guaranteeing an online tool known as ISTP - Internet guide to the labour market⁶⁷.

⁶⁷ www.istp.sk

It is a database of information about the world of work and it provides tools helping with job searches. Target groups are mainly unemployed people, but also pupils, students, and their parents, educational counsellors, employees and employers. It provides information also for vocational education and training institutions and employment services. Besides other things, it allows clients to create their own profile by completing several questionnaires through the so-called "Job compass". The system gives recommendations to individuals for personal growth.

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

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

In the period 2013–2015, the Research Institute for Child Psychology and Pathopsychology (VÚDPaP) is implementing a project called "Comprehensive counselling system of prevention and influencing socio-pathological phenomena in the school environment". This project can also contribute to increasing employment among graduates as it pays special attention to the quality of knowledge, career education and career guidance for students (until the completion of education and training). It addresses a system of educational counselling and prevention, within which psychological, pedagogical and special pedagogical activities are aimed at optimizing the educational, psychological, social and career development of students with special educational needs in primary schools in Slovak Republic.⁶⁸

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

Is there structural unemployment?

High structural unemployment is one of the most important factors influencing the level of unemployment. "High proportion of long-term, young and low-skilled unemployed suggests that the high unemployment may be caused

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

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

The long-term unemployment is the highest in the EU with 70% of Slovak unemployed who have not had a job for over one year, half of them for at least 2 years and 29% for at least 4 years.⁶⁹ Over the past 20 years, the share of those who have been unemployed for longer than 2 years increased from 19% to 45%.⁷⁰

One third of unemployed are aged 20 to 29, out of which almost two thirds are men.⁷¹ International comparisons show that Slovakia has one of the highest youth unemployment rate in the EU (34% in 2012). However this number is biased because Slovakia has also a high proportion of young people attending schools. According to Eurostat, Slovakia has 92.7% of young people (20–24 years old) having at least completed upper secondary education compared to the EU-28 average of 80.3%.

It is important to check indicators taking into account the whole population including students. In fact, the unemployment rate and NEET rate show just slightly higher youth unemployment in Slovakia compared to the EU average (Table 2).

The unemployment rate of low-skilled (ISCED 0–2) people with primary education is the highest in the EU with 43% in 2012, compared to the EU-28 average of 18%.⁷² This number is

⁶⁸ Further information about the project (in Slovak language): www.vudpap-projekt.sk

⁶⁹ Source: Eurostat

⁷⁰ Source: Statistical Office of the SR

⁷¹ Source: Statistical Office of the SR

⁷² Source: Eurostat

partially biased because Slovakia has higher enrolment at secondary schools. Nevertheless, people with primary education account for 17% of unemployed, people with secondary education without final exam (former “apprentice” schools) for 37% and people with secondary vocational education for 29% of all unemployed^{73, 74}.

Are there some region-specific measures implemented across your country?

Offices of Labour, Social Affairs and Family implement active labour market measures according to regional unemployment rates.

Some non-governmental organisations also exist in the regions that address the matters of their respective region, e.g. organisations such as “Tandem” and “*Človek v tísní*”.

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

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

⁷³ Source: Statistical Office of the SR

⁷⁴ Goliaš, 2014

Research and Development

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

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

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

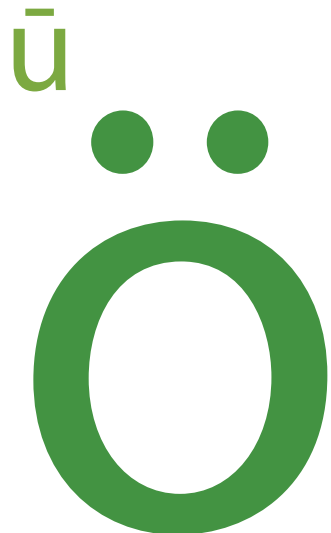
Research connected or directly dealing with guidance and counselling is also done at some Slovak universities.

Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

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

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

- ^ second chance for young unemployed to complete education;
- › direct job creation for young unemployed; etc.



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Slovak Workshop: “How to choose your path” - interactive workshop about prevention of youth unemployment⁷⁵

Krisztina Molnár, Tandem n.o.

At TANDEM n.o.⁷⁶ we believe that (self-) consciousness, non-formal and experience-based learning, a proactive and affirmative attitude in decision making can help young people choose the life/work path that best suits their abilities and ambitions. These ideas are also reflected in our methods of counselling. The thematic and methodological background of the workshop has been based on TANDEM non-profit organization’s know-how.

In the focus of our development work is the human identity. This is approached through work done in three main areas by programmes and services to develop, support and empower individuals and communities. Our three target groups are communities and organisations, schools and the labour market institutions.

In the case of communities our goal is to strengthen their capacity of self-organisation. We use the methods and approaches known from behaviourist organisational development, and we provide services, such as strategic planning, leadership trainings, leadership coaching, project management trainings and consultancy.

In the field of education, the goal is to deepen both parents’ and teachers’ role identity, secondly to develop the skills and knowledge of the schools’ management, and thirdly, to strengthen the students’ consciousness and proactive approach to their own development. We aim to achieve these goals by taking the non-formal education approach and trying to embed it into university education, too. We are deeply engaged in non-formal education methods. However, we do not mean to build new systems instead of the existing ones, but are aiming to strengthen the relations and cooperation between the formal and non-

formal education and thus bring new energy and power between the old walls.

In the area of employment, TANDEM seeks to achieve for workers to become conscious and effective labour market actors, to ensure that they are capable of adapting their knowledge and skills to the expectations of the labour market, thus contributing to reducing the number of unemployed in the region. TANDEM implements programmes like: career guidance for secondary school students, career and life planning for university students. Above all, we try to strengthen the ties and connections between the field of education and the world of work. Our approach is the thinking system: we believe that we can make a much broader social impact by helping the individual subsystems get closer and know more about each other’s goals and mindset. We use non-formal education methodology and organise trainings, university courses, summer camps. Our biggest innovation is the one-day interactive festival-like career guidance event for high school students, *Mesterségem Címerre (Kam po škole? Where to after school?)*, which has been awarded with the National Career Counselling Award 2013 by Euroguidance Slovakia.

For the university students we have developed the life-planning programme “Routeplanner” which is running as one-semester university course. And beside these programmes we support experiments around us, for example the founders of the first Theatre in Education group - who successfully ran their first play on the topic of career guidance, which was based on our research about the teenagers’ attitudes and dilemmas related to career planning. The main aims of the workshop were the following:

- ✓ to show the bigger picture about the potential non-formal education interventions in different age groups of young people,
- ✓ to show mini-examples of games and exercises used in the career guidance counselling practice with young people,

⁷⁵ The workshop presentation is available at http://prezi.com/dsc2inrz8cdd/?utm_campaign=share&utm_medium=copy&rc=ex0share

⁷⁶ www.tandemno.sk/en

- o to provide the workshop participants with an opportunity for career planning self-reflection using the above mentioned games and exercises,
- ✓ to discuss the important issues of service development process in relation to prevention of youth unemployment.

