



## **Case study**

# **Relevance and feasibility of MLP activity on outreach work with NEETs**

Written by ICF  
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Directorate-General for Employment, Social Affairs, Skills and Labour Mobility  
Mutual Learning Programme

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## **1 Introduction**

The aim of this MLP 'case study' on outreach work with young people neither in employment nor in education or training (NEETs) is to explore the relevance and feasibility of undertaking a MLP activity, Peer Reviews and Learning Exchanges in particular, in this field. This is done in the following ways:

First, by giving a short introduction to the specificities of the topic, including discussing the concept of outreach work with NEETs in terms of definitions, evolution, prevalence and key trends.

Second, by undertaking a small-scale mapping exercise to identify and review examples of outreach work carried out by the Member States with NEETs<sup>1</sup>.

Third, by exploring the relevance in terms of links to EU policies and programmes as well as country and participant relevance.

Four, by discussing key themes and questions that may be of interest to explore as part of a potential Peer Review, exploring complementarity with other EU activities and looking into potential audience interest in MLP outputs for this theme.

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<sup>1</sup> Note: some of the national examples included in this paper may contain direct quotes from the source specified in the text.

## 2 Introduction to the outreach concept and practice in the EU-28

### 2.1 Evolution and concept

Outreach work with young people is not a new concept or practice. In fact the early forms of outreach stretch all the way to the 19<sup>th</sup> century, with first more 'established' activities emerging in the 1950s and 1960s, typically led by different voluntary youth movements.

These days outreach work, also sometimes known as 'detached youth work' or 'street work' is focused on the engagement of young people who are regarded as 'hard-to-reach'. This constitutes primarily young people who are outside education, training and employment. Many of those are not registered with PES (are not actively looking for work) and many are disfranchised: some may be involved in criminal or gang activity or suffer from substance abuse problems while others may just feel 'lost' in the system, are swayed by the 'wrong crowd', may have become disengaged as a result of family responsibilities or they may 'just' lack confidence or skills to take first career steps after finishing school.

The traditional form of outreach entails undertaking street work by visiting public spaces and places that are popular among local youth, meeting young people, building trusting relationships with them by listening to their stories and concerns, offering practical and emotional support and later on inviting them to participate in youth services and providing them help with managing their lives, finding a job, dealing with authorities and accessing education and training opportunities.

### 2.2 Features of NEET outreach practice today

Over time, the concept and methods have become more diverse and today the term 'outreach' is a widely used concept in youth employment / social exclusion fields across the EU-28. While it is commonly used, it is rarely defined and it has different meanings in different countries and contexts<sup>2</sup>. But usually, the term 'outreach' *within the youth employment context* involves<sup>3</sup>:

- Identifying and engaging disengaged, unregistered young people – young people who tend to be outside mainstream formal services – either through grassroots level actions (such as street outreach work) and multi-agency and cross-sectoral work, and/or
- Labour market integration services being taken out of their standard settings, and then tailoring and providing them 'closer' to the young people. This includes local community settings, bringing youth and employment services into schools and establishing integrated one-stop-shop youth service centres manned by staff from a range of agencies and mobile services.

Examples of different types of services described above can be found in the box overleaf.

#### **An example of a national, established approach**

The approach of Luxembourg to outreach work was developed over 10 years ago. It is implemented by Local Youth Action (ALJ) and is based on an exhaustive review of administrative registers as a way of identifying school dropouts. In a proactive manner, ALJ contacts every young person who has dropped out of the education system and tries to help them with accessing employment or further education or training. It provides individual mentoring and coaching in face-to-face settings using a holistic approach (addressing personal and social barriers if necessary, finding traineeships, preparing CVs and covering letters, improving presentation skills and drafting individual employment plans). Small peer group mentoring is also available. In the spirit of a

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<sup>2</sup> Adapted from Hall and Metcalfe (2015) PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services. European Commission, DG EMPL.

<sup>3</sup> Ibid.

cross-sector, multi-agency work, ALJ staff mobilises external resources and refers young people to other services when appropriate.

In addition to this the National Youth Service (SNJ), with the support of the network of local youth houses, undertakes outreach and activation work with NEETs. Further activities to improve the coverage and effectiveness of the outreach work and general 'recruitment' into the Youth Guarantee are being both implemented and planned.

Source: *Youth Guarantee Implementation Plan: Luxembourg*  
([http://www.mte.public.lu/actualites/articles/2014/06/2014\\_cdp\\_GJ/plan-GJ-EN.pdf](http://www.mte.public.lu/actualites/articles/2014/06/2014_cdp_GJ/plan-GJ-EN.pdf))

#### **An example of street outreach work, Austria**

An international NGO CARITAS in Graz carries out outreach work on behalf of the Youth Welfare office of the city of Graz. They undertake street work and reach out and engage with young people in public spaces. They have also built an area so that young people can gather and chat. They target young people who are aged between 13 and 21 who are experiencing difficult circumstances, e.g. unemployment, to offer support and counselling.

Further information: <http://jugendstreetwork.caritas-steiermark.at/>

#### **Example of peer outreach, Sweden**

The Swedish PES, Arbetsförmedlingen, ran an ESF project called 'Unga In' in five Swedish towns/cities, including Stockholm, Göteborg and Malmö in 2012-2014. Outreach was carried out by young people who themselves were selected from the target group. Young people representing Unga In ('marketers') attended concerts, sports events and visited schools. In addition, social media and other communication tools were used for reaching NEETs. Strategic positioning of flyers and posters in the underground and radio advertisements in selected programmes for young people were effective and generated good results. Youth Integration has been deemed a success in establishing contact with and the trust of the previously marginalised young people, of whom 1 133 participated in the project.

Source: *PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services*

#### **Example of a neighbourhood outreach initiative, Spain**

The 'Neighbourhood Plans' (2013-2016) is an initiative of the Madrid city council, the Employment Agency and the Regional Federation of Neighbourhood Associations of Madrid. It aims to contribute to social and economic development of the city by focusing on the development of the most disadvantaged neighbourhoods. The initiative covers different areas such as employment, sport, education and youth.