During the workshop, the workshop leader presented the summary of methods used in TANDEM's work and gave an introduction to psychological and methodological approaches. We had 3 main stops to demonstrate some basic games and exercises used during our programmes, and a "philosophical" intro about the development attitudes towards the target group. We started with a little analysis of the Cross Border Seminar title: especially the word "fighting". What is the message behind? The importance of this contemplation is to find out how we determine the results and the success factor of our work by giving names.

Let's see an example of a 17-year-old girl, a member of our training group. If we look at her from one point, she is a problematic individual, a potentially unemployed person. But, from the other point, without knowing more about her we can treat her as a potential change maker, inventor, someone who makes a difference in the world. If we start thinking about how to save her, we imperceptibly take a role of superheroes what makes the job more complicated or even impossible. And also, we take too much responsibility, what does not help her to be proactive and self-conscious. That is why I recommend looking at the problem from the view of prevention, and making a list of the most important steps at different educational levels and recognising those skills and abilities needed to be improved at different ages.

Our approach to career guidance is based on the following three things: self-knowledge, knowledge about career and information about the labour market. We use non-formal education methods in forming attitudes, developing skills and sharing knowledge. This means we build our trainings and other learning processes on experience-based learning: start with an action, then comes the reflection, then the conclusion and after that the active experimental stage.

1st methodology: Human Library

The Human Library is an innovative method designed to promote dialogue, reduce

prejudice and encourage understanding. In its initial form the Human Library is a mobile library set up as a space for dialogue and interaction. Visitors are given the opportunity to speak informally with "people on loan". The Human Library enables (student) groups to break stereotypes and gather information based on their real needs and interests. This is an internationally used method mostly for topics such as career guidance, tolerance, changing stereotypes, etc.

In TANDEM's Human Library we provide high school students with a wide range of professions: they can invite them for a conversation and ask their questions about the lifestyle, earning opportunities, studying opportunities, content and character of their work, etc.

The most important feedbacks we get from the Human Library participants: it is more personal to hear stories about someone who actually works in that field than to read information from a book or another source. On the other hand, it is extremely inspiring and empowering to talk about my job, it makes me feel more self-confident and competent. To summarise the advantages: this method helps both readers and the "books" to get closer to their professional identity.⁷⁷

This method is one of our most successful ones used among high school students. We develop our methods based on the needs of teenagers:

- “ First of all, they love to play even if they are not really allowed to - we often get feedback about how joyful it was to learn using games and learn about themselves at the same time. For providing information about the world of higher education we use a big table game played in groups. And for symbolising a life path as a list of challenges we play a rope way game.
- ^ The other important need of teenagers is to see role models - that is what is embedded in human library. Moreover, except seeing role models in these intimate one-on-one conversations they can practice how to gather relevant information and how to ask good questions.

⁷⁷ For those who would like to read more about the method, there is a global official website: <http://humanlibrary.org/>

- › The third thing that teenagers do often all day long is daydreaming - believe it or not, it can also be used as a tool for education purposes. Using visual tools, creative processes and the tools of photo and video we try to teach them how to build up their personal and realistic vision for their future.

2nd methodology: Drawing a life-path

The game shown on a workshop was one of our art therapy tools: a metaphoric drawing of the individual's professional life-path from birth to the present, followed by a sharing round in pairs.

This exercise was one of the basics of what we use in our work with university students - its main advantage is that it gives the opportunity to reflect on the individual's life-path and find the most important patterns, drivers, and by understanding them even learn to predict one's own life-path's future evolution. The focal themes in this age are:

- ✓ Who am I? Aiming to help the identity-forming processes we give opportunity to reflect and self-reflect, to practice defining themselves.
- ✓ The second important topic is "my career" - to help see different optional pathways and understand the map of their own life, we teach proactive planning methods. Sometimes it is necessary to teach strategic thinking, project-based thinking and future design as well, as they do not learn such skills in formal education.
- The third big "monster" for young adults is the labour market. The fact that they are full of fears, have no expectations, no plans and no real self-image, mostly does not depend on the field chosen. They have heard so many stereotypes and legends about the difficulties when looking for a job, they are surrounded by burnt-out professors without any faith in their work, even though they try to be open and flexible despite being - especially in a country like Slovakia - educated with classical conservative values. This situation is really scary.

What we do to help them in orientation is the following: we strengthen their employability skills through non-formal methods, help them map those skills they need to develop themselves, show them the practical sides of

job searching and provide them with opportunities to practice in a supportive environment - practicing in front of other students always gives a big improvement in self-confidence.

To sum up our activity in higher education, it is also important to emphasise that we have a lot of work to empower and engage the university stakeholders to get the chance for our services to be included in the system.

Unfortunately, in most cases the leaders of university education are still not concerned about the importance of career guidance services in the education system.

The focus of our discussion about service development processes was the real empathy towards those actors who take an important role in our work. Without knowing and respecting their feelings and attitudes it is impossible to change their behaviour. And this attitude, again, reflects our first philosophical question whether we need to fight or not.

Our experience in the field of career guidance services is that we, as an independent NGO, need to be linked to different levels of education, labour market, policy-making institutions and the primary target group, because this gives us a broad overview. Thus, we can work on linking together different actors and strengthen the communication between them, and help the exchange of needs and experiences. If I wanted to summarise the keywords of our service development processes, I would list these three: experience, empowerment and system thinking. Using creative and innovative tools is also important, but the most important is to understand the needs of the target group and stakeholders.

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Slovenia

Chapter

10

National Survey

Marko Zupančič, *Employment Service Slovenia and Euroguidance Slovenia*

General Questions

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

The prolonged economic crisis, including the regression of economic activities and employment, considerably accelerated the growth of youth unemployment in Slovenia in the second half of 2012. With youth unemployment approaching 25% Slovenia joined countries with the explicit problem of providing work for young people within the EU. A reduction of labour activities was clearly reflected among young people. The share was much higher than among other age groups because the number of employees aged 15 to 29 decreased by 30.2%. The survey of registered unemployed shows that in December 2012 27 485 young people aged 15 to 29 were registered among the unemployed, of whom more than 60% were aged between 25 and 29. This age group was also dominated by women.

Almost half of all unemployed young people were without work experience and/or are looking for their first job. What is also alarming is the fact that the number of long-term unemployed young people has been increasing, irrespective of the level of education, which is especially the case with the young possessing a tertiary level education. On the labour market we are faced with inadequate structure of young people's education. In June 2013, the share of young people (aged 25-29) with tertiary education was 28.2%. The macroeconomic conditions reflect an unfavourable economic situation and demographic movements, which record a decrease in the number of young people on the labour market. According to the forecasts, the number of young people in the 15-29 age group is expected to consistently decline until 2023. The educational structure of the working age population is changing slowly. In particular, the share of the tertiary educated young people and the share of population with secondary professional or secondary general education

have increased, while the share of population with vocational education has decreased. Demographic and structural changes will have a strong impact on the labour market. Low demand for labour due to the adverse economic conditions resulted in the greatest reduction of employment among youth and people with low education in the period 2008-2012.

Which policies emerged as a response to youth unemployment?

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

In conjunction with the recommendations of the European Commission, as well as on the basis of previous negotiations with social partners and youth representatives, additional systemic measures on the national level are urgently needed in the following areas:

- ▲ To strengthen the links between the educational system and the economy, in particular by increasing the amount of practical work carried out directly with employers in the course of the educational process,
- ▶ To provide regular and systematic forecasts of short-term and medium-term promising occupations and sectors in shortage,

- ✓ To provide a system of high-quality traineeships that allow the acquisition of work experience required for practising an occupation,
- ✓ To reform student work on the principle of "every job counts," so that all entitled persons will be guaranteed the minimum social and economic rights and properly recognised work experience.

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

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

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

training on entrepreneurship and receive support in the realisation of their entrepreneurial idea.

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

The following sectors are responsible for implementing the Youth Guarantee in the period 2014 - 2015: the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Education, Science and Sport, the Ministry of Economic Development and Technology, the Ministry of Agriculture and Environment, and the Ministry of Culture. The cooperation and integration with employers, representatives of youth and the ESS is of vital

importance for a successful implementation of the Youth Guarantee. This is the only way to achieve the desired long-term effects on the labour market, meet the needs of the economy and at the same time take into account the aspirations and needs of young people. The social partners also play a role in approving financial reservations for the active employment policy and cohesion policy measures within the Active Employment Policy Action Plan for each year or budgetary period. Career counsellors who are going to work with youth anew have a role to build a suitable bridge for individuals from education and training to employment.

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

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

Which concrete measures does your country plan to undertake in order to facilitate the implementation of the Youth Guarantee scheme?

Important measures which are going to be further specified are: a) Strengthening the links between the educational system and the economy, in particular by increasing the amount of on-the-job training during the training carried out directly by the employers; b) Providing regular and systematic forecasts of short-term and medium-term promising and shortage occupations and sectors, and c) Providing high-quality traineeship system that facilitates gaining work experience required for practising a profession, etc.

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

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

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

Within the Youth Guarantee, the measures planned for the period 2014-2020 are listed and the assessment of assets necessary for their implementation is given. Actual implementation and realisation will depend on finances provided under the annual budget of the Republic of Slovenia. The majority of finances needed for the implementation of the measures will be provided under the framework of the European Social Fund and Slovenia will also qualify for financing from the Youth Employment Initiative. The main stakeholders from guidance perspective - youth counsellors with a set of guidance information and counselling resources, are listed above. To provide targeted and segmented measures, young people were classified in the following target groups: young people in the process of education; unemployed young people with the first and second level of education; unemployed young people with the third, fourth and fifth level of education and unemployed young people with the sixth, seventh and eighth level of education. Each of the target groups has its own characteristics that significantly influence their employability. Also, NEETs are going to be included in counselling treatment with the aim to find appropriate solution which can upgrade their status. Important stakeholders in this project are: Career centre counsellors within faculties and at the universities, EURES and Project learning for young adults - PLYA. The purpose of the PLYA programme is to encourage young unemployed people and other job seekers under the age of 26 to find a

job or to return to education, by helping them improve their general knowledge and obtain functional skills and competences they need in order to enter the labour market or reintegrate into the school environment and everyday life, shape professional identity and engage in social and cultural action. The key objectives of the programme are the following: to stimulate personal growth, to overcome social exclusion and to provide general education and shape professional, social and cultural identity.

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

Among the most frequently used counselling services are the counselling services at career centres within ESS with diversified workshops (how to get first employment, etc.), some are ran also by the concessionaires or by university career centres. Online guidance tools are: website *Moja izbira* (My Choice), *Kam in kako* (Where and How), career self-assessment test and other guidance resources developed by the Department for lifelong career orientation. Example of good practise is a public verified programme "Project learning for young adults" which aims to encourage young unemployed people and other job seekers under the age of 26 to find a job or to return to education by helping them to improve their general knowledge and obtain functional skills and competences they need to enter the labour market or reintegrate into the school environment and everyday life, shape professional identity and engage in social and cultural action.

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

As part of the programme of measures to implement the objectives of the development strategy for social entrepreneurship, social enterprises will in 2014 and 2015 receive special incentives for the employment of vulnerable groups and for training and education of persons responsible for the management of social enterprises and working with vulnerable groups. In the frame of Employment Service of Slovenia, Info point for foreigners support to youngsters

and other visitors from abroad provides: assessment of their education, presentation on education and training possibilities and additional learning assistance along obtaining national vocational qualification.

Is there structural unemployment?

University degree student supply on the job market is much higher than the demand, except for the field of social sciences. Since 2008, the number of unemployed young tertiary graduates has more than doubled, in particular among those aged 25-29. This is the reason why the officials proposed to implement the Youth Guarantee Scheme for the age group 25-29.

Are there some region-specific measures implemented across your country?

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

Research and Development

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

Results of the research on Youth and national labour market from spring 2013 have shown that youth unemployment during the period of crisis from 2008 to 2013 was higher than in other age groups. A more focused approach to youth has risen in the past few years also in Slovenia. One of the results are changes in counselling methods within the frame of national career centres where guidance practitioners will dedicate more time to first interviews with youngsters, as well as for following sessions.

Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

Yes. Feedback from users in guidance and professional estimation has shown that guidance portal eCounselling set up in 2008 within ESS was too pretentious. A redesign of the portal is therefore oriented towards making it more understandable and useful. The career self-assessment programme *Where and How*, which is used in most elementary schools and also in public employment offices, was originally available on discs and in 2013 (after 14 years) it was transformed to internet set-up, which offers additional possibilities for work in guidance for youth.

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Slovenian Workshop: Are we ready for generation Y?⁷⁸

Mirjana Savić

We are witnessing rapid changes in the world and in the workplace. Globalisation, new technologies and economy trends changed the way we work and people we work with - workforce demographics have changed. Different theories try to explain it. In this paper we will use the concept of generations. There is no single definition of the concept of generation. Sociology has a multifaceted approach to the issue of generation; it defines this in relation to the specific set of cultural, historical, economical and political components that constitute the roots of a generation.⁷⁹

We can say that generations are cohorts of people who were born on the same date, range and share similar cultural experiences. Because the experiences are not all shared, at the same time in the geographical sense, the start and end dates for each generation are subjective. With generation Y there is one difference as it is said that these are the first global citizens. They experienced several significant events, including the 9/11 which is also said to be the end date of generation Y and the start of a new generation Z.

Further on we will define three generations: baby boomers, generation X and Y. You should keep in mind that the descriptions are summed up and generalised and may vary from country to country. Trying to understand unique elements of each generation enables you to have a better understanding of your sense of self, as it relates to your generational identity and culture, and also gives you a better understanding of your client's generational culture and its potential impact on values, beliefs, worldview and expectations. The described characteristics are one of the sources that can help you reach the goal you have set with your client. Remember that clients are still just individuals, who define their own culture.