In 2013, they started nine new neighbourhood plans in the area of Madrid to provide quick and easy access to orientation and training of the most affected groups. To carry out this work, they recruited eight 'employment counsellors' or 'street counsellors' who in collaboration with the Employment Agency provide support to the unemployed people in the neighbourhood. Their tasks are:

- Recruitment of people with difficulties in finding work to motivate their participation in supported pathways
- Raising awareness
- Acting as a nexus between all partners present in the neighbourhood

Website: [City of Madrid](#)

#### **Example of mobile service model, Germany**

The PACE-Mobil project in Germany brings together several partners to offer mobile counselling to young job seekers or young unemployed people in the Hannover region. The project began in 2013. PES, municipalities, NGOs and youth organisations, as well as education and training institutions work together to provide predominantly three types of voluntary support to young people – outreach work, supporting young people during important meetings (e.g. court hearings and credit counselling) and placing young people into internships and community service. The counsellors work from a small bus (VW-Bus) to reach different parts of the region

Source: *PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services*

#### **Example of one-stop-shop model, Sweden**

Navigatorcentrums (loose translation 'navigation centres') have been established in different areas to understand young people and help them get back into employment or training through providing them with appropriate career support in a community based one-stop-centres. Young people can be referred by the PES, social services or Social Security Agency or through self-referral.

Sources: <http://www.nordiclbourjournal.org/i-fokus/theme-october-2014/article.2014-10-12.2442101708> and <http://www.navigatorcentrumtrelleborg.se/>

Outreach work with NEETs tends to involve four different elements - which however may not be distinctive from one and another in practical terms although they may do



so from a policy perspective. As illustrated by the chart overleaf, the first one involves *identification* of members of the target group. This can be done, for example, directly through traditional 'street work': youth and outreach workers visiting places where young people hang out, such as public spaces and youth clubs. Alternatively this can be done through collaboration with schools, social services, PES and other agencies who identify and then provide the names of young people who they think might be at risk of exclusion to youth outreach workers. This can also be done through multi-agency working groups or reviews of different agencies' databases on young people. In Denmark and UK for example, representatives of local PES regularly meet with social services, health services and schools around the same table to discuss the situation of the most vulnerable youth in the locality and design a plan of action on how to reach out to them. In the Netherlands, social workers and other youth professionals can flag out a young person of concern through a database. In other countries, identification of individuals at risk may be devolved to youth and grassroots NGOs with close relationships with local youth.

The next stage involves methods to reach out to and *make the first contact* with individuals identified as being NEET. This can be done by peer-to-peer outreach workers (young people trained to undertake outreach work with NEETs), youth workers, dedicated outreach / street workers or community, church or other NGOs and grassroots organisations with established relationships with target groups. The first contact can also be established at youth clubs, neighbourhood based drop-in centres and one-stop-shops. Increasingly first contacts are also made over the internet/social media after referrals from youth workers, schools, social services or PES or through advertising in social media.

**Example, outreach work in Norway**

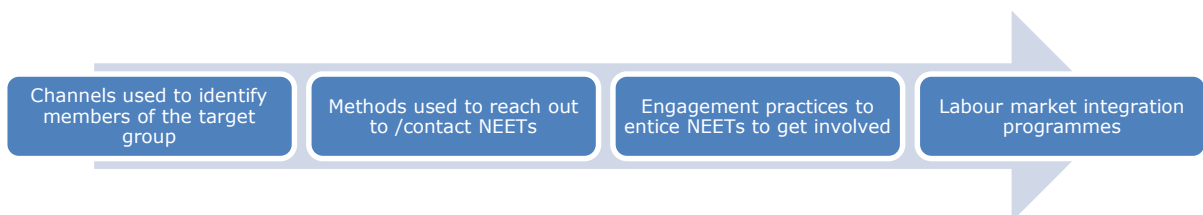
Outreach activities are focused in and around areas that young people meet e.g. bus stations, skate parks and shopping centres. It is a joined up approach where youth organisations work with youth clubs, schools, child protection services, public health bodies and the police. In particular, one organisation's approach (Vestfold Youth Info Centre in Tonsberg) is that they focus their outreach services in the city's bus station to reach out and engage young people. They then provide information and counselling services and provide some services online too. All support and mentoring is followed up through one to one support and group activities (such as arts activities).

Sources: <http://www.ank.ee/avaleht/images/dokumendid/riskilapsed/esitlused/norra1.pdf> and <http://www.ungivestfold.no/english>

The activities and tools available for outreach workers to entice and then support NEETs to engage after the first contact vary from one service to another. In practice, the role of outreach workers can include taking the time to hold regular meetings with the young person concerned (mostly in a one-to-one situation but also in group ones), accompanying them to visits to authorities such as the PES for the purpose of registration, helping them to address practical problems that prevent them from engaging in meaningful activity (such as homelessness or financial worries) and providing 'formal' referrals to professional counselling, career guidance or second chance programmes.

The final element often refers to the type of support available for beneficiaries of outreach work once engaged (e.g. will they be supported by PES advisors or one-stop-shop workers once the young person is ready to move on).

**Figure 1. Main practical elements of outreach practice with NEETs**



The key principals behind successful outreach work emphasise 'softer' elements of the practice. This includes<sup>4</sup>:

- Voluntary approach: A successful outreach practice gives young people the opportunity to choose themselves whether to get involved.
- Non-judgemental approach: Many NEETs get involved through outreach workers because of their non-judgemental approach, their willingness to be accessible and to help in every kind of difficult circumstances (from helping with finding a placement for apprenticeship to help in family conflicts)
- Low threshold: not excluding young people because of problematic behaviour
- Accessibility and flexibility: finding young people where they are – in the street, at school, and delivering help where it is relevant and in the form in which it is relevant
- Cautious goal-setting: outreach workers are cautious about setting high goals for the young people they work with and small achievements need to be celebrated. At the same time young people are encouraged to set themselves new goals
- Trusting relationships: Treating young people as adults and communicating with them in a non-authoritative way help to break barriers.