BABY BOOMERS (born 1944 - 1960): "We live to work."

This generation grew up during a very optimistic post-World War II economy. They believe in job for life and are very dedicated and committed to organisations. They are

submissive, hard working, slow, but reliable. They identify strongly with what they did at work and for them output is not as important as the nature of work (non-capitalistic workers). Being career-focused and working long hours had a great impact on marital and family harmony and consecutively on defining of generation X.

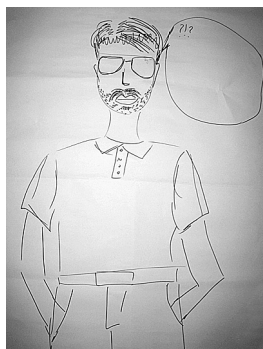


Picture 1: Generation Baby Boomers

⁷⁸ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/SLO_Savic.pdf
⁷⁹ Vendramin P., 2010

GENERATION X (born 1961 - 1980): "We work to live."

The downturn in the economy and shift towards globalization has had great influence in forming of generation X. They are independent, resourceful and adaptable, as they are accustomed to different family structures. When they were growing up they were exposed to violence, affairs, student demonstrations and other effects of social revolution. That made them optimistic and empowered them to take personal action when things go wrong. In comparison with Baby boomers, they like a more flexible workplace. They are more open to change, not afraid of challenges, responsibilities and new technologies, with a great value of constructive feedback.



Picture 2: Generation X

GENERATION Y (born 1981 - 2001): "What's in it for me?"

Since their birth they are constantly being bombarded with information and new technologies. Parents are hovering over them, giving rewards and affirmations that they are No. 1, the best and can be whatever they want to be. All this made them smart, creative, productive and achievement oriented. They are impatient and require instant gratification. That is why others see them as selfish, arrogant and lazy. The truth is that they are individualists who rely on themselves. They are socially, globally and culturally aware. That makes them more tolerant with strong beliefs in equality for all. They are involved in charity and voluntary work. With different work expectations and different idea of leadership, they are improving the workplace through an emphasis on network and teamwork, unafraid of asking why and why not.



Picture 3: Generation Y

These were some general characteristics of Baby boom, X and Y generations. In reality there are very few people that could be described as above. We are more likely to be a mixture of different generations, because of the effects that technological development, social and cultural background, globalisation and the World Wide Web have on us. We seem to be a bit afraid of generation Y, mostly because we think they are so different, yet we are more alike than we want to admit.

Sundararajan Narayanan posted 10 tips for attraction and retention of generation Y on the HRDirector.com which I find to be very useful in guidance. Those ten tips are:

1. Open door to innovation (recognise and reward innovation)
2. Variety: the spice of work (give them responsibilities and other initiatives that offer the opportunity for growth)
3. Be flexible ("weave" work into personal goals and aspirations; telecommuting and flex time are no longer seen as work privileges, but as standard requirements)
4. Above all else, mentor (be a supportive supervisor)
5. Show the big picture (transparent system that shows them how important they are)
6. Recognise and reward results
7. Find the high achievers (let them know they are important and valued; reward them)
8. Make clear career paths (lifelong learning)
9. Be quick (instant messaging, quick replies)
10. Know and use social media (embrace and encourage the use of emerging technologies).

Do not forget: birth date does not define a person. Listen to them, support them, embrace them and guide them. And most of all - do not be afraid.



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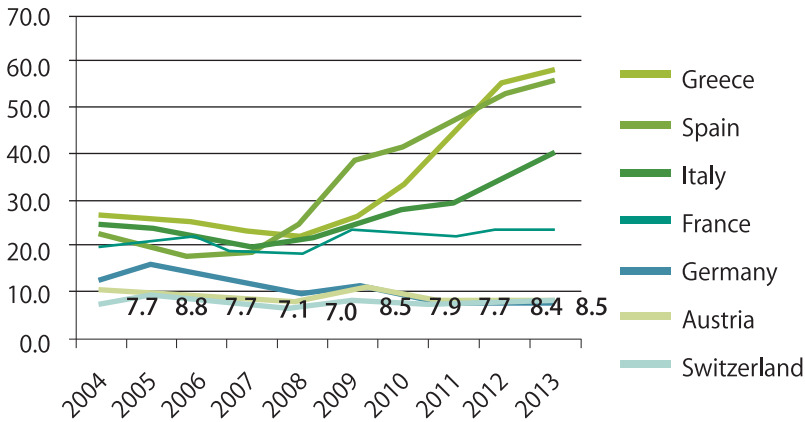
Euroguidance Switzerland

General Questions

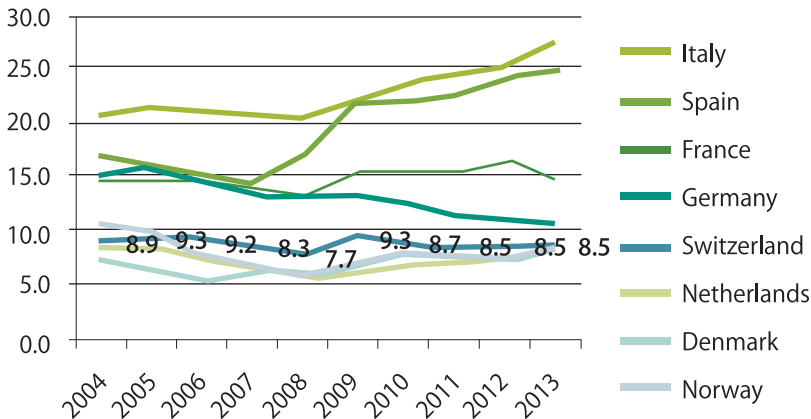
What is the general situation regarding youth unemployment in your country (including statistical data)?

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

G1: Unemployment rate age 15-24⁸⁰



G2: NEET⁸¹ rates, age 15-34⁸²



⁸⁰ Source: Eurostat

⁸¹ Persons not in employment, education or training

⁸² Source Eurostat

Which policies emerged as a response to youth unemployment?

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

Within the unemployment insurance scheme young people benefit from regular counselling measures and active labour market programmes. One type of the programme within the unemployment insurance scheme, the so called *semester de motivation* is tailor-made for young persons who have difficulties finding an apprenticeship.

Besides the unemployment insurance scheme, there are several institutions at the cantonal level dealing with the problem. For young people with the most severe problems of entering the labour market there is case management organised at the cantonal level.

What are the goals of these policies? What are the measures for the realisation of these policies? Which activities/methods are used? How is evaluation and monitoring implemented?

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

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

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

Which stakeholders are involved in the implementation of the above-mentioned policies? What are their target groups (unemployed, employers, etc.)?

Unemployed: access to education and improve short- and long-term labour market outcomes.

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

Employers: access to labour with appropriate qualifications.

Please name best-practice examples that have emerged as a response to youth unemployment, tackling the following issues: the improvement of the relationship between education and employers at the national and/or regional level, Youth Guarantee, support in job search, entrepreneurship, promotion, implementation of career information, organising trade fairs, seminars and events related to career building, programme of guidance counselling, apprenticeships, internships, etc.

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

Specific Questions

How is guidance for fighting youth unemployment organised? Who are the main stakeholders? At which level(s) of education (e.g. prevention of youth unemployment in schools / support to NEETs, etc.)?

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

Federal level: unemployment insurance (implementation at the cantonal level).

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

Which are the most frequently provided counselling services and tools? What would you consider to be your country's examples of best practice?

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

Which methods exist in your country to support vulnerable groups, such as youth with disabilities, youth with migrant background?

Case Management in Vocational Education is a structured method for youth with multiple problems: during the phase of career choice and vocational education, the Case Management office is responsible for planning, coordinating and controlling the advancement across institutional boundaries. The empowerment of young persons at risk, as well as the increase of efficiency and effectiveness of the measures in place are the central goals and should be achieved through active management and organisation of the processes.

Is there structural unemployment?

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

Are there some region-specific measures implemented across your country?

In a decentralised approach (with 26 cantons

responsible for the implementation) measures are usually adapted to the specificities of a region. For instance, there are cultural differences (reflected in the educational system) between the three main linguistic regions of Switzerland.

Research and Development

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

There is no evaluation of measures particularly focussing on youth.⁸³ The Swiss activation policy in general has been analysed by the OECD in 2010.⁸⁴

Did policymakers and/or caseworkers adapt their counselling methods over time to enhance effectiveness (e.g. targeting the counselling methods more accurately to specific target groups that benefit most from it)?

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

⁸³ General evaluations for labour market policies can be found at the following link: <http://www.seco.admin.ch/dokumentation/publikation/00004/00005/index.html?lang=de>

⁸⁴ OECD (2010), Activation policies in Switzerland, OECD Social, Employment And Migration Working Papers No. 112

Swiss Workshop: Vocational integration in the canton of Lucerne, Switzerland through Case Management Vocational Education & Training (CMB)⁸⁴

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Switzerland*

1. Introduction

Ms. M, age 19, would like to start a vocational training, but because of her personal situation she does not know how to go about it. For the past few years she has been working as a non-skilled employee with frequent periods of unemployment. So far, she has not been able to complete a vocational qualification.

After finishing lower-secondary school she completed the tenth grade, followed by a motivation semester via the unemployment insurance programme. She then decided to do an apprenticeship as a baker. However, it quickly became apparent that this occupation did not correspond to her interests at all, and she dropped out of the apprenticeship.

Her family situation is difficult: her mother passed away and she has no contact with her father anymore. From an early age, she learned to manage her life on her own. Due to her personal circumstances, she already had to deal with public authorities and counselling centres, such as with the Department of Social Services, the unemployment insurance system and the guardianship authority.

During a vocational guidance discussion it became apparent that her interests lay in various manual and technical professions, as well as in the IT. The consultation also addressed the issues of financing her training period, finding an apprenticeship position (application, references, explaining her personal situation) and whether she could handle this challenge. Finally, it was suggested that she registers with

the Case Management Vocational Education and Training (VET).

In order for Ms. M to achieve her goal of completing basic vocational training, the Case Manager Vocational Education and Training reviewed the specific course of action with her. This required process guidance over an extended period of time so that the young woman could follow her plan step by step. Together with the Department of Social Services they set up a budget plan for the duration of her vocational training. Owing to a good letter of reference from her employer, as well as being referred by her Case Manager, Ms. M, after an unsuccessful period of searching for an apprenticeship, finally received the opportunity to be interviewed by two firms that offer vocational training programmes.

Owing to her courage to take on this new challenge and with the help of her employer's reference, she was accepted for an apprenticeship as a plasterer. The Case Management VET continued to provide her with support and guidance throughout her apprenticeship.

The example of this young woman serves to illustrate that, despite difficult circumstances and personal situations, vocational integration is possible. For the majority of adolescents, however, the path to this particular goal is much more straightforward. Yet, one should not forget that the process of choosing a vocational occupation is subject to constant changes and varying dynamics. Internal and external factors⁸⁶ can thereby prove to play either a supportive or a hindering role in an individual's personal development.

Similar situations, like that of the young woman, were subject of a research done by Egger, Dreher & Partner (2007). The study recommends that adolescents with significant problems be identified at an early stage and supported over an extended period of time, thus increasing their chances of successfully completing their secondary education. The Case Management Vocational Education and Training, launched by the Swiss Federation in 2006, pursues the aforementioned assignment: Case Management Vocational Education and Training supports adolescents and young adults whose

⁸⁵ The workshop presentation is available at http://euroguidancezagreb2014.com/docs/CH_Kaufmann.pdf

⁸⁶ Marty et al., 2011

entry into the work force is at risk, be it for any number of reasons. A variety of measures helps to guide them towards a vocational training and a vocational qualification.

The Swiss vocational education and training system aims to help each adolescent and young adult to attain a vocational qualification. The goal is to increase the number of adolescents who successfully complete a VET programme from 90% to 95% by 2020. Parents, schools, vocational guidance services and apprenticeship partners play a particularly important role as cooperation partners for the integration of adolescents into the work force. Experiences have shown that adolescents with little or no parental support often require the involvement of further cooperation partners in order to successfully integrate into the work force. Switzerland has a dense and multi-layered network of social institutions and specialised agencies. It is to be noted that Switzerland's federal form of government aims to set common goals, which the cantons, however, can implement in different ways. The advantage of this heterogeneity, which is not always easy to understand, is that services can be structured in such a way as to accommodate cantonal and regional circumstances. For the person concerned, however, finding their way throughout this social landscape becomes increasingly difficult. When a complex situation that involves various persons and institutions arises, a coordinated approach - a Case Management - becomes necessary. Drawing up networks and a specific planning, as well as clarifying the roles of the involved parties, are all functions of Case Management. These measures have proven to be far more effective at supporting adolescents with difficulties and, in particular, are also far more sustainable.

2. Canton of Lucerne - Overall coordination at Transition I (transition from lower-secondary to upper-secondary)

In Switzerland, awareness of the significant importance of the transition from school to professional life, and with it a successful entry into the work force and a professional career, is high. Moreover, there is general acknowledgement that this transition often represents a challenge for young people

associated with stress and insecurities. In addition, they are expected to adjust quickly and efficiently to new situations, something that not all of them instantly succeed at. In consequence, a great amount of effort is invested by all cantons to provide adolescents and young adults with appropriate support measures that facilitate their transition from lower-secondary to upper-secondary (Transition I). It is, therefore, essential that cooperation between the parties involved be carried out in a well-coordinated manner, so that adolescents and young adults can benefit from adequate support and guidance at the right time. Under the name of "Focus Integration Transition I" (FINA⁸⁷) the canton of Lucerne set up a coordinated, comprehensive and networked cooperation between all participating organisations and partners at Transition I.