**The ethos of neighbourhood based drop-in centres, Czech Republic**

At the core of youth drop-in centres is the provision of a safe space for youth in which they can be themselves and where they can also receive professional advice and support. The centres offer a space – a club – which is open to all and which runs various leisure, socio-therapeutic, educational and preventive activities as well as individual counselling. The main principles are that the participation of young people is voluntary and that young people are encouraged to be active in addressing the difficulties they are facing while being supported and advised. Their autonomy and motivation are key.

Activities are often complemented with street-work outreach activities through which young people 'on the streets' but increasingly also 'on the internet' are engaged.

*Source: Working with young people: the value of youth work in the European Union*

### 2.3 Delivery and prevalence

Delivery of outreach used to be mostly in the hands of youth, religious and community organisations and other NGOs with strong grassroots presence. This still applies today insofar that they still play a key role and in many countries and contexts they still have the main role, but the part played by the public sector has increased considerably. One could also argue that the role of private sector has increased, albeit only marginally, in a form of sponsorship of some NGOs delivering NEET outreach.

In broad terms, the main delivery models include the following:

- Public sector initiatives, which are funded and implemented (mainly) by the public sector, such as national, regional or local authorities and agencies.

As an example of this model could be mentioned the Finnish national network of outreach work (*Etsivä Nuorisotyö*) which targets schools leavers and NEETs under 29 years old, who are out of education and work and at risk of social exclusion. The initiative is implemented by a network of municipal employed outreach workers, who are predominantly trained youth workers, and it is funded mainly by the Ministry of Education and Culture with contributions from municipalities<sup>5</sup>.

<sup>4</sup> Adapted from Working with young people: the value of youth work in the European Union

<sup>5</sup> [http://www.minedu.fi/OPM/Nuoriso/nuorisotyoen\\_kohteet\\_ja\\_rahoytus/etsiva\\_nuorisotyoy/](http://www.minedu.fi/OPM/Nuoriso/nuorisotyoen_kohteet_ja_rahoytus/etsiva_nuorisotyoy/)

- Semi-public initiatives which are based on collaboration between public agencies and third sector organisations. This model typically involves funding from the public sector but the implementation has been delegated to a youth or other grassroots association with relevant links to the target population.

As an example could be mentioned the *Mobile Jugendarbeit Stuttgart* initiative, which is implemented by two NGOs - Caritas Stuttgart and Evangelische Gesellschaft Stuttgart - but funded by the Federal Land Baden-Württemberg and by the commune of Stuttgart. It is one of the oldest street work initiatives in Europe, founded in the 1960s and working towards preventing social marginalisation and crime among young people. It has reached and supported over 4,000 young people<sup>6</sup>.

- Third sector initiatives are those funded and implemented by NGOs, such as youth, community or religious organisations.

As an example could be mentioned an organisation called Gangway which is an established outreach body in Berlin. They have a team of around 70 social workers who undertake street work, meet young people in public spaces (e.g. public squares and streets) and they help young people and adults with finding a job, etc<sup>7</sup>.

**Table 1: Three main delivery types**

Sector	Funding	Implementation
Public sector initiative	Public sector	Public sector
Public/third sector collaboration	Public sector	NGOs (i.e. youth, community or religious organisations)
Third sector initiative	NGOs	NGOs

Source: ICF

Turning to look at prevalence of different forms of outreach across the EU-28, in the Member States where there is no institutional or legal arrangement for NEET outreach, the work is still - predominantly - based on project-based, location or target group specific actions by NGOs and outreach projects implemented by public bodies with the support of ESF (or alternative grants). In many of these countries, not only the ESF but also the frameworks for the Youth Guarantee are acting as catalysts for further development of public sector driven initiatives in the field. This includes some of the Baltic States and Southern European countries, for example.

Today there are several countries which operate more structured and established national or regional outreach initiatives. The structure has been achieved either with a recognition in a broader policy framework for youth inclusion (i.e. a part of the YG framework), financial security (i.e. permanent funding secured, albeit the amount may change year by year) or supportive regulatory framework (i.e. the practice is stipulated in law, a youth act for example). In Denmark for example, the 52 youth guidance centres covering the country have an established place both in the national policy and regulatory framework. It is the responsibility of these centres to get in touch with all young people under the age of 25 who are not involved in education, training or employment. They use a variety of outreach methods, including contacting identified individuals first through post cards, social media or later on over the phone and inviting

<sup>6</sup> Working with young people: the value of youth work in the European Union

<sup>7</sup> <http://www.gangway.de/gangway.asp?client=gangway>

them to take part in an informal meeting at the centre or in a community setting<sup>8</sup>. As of January 2015, municipalities in Sweden have a similar responsibility.

## 2.4 Strengths and weaknesses of outreach policy landscape in the EU

Many positive tendencies can be seen in the NEET outreach policy landscape in the EU. As shown above, there are more examples (although still only a few) of established outreach practices which enjoy either financial, policy or regulatory support. In this context, the youth guarantee framework is being supportive in a number of countries as many outreach practices – old and new – are being integrated in the YG framework.

Outreach work is also benefiting from increased professionalism. The status of youth workers – who are in many places involved in the delivery of outreach – is increasingly becoming understood as a distinct profession. In addition, professionalism is not only about formal qualifications but even volunteer outreach workers from NGOs and religious organisation integrate a more professional approach to their work with young people<sup>9</sup>. Many outreach workers are qualified and/or specifically trained to carry out the activities they are involved in<sup>10</sup>.