2.1 Focus Integration Transition I (FINA)

FINA defines strategies and goals at Transition I, specifies the range of offers and decides on the financing of these offers. The overall interdepartmental coordination involves four public offices: Office for Primary and Lower-Secondary Education (*Dienststelle Volksschulbildung, DVS*), Office for Vocational Training and Continuing Education (*Dienststelle Berufs- und Weiterbildung, DBW*), Office for Social Affairs (*Dienststelle Soziales und Gesellschaft, DISG*) and Office for Economic Development and Labour (*Dienststelle Wirtschaft und Arbeit, WIRA*). This comprehensive cooperation enables the canton of Lucerne to identify trends early on and to jointly initiate and implement measures in a coordinated fashion.

2.2 Organisational structure of FINA

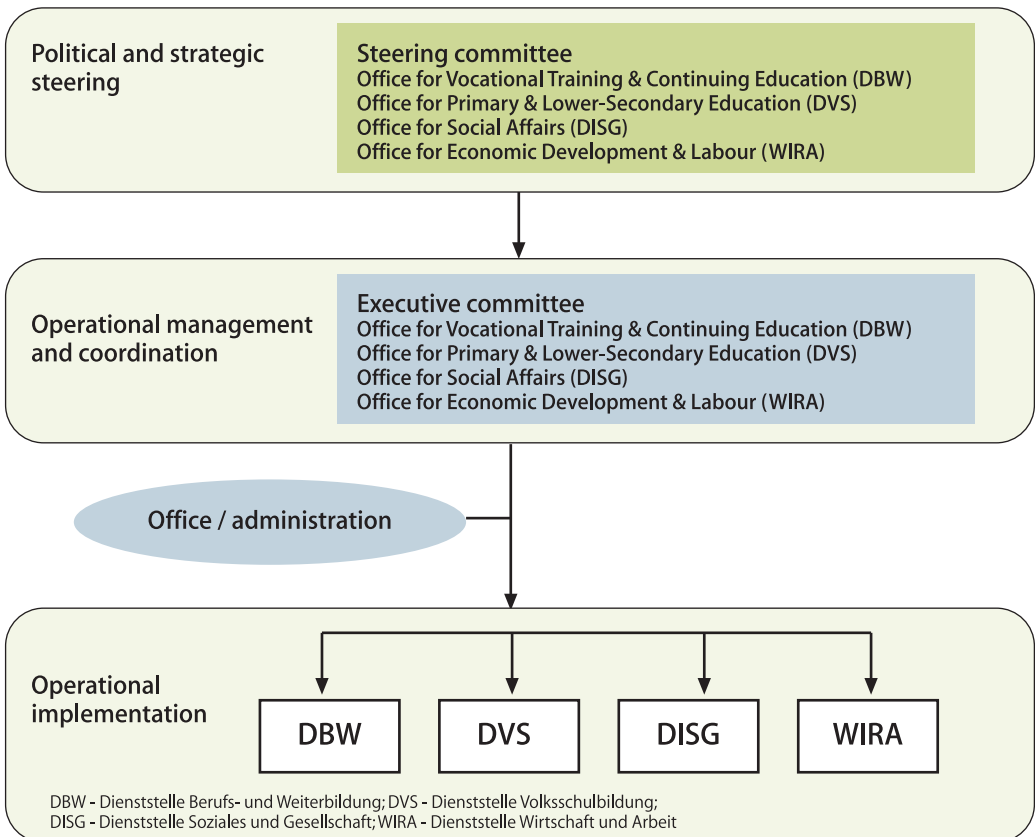
At the strategic level, FINA is headed by the steering committee, which sets the common strategic and political objectives. The committee states interdepartmental priorities, decides on the corresponding measures to be taken and concludes contracts with the executive committee. It also determines and manages the existing financial and human resources. On the basis of a reporting compiled by the executive committee, the steering committee reviews the objectives that were achieved. The executive committee is responsible for

⁸⁷ Fokus Integration Nahtstelle I

monitoring and managing the operational implementation. On the basis of strategic guidelines, the executive committee defines operational measures and coordinates these with four public offices. The financial and human resources of each office are administered by the corresponding member of the executive committee according to the guidelines set by the steering committee. Furthermore, the executive committee issues instructions to the operational level. It supervises the achievement of operational goals and, if necessary, introduces appropriate measures or calls in further specialised institutions. At the operational level, each office is

responsible for the implementation of their specific measures at Transition I, as per agreement. Overlapping offers are coordinated. The development and organisation of these offers are carried out on a joint basis, whereby each office is expected to contribute within the scope of its competence and possibilities. In addition, new offers can be developed at the operational level. However, these must contribute to the optimisation of resources and finances, and must be approved by the executive committee. The operational level regularly informs its representatives about accomplished milestones and, when necessary, consults the executive committee.

2.3 FINA organizational chart



The following principles guide the activities of FINA:

1. We manage the vocational integration of adolescents and young adults at Transition I in close cooperation with various offices across several cantonal departments.
2. We focus our efforts on a sustainable vocational integration.
3. We aim for the direct entry of adolescents into a vocational education and training programme.
4. We harmonise and coordinate the processes of vocational choices and integration.
5. We provide suitable support measures to first-time job-seekers.
6. We provide adolescents, who are unable to make the transition from a VET programme to employment, with solutions tailored to their needs.
7. We require linguistic integration and commitment from adolescents.
8. We include all essential partners at Transition I.
9. We involve the parents in the process of their child's vocational integration.
10. We provide support to secondary school teachers.

The principles of FINA are politically accepted and widely supported throughout the canton of Lucerne. Their purpose is to serve as a cooperative basis for the management, coordination and organisation of all support and guidance measures. Qualified specialists direct their activities along these lines, enabling them to support a successful and sustainable vocational integration of adolescents and young adults.

2.4 "Startklar" ("ready for take-off")

A central role in the coordination of FINA is assigned to the selection centre "Startklar" ("ready for take-off"). "Startklar" identifies all adolescents and young adults who find themselves without a subsequent solution following the end of their compulsory lower-secondary education. Teachers or other qualified persons can register these adolescents or young adults at the selection centre, at the end of the school year.

Mid-May, qualified specialists examine all the dossiers that were sent in and allocate each adolescent or young adult to a suitable programme. These programmes generally last one year and provide adolescents and young adults with support and guidance, giving them

another chance to prepare themselves for their entry into a VET programme. Individuals are provided with assistance to help them improve their school performance and to foster their self-development.

They have the possibility to complete an apprenticeship or other work assignments, which allow them to gain work experience. These support programmes are also available to adolescents already assisted by Case Management. In 2013, around 600 adolescents benefited from a support programme through "Startklar", out of which 85% successfully made it into a VET programme upon completion of a support programme. The other 15% found alternative solutions and, depending on their situation, continue to benefit from support measures.