New partners are also involved in this arena. There is a growing expectation for PES and other organisations involved in the youth activation arena to identify and support non-traditional 'clients' such inactive, unregistered youth<sup>11</sup>. PES for example in Bulgaria, UK and Sweden have employed specialist staff to undertake youth outreach work with specific groups of young people<sup>12</sup>. PES outreach work in Bulgaria and Sweden has even used peer mentoring (see Bulgarian example below).

### Example – Roma peer mentoring, Bulgaria

The National Employment Agency introduced a National Programme on 'activation of inactive people' in 2008, with the intention of supporting inactive and unemployed youth – hardest-to-reach target groups in particular. The programme is made of four components out of which one concerns outreach – outreach work is undertaken mainly by peers (young people of predominantly from Roma backgrounds), known as Roma mediators. They arrange formal and informal meetings with members of the target group.

*Source: PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services*

Outreach work showing flexibility and developing and adapting to social trends: as a result, a more diverse set of methods are used. As shown above, peer outreach work is one example of this trend. Also, outreach is increasingly taking place online instead of the 'streets'. As an example, it is the experience of the German outreach organisation, Mobile Jugendarbeit Stuttgart, which has been involved in this activity since the 1960s, that young people have been withdrawing from public spaces into social networks. This has led them to develop 'street work on the internet' through Facebook accounts which are used to plan meetings and monitor the current interests and concerns of young people<sup>13</sup>. This experience has been echoed by the Czech, Danish, Finnish and Norwegian practices too. In this context it is however important to note that online services cannot replace the value of face-to-face human contact and interaction, especially with young people with more complex problems.

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<sup>8</sup> <http://eng.uvm.dk/Education/Educational-and-vocational-guidance/Youth-Guidance-Centres>

<sup>9</sup> Working with young people: the value of youth work in the European Union

<sup>10</sup> Ibid

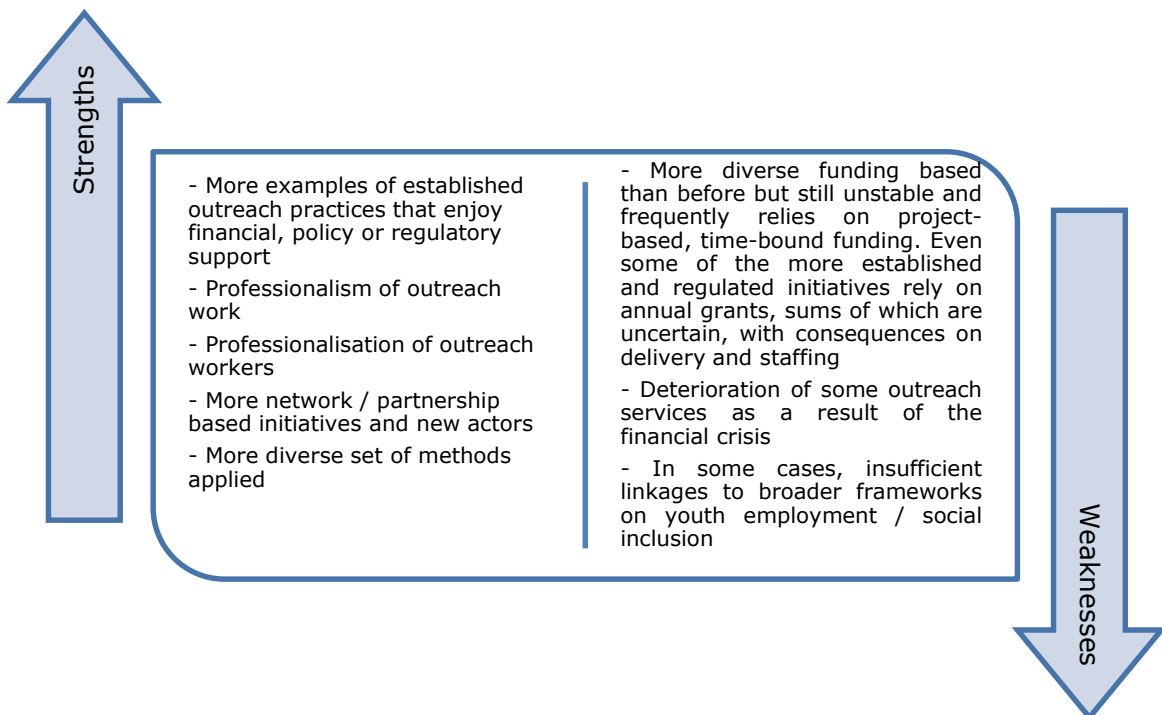
<sup>11</sup> PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services

<sup>12</sup> Ibid

<sup>13</sup> Working with young people: the value of youth work in the European Union

The biggest challenge still concern sustainability of different practices. The funding base is somewhat more diverse than in the past but in most cases it is still unstable and a time-bound, project mentality prevails. Time-bound activity tends to have negative impact on capacity to recruit best staff due to temporary employment conditions on offer. Even some of the more established and regulated initiatives rely on annual grants, sums of which are uncertain, with consequences on the stability of delivery and staffing. Insufficient linkages to broader policy frameworks and youth employment services also hinder effectiveness and impact of some of the outreach practices.

**Figure 2. Emerging strengths and weaknesses in the outreach policy landscape**



Source: ICF

### 3 Relevance: rationale for potential MLP activity on outreach

The relevance of MLP activity on this topic by exploring the rationale from the point of view of:

- EU policy links
- Context: the size of the NEET populations
- Country relevance

Starting with the relevance of potential MLP activity on youth outreach with the **EU policy context**, the importance of outreach work with unregistered, inactive NEETs has been highlighted by several decisions at EU level. This includes the Council Recommendation on the development of the Youth Guarantee which highlights effective outreach work as an essential ingredient in the 'early activation' approach<sup>14</sup>. The Recommendation encourages Member States to 'develop outreach strategies and introduce mechanisms to identify and activate those furthest away from the labour market'.

Linked to this, the Member States have been encouraged to make use of available ESF (and YEI) funds to develop and implement outreach actions with at-risk youth, such as PES visits to schools, training of teachers by the PES on job-search, PES registration and the school-to-work transition, online outreach, multi-agency databases and development specialist youth and outreach services linked to PES<sup>15</sup>.

In addition, the PES concept paper for the delivery of the Youth Guarantee recommends PES to increase their capacity to undertake outreach work as a way of securing a high coverage of the Youth Guarantee<sup>16</sup>.

This means that MLP activity on this topic would show direct links to current EU policy priorities, in particular would support exchanges of experiences linked to the implementation of the Youth Guarantee.

Turning to **contextual factors**, NEETs are a huge untapped resource. Young people not in education, training or employment are not accumulating human capital through the formal channels of education, training or employment, with an important negative impact on their future employment and earning potential<sup>17</sup>, as well as their welfare and well-being. The conservative estimate of the Eurofound of the costs of the NEETs phenomenon stands at over EUR 153 billion per year, corresponding to more than 1.2% of European GDP<sup>18</sup>. Just over half of NEETs in Europe (52%) have never worked.

The NEET rates vary from a lot across Europe. They make up some 4-10% of 15-24 year olds in Luxembourg, Austria, Czech Republic, Denmark, Netherlands, Slovenia, Finland and Sweden (based on Eurostat 2011 data) but more than 15% in Latvia, Romania, Italy, Spain, Greece, Ireland and Bulgaria. While the rates vary, this is an issue that affects all countries - not only from the potential long-term negative implications of inactivity at young age for society but also individuals concerned. Thus

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<sup>14</sup> Council Recommendation of 22 April 2013 on establishing a Youth Guarantee (2013/C 120/01): Section on 'early intervention and activation', Point 8 'develop effective outreach strategies towards young people, including information and awareness campaigns, with a view to catchment and registration with employment services, focusing on young vulnerable people facing multiple barriers (such as social exclusion, poverty or discrimination) and NEETs, and taking into consideration their diverse backgrounds (due in particular to poverty, disability, low educational attainment or ethnic minority/ migrant background)'

<sup>15</sup> [http://europa.eu/rapid/press-release\\_MEMO-14-571\\_en.htm](http://europa.eu/rapid/press-release_MEMO-14-571_en.htm)

<sup>16</sup> Contribution of the Heads of PES network (HoPES) to the Berlin Youth Summit

<sup>17</sup> Eurofound (2012) NEETs: Young people not in employment, education or training: Characteristics, costs and policy responses in Europe.

<sup>18</sup> Ibid.

the topic is of high relevance to all EU countries; there is no country where there is no need for outreach work with this target group.

At this point it is also important to note that outreach work tends to target not only 'NEETs' but specifically some of the hardest-to-reach members of the NEET cohort – those young people who have most to gain from supportive labour market measures and who are not reached by mainstream mechanisms. Consequently outreach policies have a very specific – and challenging place – in the youth policy agenda and there may be merit in exploring this further.

## 4 Feasibility

### 4.1 Key issues for consideration in potential MLP activity on outreach

The goal of this section is to outline a provisional list of issues and themes which may be pertinent to explore as part of a potential peer review on the topic.

Key issues for consideration	Potential questions of interest for a Peer Review
Prevalence	<p>Which countries have national programmes on youth outreach? Are these public or third sector driven? Which countries have regional programmes, public or third sector driven? How prevalent are local actions in this field?</p> <p>Which countries (or regions) have legislative frameworks on outreach work with NEETs? Which countries have stipulated the roles and responsibilities on outreach work in legislation?</p> <p>What are key trends in the prevalence of outreach work with this target group?</p>
Outreach policies and programmes and further policy links	<p>The rationale and origin – how were the concepts for the outreach measures born and why?</p> <p>The links, or lack of, with broader youth employment policies/policy frameworks, such as the Youth Guarantee?</p>
Outreach practices	<p>What <u>channels</u> are used to <u>identify</u> members of the target groups? (e.g. 'street work'; multi-agency working groups; reviews and integration of databases on local youth; collaboration with school, PES and other partners; etc.)</p> <p>What methods are used to <u>reach out</u> to NEETs? (e.g. peer-to-peer outreach work; employment of 'street counsellors' or designated youth workers; outreach work over the internet/social media; direct referrals from social services, PES and schools; internet/social media)</p> <p>What <u>engagement methods</u> are available to outreach workers, at first, to entice and then support the NEETs to get involved in labour market integration activity? (e.g. time for regular meetings and support with or without their parents; time to accompany young people to meetings such as PES registration; referrals to professional counselling or career guidance; involvement in leisure time activities such as sports; trials in second chance activities such as production schools; skills analysis)</p> <p>What happens to beneficiaries of outreach work once engaged? (e.g. supported by PES advisors or one-stop-shop workers; direct referrals onto integration, upskilling or other labour market activation measures)</p>
Outreach workers	<p>What is their employment status? (e.g. permanent vs temporary employment contract, 'civil servant' or equivalent vs. non-civil servant contract) What is the impact of the employment status on the outreach measure? (e.g. the high share of outreach workers on temporary employment contracts can have a direct impact on staff turnover or the ability to recruit best candidates for the role)</p> <p>What is the case load of the outreach workers who work with NEETs? How does that compare with the case load of other outreach workers? What is a feasible case load for outreach workers with this particular target group?</p> <p>What is the background of outreach workers in terms of education, work experience and/or outreach-specific training?</p>