3. Case Management Vocational Education & Training (CMB) Lucerne

As one of the first cantons in Switzerland, Lucerne introduced the Case Management Vocational Education & Training in 2008. The Case Management VET Lucerne identifies and provides systematic guidance to adolescents and young adults when they entry into a vocational training (upper-secondary or VET) or the completion thereof is at stake. The Case Management VET in the canton of Lucerne is a specialised division of the Office for Vocational Training and Continuing Education (DBW). The procedures and specific characteristics of the support measures offered by the Case Management VET are presented below.

3.1 Target group

The Case Management VET admits adolescents and young adults from lower-secondary school through to the age of 25 with residency or an apprenticeship contract in the canton of Lucerne, whose integration into or continuation of a vocational education and training is at stake.

Adolescents are at risk when different risk factors interfere with the process of choosing a vocational occupation. That choice can be compromised by factors such as the individual's family background, their health, their personal resources or their behaviour (Neuenschwander, et.al. 2012).

3.2 Registration

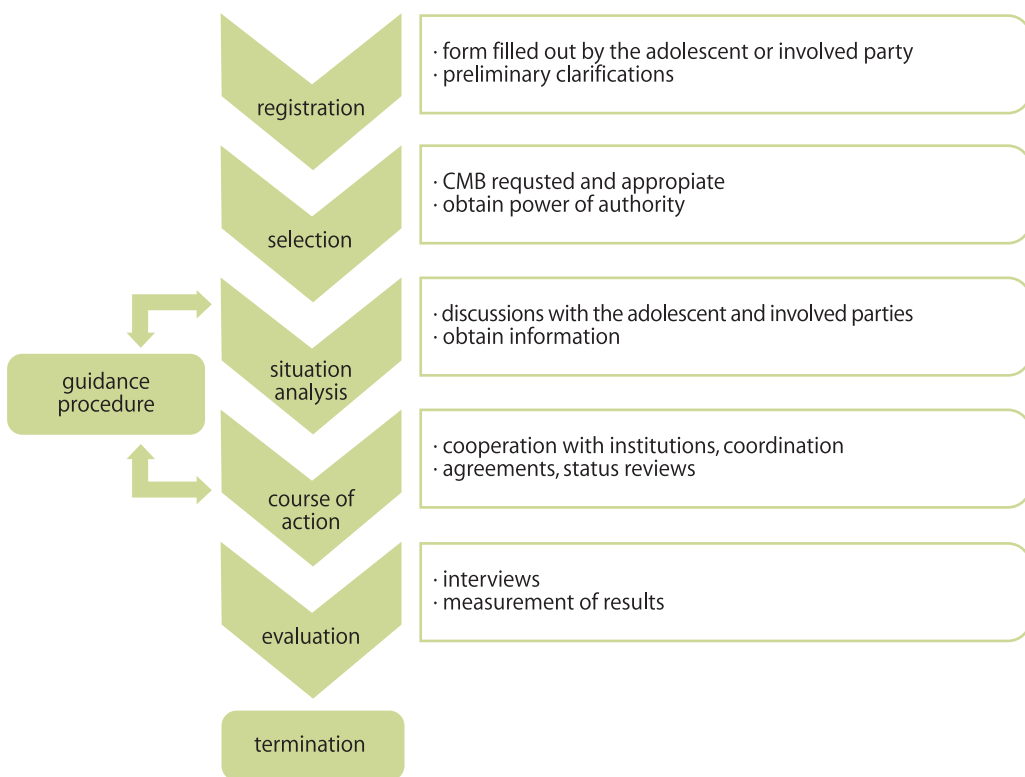
Adolescents can be registered by their parents, legal guardians, teachers, apprenticing companies, guidance centres, public authorities etc. They can also register by themselves. A point was made to create a simple and low-threshold registration process.

Registered participants must agree to be under the guidance of the Case Management VET and must sign a corresponding declaration of consent. All parties are subject to the obligation of confidentiality.

3.3 Procedure

Because the background experiences of each adolescent differ greatly from one another, support and guidance measures provided to adolescents by a Case Management VET vary from person to person. The diagram below illustrates the technical and ideal standard procedure of a Case Management VET.

Diagram 1



Many of the guidance services provided to adolescents are limited to a specific stage or period of their vocational education and training, and end with graduation or with the interruption of a support measure. School transitions, the termination of a support programme or longer periods without a structured daily routine are particularly precarious situations. Adolescents lose sight of their vocational goals, and with the drop in self-esteem they often fail to muster the courage to become proactive and to re-attempt their

entry into the work force. The lack of positive educational experiences and achievements leads to a low expectation of self-efficacy. The vocational decision-making process, from choosing a vocational occupation to the implementation of that choice, requires adolescents to demonstrate a high level of self-confidence and to have a supportive environment. Hence, establishing a supportive relationship with these adolescents is of central importance during a Case Management VET. Through long-term guidance without any time

pressure, advice-seeking individuals build up their self-confidence and belief in their self-efficacy by completing apprenticeships and other work assignments. They are continuously encouraged by their guidance counsellor, who also supports them during periods of set-backs and personal crisis.

During each counselling session, the two parties agree on further concrete steps and mandatory tasks. This particular approach contributes significantly to the adolescent's success. Regarding adolescents without a structured

daily routine, the primary and most important goal is to first set up a structured daily routine for them. As shown in diagram 2, more than one third (40%) of adolescents who enrolled with the CMB Lucerne in 2013 had no structured daily routine. By the end of 2013, however, the employment spread had shifted significantly, and the number of adolescents without a structured daily routine fell down to 26% over the course of the guidance period by the Case Management VET (Diagram 3).

Diagram 2: Structured daily routine at the time of registration for Case Management (n=165)

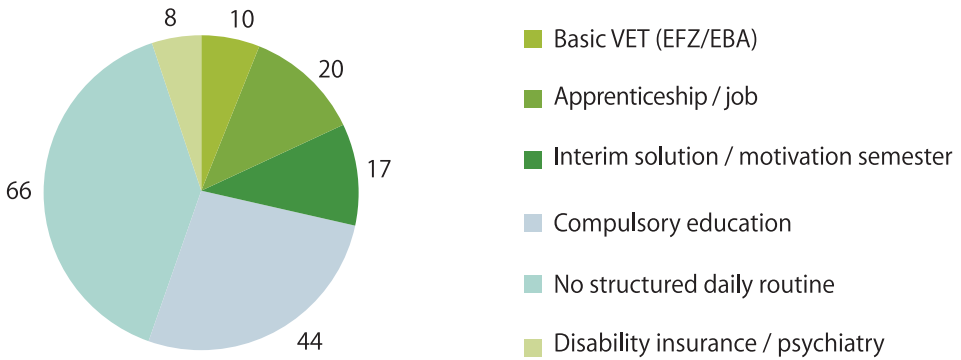
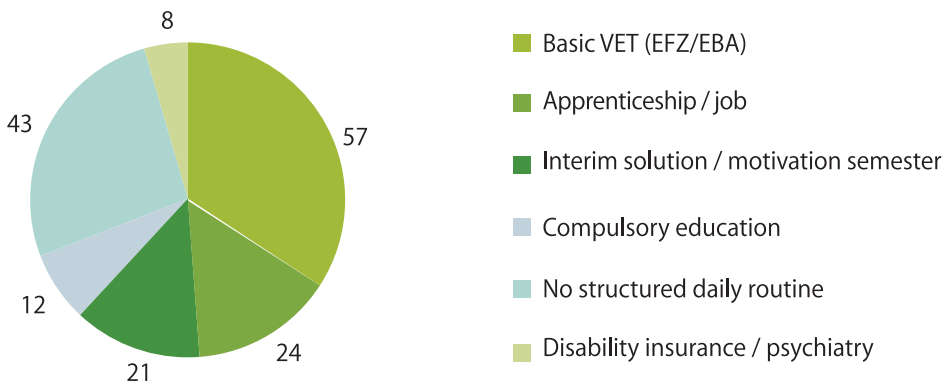