Key issues for consideration	Potential questions of interest for a Peer Review
	<p>What training (CVT) is available for outreach workers to work with this target group? How are peer outreach workers trained and prepared for the role?</p>
Implementation	<p>Who is in charge of design and implementation of outreach measures? Which are public sector vs. NGO driven? Who funds them?</p> <p>Who are the key partners? What are their role? What is the role of NGOs, if any?</p> <p>How does the implementation link with other key employment programmes, measures and service providers? (especially the PES, youth and social services, rehabilitation services, second change programmes, education and training provision, traineeships and apprenticeships)</p> <p>How does the measure link with, or build on the work of other or previous outreach programmes?</p> <p>How are the referral practices established and how do they operate?</p>
Funding	<p>Who funds outreach work? Central (national or regional) or local funding? Third sector?</p> <p>Continuity of funding: has funding been secured for a specific number of years, or permanent funding – or only short-term, time-bound budget?</p> <p>What are the implications of the funding arrangements on outreach measures?</p>
Outputs and outcomes	<p>What share of the inactive NEET population the outreach measures reach? What share are still outside the system?</p> <p>The share of young people assisted into activation or rehabilitation, further education or training, work placement and/or employment?</p> <p>What are the qualitative/soft outcomes of outreach measures?</p>
Efficiency	<p>The cost of successful 'placement' by outreach workers?</p> <p>The cost of 'first contacts'?</p> <p>Calculations on deadweight effect?</p>
Success factors	<p>What are the key features of successful outreach practices in terms of 1) the channels used to identify inactive youth, 2) the methods employed to reach out, and 3) entice, engage and activate NEETs?</p> <p>What are successful delivery mechanisms in the context of outreach? (e.g. public vs third sector driven, peer vs non-peer outreach)</p> <p>What contextual factors contribute to successful outreach measures and practices?</p> <p>What are the key features of the policy framework around outreach measures, especially in terms of links to other policies, programmes and youth service providers that make them successful?</p>
Lessons learnt	<p>What lessons can be derived from the policy and practice of outreach in the context of NEETs?</p> <p>What are the likely destinations of the beneficiaries without outreach?</p> <p>What are the benefits of linkages to broader policy frameworks (if any)?</p>

## 4.2 Complementarity with other EU activities

Potential MLP activity on this topic would complement some related work carried out by DG EMPL and DG EAC. No duplication is detected.

Activity	Outputs	MLP
DG EMPL, the PES Network review into the role of PES in the outreach and activation of NEETs	A report and a 1-day seminar with overview of PES practices on outreach	MLP activity would go beyond PES measures and allow a more in-depth (peer) review of than the current PES
DG EAC, Working Group on Schools	None specifically outreach, but some of the reintegration measures	No duplication of activity

## 4.3 Audiences with potential interest in MLP outputs on outreach of NEETs

The potential interest in participation and written outputs linked to a MLP activity in this field is likely to extend beyond ministries of labour, to other ministries with integral involvement in youth affairs, including ministries of education, youth and social affairs. Other interested parties are likely to include:

- National youth committees and working groups
- Public Employment Services
- Outreach and youth work networks and programme leaders
- Regional and local authorities, depending on the level with responsibility for the implementation of activities in this field
- Youth organisations and other NGOs involved in the social or labour market integration of young people
- National Youth Guarantee Coordinators
- ESF Managing Authorities

## **Annex 1 Examples of outreach practices in the EU-28**

Note: The list is not comprehensive but gives a snapshot of types of initiatives implemented across the EU.

Please note that some of the text for individual examples may have been directly taken from the sources quoted in the table

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Country	Sector		Key partners	Implementation		Source
	Public	NGO		Details about the practice (general)	Key features Outreach methods applied	
Austria	X		This programme is run by the Ministry of Labour, Social Affairs and Consumer Protection and the Ministry of Education, Arts and Culture. It is implemented in partnership with the PES, schools, municipalities and training institutions.	<p>Youth Coaching seeks to bring down the early school leaving rate and to facilitate smoother school-to-work transitions. It targets three groups: those in their final year of education who are in danger of dropping out of the education system or socially disadvantaged; NEETs who are 19 or younger; and people with learning difficulties who are 25 or younger.</p> <p>Youth Coaching offers free, personalised guidance to young people at crucial moments of transition. The youth coaches offer support and advice about education and employment, as well as personal or social issues that they may be facing. The programme offers up to three months of counselling. However, up to one year of assistance is available in 'case management settings', which target the most disadvantaged students and their families.</p> <p>27 500 beneficiaries to date. A successful outcome has been found for 85% of participants.</p>	<p>Early intervention services provided within school and out of school settings</p> <p>Referrals to youth coaches</p>	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
Austria (international)	x	X	Implemented by an international NGO Caritas, funded by a city council	CARITAS in Graz carries out outreach work on behalf of the Youth Welfare office of the city of Graz. They undertake street work and reach out and engage with young people in public spaces. They have also built an area so that young people can gather and chat. They target young people who are aged between 13 and 21 who are experiencing difficult circumstances, e.g. unemployment. Outreach workers provide support and counselling.	<p>'Street work' outreach in public places</p> <p>Informal meet up places set up for young people</p> <p>Public / NGO partnership working</p>	<p>Websites:</p> <p><a href="http://jugendstreetwork.caritas-steiermark.at/">http://jugendstreetwork.caritas-steiermark.at/</a> and <a href="http://www.touchproject.eu/content/%E2%80%9Ccome-lounge-jugendstreetwork%E2%80%9D-street-based-youth-work-talks-young-people-streets-graz-austr">http://www.touchproject.eu/content/%E2%80%9Ccome-lounge-jugendstreetwork%E2%80%9D-street-based-youth-work-talks-young-people-streets-graz-austr</a></p>
Belgium (FL)	X	X	The ESF authority, in partnership with the PES (VDAB) and not-for-profit entities, such as the Public center for social welfare and Mentor vzw	<p>Preliminary phase for vulnerable groups (Voortrajecten kwetsbare groepen) is a project for 2 years, from 2014 until the end of 2015. This is a practice intended specifically for the hardest-to-reach NEETs under the age of 25, who, lost from the system, require a supported pathway to the labour market. Using the FIND-BIND-MIND method, the partners work to find and provide supported pathways to hard-to-reach NEETs. The method entails three stages, which are:</p> <ol style="list-style-type: none"> <li>1) actively identifying and seeking NEETs (by visiting places where young people gather and by building on networks and activities of grassroots organisations);</li> <li>2) providing a supported pathway, first by offering tailored guidance by those organisations close to the young person and once ready, guiding them to PES services in order to prepare them for suitable offers of employment or training; and,</li> <li>3) providing aftercare and following up on participants.</li> </ol> <p>176 participants have registered at PES so far as a result of the project.</p>	<p>'Street work'</p> <p>Collaboration with grassroots organisations</p>	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services