Diagram 3: Structured daily routine of current cases as of 31 December 2013 (n=165)



3.4 Experiences and findings 6 years after the introduction of CMB in the canton of Lucerne

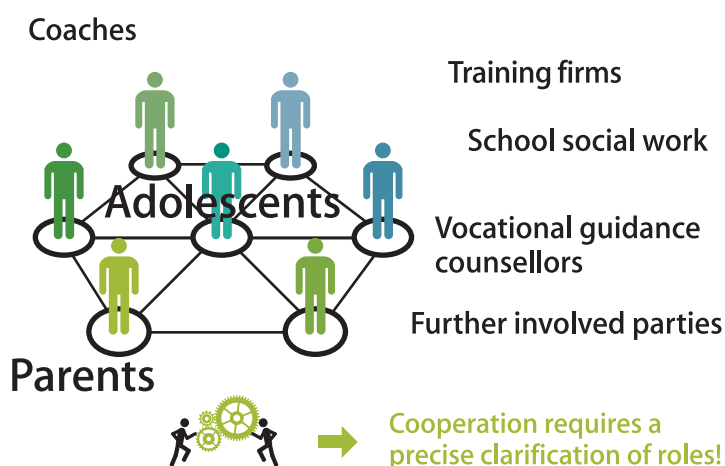
3.4.1 Support and guidance of individual cases

The extent of support measures provided to individuals varies strongly from case to case. Experience has shown that the greatest amount of effort is invested at the beginning of CMB involvement and at transition stages (i.e. when an adolescent begins, drops out of or switches an apprenticeship), as well as during difficult personal situations. Short but regular counselling sessions are especially important at the beginning of the support programme as they help establish a basis of trust between an adolescent and a counsellor. Providing support and guidance over an extended period of time enables a precise observation of the individual's development and allows for an intervention at the right time, should the need arise. Within an average of two years, close to 50% of CMB clients make it into a vocational training programme, an upper-secondary school or an apprenticeship that prepares them for future employment. Based on experience, one full-time counsellor (1 FTE) is able to manage around 100 cases.

3.4.2 Clarification of roles

Providing adolescents and young adults with support and guidance during the job application process is fundamental to their successful vocational integration. Depending on the circumstances, this responsibility is either assumed competently by the parents or, if they are unable to do so, the task may be delegated to a vocational advisor, a teacher, a school social worker or a private coach. Vocational guidance services are also qualified to take on such functions and provide advisory support. The involvement of several parties, however, can sometimes lead to an overlap of their respective areas of responsibility and competence. Consequently, the distribution of tasks between cooperation partners is not always clearly defined. This bears two risks: either there is an excessive activism on behalf of the involved institutions, or none of them feel responsible for the guidance of adolescent during their vocational integration. It is, therefore, all the more important to continuously clarify the role of each involved party.

Diagram 4



3.4.3 Simplifying cooperation activities and seeking unconventional solutions

Every person's biography is different, and therefore the "ideal-type" or "normal" educational pathway and work-force entry does not exist. Consequently, vocational integration must seek individual and sometimes unconventional solutions and procedures. This requires a good cooperation between different parties involved in the vocational choice process (adolescents, legal guardians, social partners, vocational guidance services, industrial sector). Despite differing priorities and opinions, close-mindedness and competitiveness between specialised institutions must be avoided. Vocational integration calls for a holistic approach, whereby ideas and information are brought together in order to jointly work out effective solutions and procedures. Clearly defined and simplified cooperation processes between institutions can reduce formalities and administrative obstacles, thereby achieving a more efficient course of action (e.g., simplifying registration and transfer procedures at different specialised youth agencies). Great care must be taken with regards to data protection: CMB clients must be informed about whom their personal information will be passed on to and must sign a letter of consent.

3.4.4 Coaching of firms

All of this would not be possible without the close cooperation with the industrial sector. It is essential to have companies who, "in spite of everything", are still willing to give adolescents a chance: firms that look past the gaps in an individual's resume and do not attach too much importance to periods of absence or bad grades. However, the supervision of such adolescents can require a lot of time, patience and understanding. It is, therefore, very important that such firms are provided with adequate advisory, as well as coaching support.

3.4.5 Networking and public relations

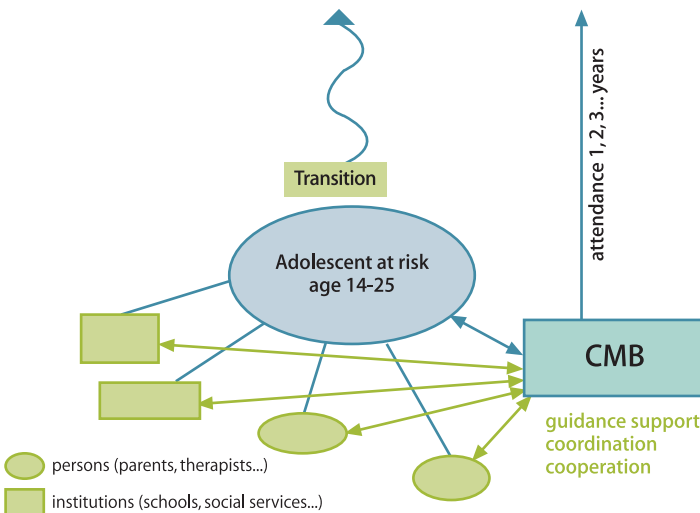
An effective and efficient cooperation between institutions requires ongoing public relations activities, as well as close and regular contact. The dynamic nature of institutions makes networking a continuous process.

4. Exchange of experiences and discussions in the workshop

The workshop participants were very interested in understanding the system of CMB (diagram 5), especially the collaboration between different cantonal offices. Furthermore, the Swiss dual educational system, which involves the engagement and education responsibility of the free economy and enterprises, gained a lot of interest.

In the discussion it turned out that various European countries do not have the option and capacity to deal with their adolescents at risk so closely, as they have to fight a much higher youth unemployment rate.

Diagram 5: Aim: Federal VET Diploma or another occupational qualification



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