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Belgium	X		Led by the Brussels PES, Actiris	The new project, led by Belgium – ACTIRIS, aims to target 400 to 800 NEETs in Brussels through identification work undertaken by street social workers. This will help to reintegrate NEETs into a learning pathway. ACTIRIS will help to guide young people to services offered by the PES, including the Youth Guarantee Service.	Street social workers	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
Bulgaria	X		National Employment Agency (PES) in collaboration with schools, training providers, NGOs, youth organisations and social partners	The National Employment Agency introduced this National Programme on 'activation of inactive people' in 2008, with the intention of supporting inactive and unemployed youth – hardest-to-reach target groups in particular. The programme is made of four components: 1) Outreach work, undertaken mainly by peers (young people of predominantly from Roma backgrounds) – Roma mediators - in a form of formal and informal meetings; 2) Job fairs, where the jobseekers have the potential to meet employers; 3) Collaboration between local public agencies and NGOs; and, 4) Psychological support, motivation training and consulting unemployed involves enhanced individualised support.	Mainly peer-to-peer mentoring funded and facilitated by the PES Informal and formal meetings Referrals into further support (psychological support, motivational support, job fairs, etc.)	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
Estonia	X	X	Funded and led by the national PES, EUIF, but implemented in collaboration with NGOs, schools and municipalities	Mobile counselling was established in 2009 to provide those living in remote areas with greater access to PES services. The aim of the measure is to provide information and guidance on job search, explore work opportunities and increase awareness about the kind of support PES can offer. The sessions take place in workshop format, and individual counselling is available for those who need it.  In 2013, 1 396 participants were involved in 73 mobile counselling sessions, which were largely organised at schools or youth centres.	Mobile PES units visit different parts of the country, relying on local implementation by NGOs, schools and municipalities	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
Czech Republic		X	NGO: Proxima Social Civic Association	OS Proxima set up in 1993, offers drop in youth activities focus on youth aged 12-19, in difficult life situations, living in proximity of the centre. In 2011 they ran 10 drop in centres in Prague and surroundings, worked regularly with 2013 young persons and delivered over 20,000 interventions. The associations also works with other target groups in difficulty	Low threshold drop in centres for young people	Working with young people: the value of youth work in the European Union
Finland	X		Municipalities, with co-financing from the Ministry of Education and Culture	Finnish system of outreach work, for which conditions are stipulated in legislation (the Youth Act), targets schools leavers and NEETs under 29 years old, who are out of education and work and at risk of social exclusion.  Outreach workers are mainly municipal employed, trained youth workers. They are in close contact with student welfare teams in schools and follow-up on school drop-outs. In addition, young people are referred to them by other professionals such as social workers. Young people may also contact them spontaneously.  The initiative was introduced in 2011 and now covers nearly 90% of municipalities across the country. 75% of users of the youth outreach work were placed into different measures, in 2012. In 2013, government aid was granted to 283 municipalities – this 90% of municipalities in total.	Largely 'office based' outreach workers who are mainly trained youth workers; they rely on referrals from social workers, health workers, PES, second chance provisions, schools, etc.  'street' outreach work undertaken in larger cities  Online outreach: using Facebook and social media effectively to	Website <a href="http://www.minedu.fi/OPM/Nuorisotyo/nuorisotyoen_kohteet_ja_rahointus/etsiva_nuorisotyoy/">http://www.minedu.fi/OPM/Nuorisotyo/nuorisotyoen_kohteet_ja_rahointus/etsiva_nuorisotyoy/</a>

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					reach out to young people.	
Ireland		X		Youth Work Ireland is a federation of 22 local Youth Services and a national office. Their aim is provide every young person with an opportunity to get tools for life and change their communities. The network provides clubs, drop in centres, youth information centres, cafes and a varied programme of events to offer support for young people – including career and employability advice. The activities of each Youth Services is tailored to the needs of the local area. They work with statutory services to deliver / coordinate activities.	Youth centres, clubs and drop in centres	Website: <a href="http://www.youthworkireland.ie/">http://www.youthworkireland.ie/</a>
Denmark	X			<p>52 municipal youth guidance centres provide guidance services for young people up to the age of 25 years. The youth guidance centres focus on guidance related to the transition from compulsory school to youth education or, alternatively, to the labour market. The main target groups are:</p> <ul style="list-style-type: none"> <li>•Pupils in primary and lower secondary school – forms 6 to 9 (10)</li> <li>•Young people under the age of 25 who are not involved in education, training or employment. The centres provide outreach services for this groups as they are obliged to establish contact with these young people and help them get back into education and training or employment</li> <li>•Other young people under the age of 25 who contact the centres themselves for guidance</li> <li>•Young people with a special need for guidance – a transverse target group that includes young people whose problems are related to the continuing or completion of an education programme.</li> </ul> <p>The municipal councils define the overall framework for guidance activities in their area. Objectives, methods, planned activities as well as the performance (results, outcome) of each youth guidance centre are to be published on the Internet.</p>		Website: <a href="http://eng.uvm.dk/Education/Educational-and-vocational-guidance/Youth-Guidance-Centres">http://eng.uvm.dk/Education/Educational-and-vocational-guidance/Youth-Guidance-Centres</a>
Germany		X	Led by an NGO Gangway that provides detached street work in at-risk neighbourhoods of Berlin. It combines prevention and first-line anti-violence, anti-hate crime and exit interventions with young people that are susceptible to gang-conflict	An organisation called Gangway is well established in delivering outreach work in Berlin. They have a team of around 70 social workers who undertake street work, meet young people in public spaces (e.g. public squares and streets) and they help young people and adults with finding a job, how to deal with authorities. They undertake a range of projects that provide young people with opportunities to learn from others (within their city and further afield) and they provide learning opportunities so that young people can upskill, gain more recognised qualifications and thus enhance employability.	Street social workers who meet young people in public spaces	Website: <a href="http://www.gangway.de/gangway.asp?client=gangway">http://www.gangway.de/gangway.asp?client=gangway</a>
Germany	x	X	Implanted by two NGOs: Caritas Stuttgart and Evangelische Gesellschaft Stuttgart	Mobile Jugendarbeit Stuttgart is one of the oldest street work initiatives in Europe, founded in the 1960s and working towards preventing social marginalisation and crime among young people. It targets at-risk youth and works on the principle of outreach, rather than expecting young people to come to them. In the experience of this organisation young people have been withdrawing from public spaces into social	Street outreach work Online outreach	Working with young people: the value of youth work in the European Union

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			Funded by the Federal Land Baden-Württemberg and by the commune of Stuttgart	networks, which has led them to develop 'street work on the internet' through Facebook accounts which are used to plan meetings and monitor the current interests and concerns of young people.  Has supported over 4000 young people: The majority of young people who have had MJS support, according to a survey conducted for the 2009 evaluation have found their profession and passed necessary qualifications, 76% believe they have better chances in the labour market, and 89% have said they feel stronger and more capable.		
Germany	X	X	PES, municipalities, youth organisations	The PACE-Mobil project brings together several partners to offer mobile counselling to young job seekers or young unemployed people in the Hannover region. The project began in 2013. PES, municipalities, NGOs and youth organisations, as well as education and training institutions work together to provide predominantly three types of voluntary support to young people – outreach work, supporting young people during important meetings (e.g. court hearings and credit counselling) and placing young people into internships and community service.  The counsellors work from a small bus (VW-Bus) to reach different parts of the region. There are two different teams of mobile counsellors.	Mobile, integrated services  Delivered by counsellors	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
Greece				An organisation called Emfasis undertakes street work to help vulnerable social groups, particularly young people, who face challenging life conditions. The services are delivered by volunteers. They provide a connection between education and social support structures through a range of services – school tutoring, counselling, ongoing one to one support. They work with other social professionals and local authorities to do so. The support they have provided to young people and young adults has helped some to gain part of full time work.		Website: <a href="http://www.emfasisfoundation.org/en/">http://www.emfasisfoundation.org/en/</a>
Luxembourg	X	X	ALJ with partners, including the national youth service	The approach of Luxembourg to outreach work is based on experience of over 10 years. It is implemented by Local Youth Action (ALJ) and is based on an exhaustive review of administrative registers of school dropouts. In a proactive manner, ALJ contacts every young person who has dropped out of the education system and tries to help them with accessing employment or further education or training. This includes addressing social and personal difficulties experienced by the dropouts.  ALJ provides individual mentoring and coaching in face-to-face settings using a holistic approach (addressing personal and social barriers if necessary, finding traineeships, preparing CVs and covering letters, improving presentation skills and drafting individual employment plans). Small peer group mentoring is also available. In the spirit of a cross-sector, multi-agency approach, ALJ staff mobilises external resources and refers young people to other services when appropriate.  In addition to this the National Youth Service (SNJ), with the support of the network of local youth houses, undertakes outreach and activation work with NEETs.  Further activities to improve the coverage and effectiveness of the outreach work and general 'recruitment' into the Youth Guarantee are being both implemented and planned.	Review of school and administrative registers to identify school dropouts, contacting them and offering support and pathways into employment, education or training	Youth Guarantee Implementation Plan: Luxembourg ( <a href="http://www.mte.public.lu/actualites/articles/2014/06/2014_cdp_GJ/plan-GJ-EN.pdf">http://www.mte.public.lu/actualites/articles/2014/06/2014_cdp_GJ/plan-GJ-EN.pdf</a> )

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Norway	X	X	Municipalities and youth NGOs in collaboration	<p>Outreach activities are focused in and around areas that young people meet e.g. bus stations, skate parks and shopping centres. It is a joined up approach where youth organisations work with youth clubs, schools, child protection services, public health bodies and the police. In particular, one organisation's approach (Vestfold Youth Info Centre in Tonsberg) is that they focus their outreach services in the city's bus station to reach out and engage young people. They then provide information and counselling services and provide some services online too. All support and mentoring is followed up through one to one support and group activities (such as arts activities).</p>	Street outreach work Referrals	<p>Websites: <a href="http://www.ank.ee/avaleht/images/dokumentid/riskilapsed/esitlused/norra1.pdf">http://www.ank.ee/avaleht/images/dokumentid/riskilapsed/esitlused/norra1.pdf</a> and <a href="http://www.ungivestfold.no/english">http://www.ungivestfold.no/english</a></p>
Sweden	X			<p>The Swedish PES, Arbetsförmedlingen, ran an ESF project called 'Unga In' in five Swedish towns/cities, including Stockholm, Göteborg and Malmö in 2012-2014. Outreach was carried out by young people who themselves were selected from the target group. Young people representing Unga In ('marketers') attended concerts, sports events and visited schools. In addition, social media and other communication tools were used for reaching NEETs. Strategic positioning of flyers and posters in the underground and radio advertisements in selected programmes for young people were effective and generated good results.</p> <p>The activities in the project included individual counselling and guidance through multi-competent teams from different agencies.</p> <p>Youth Integration has been deemed a success in establishing contact with and the trust of the previously marginalised young people, of whom 1 133 participated in the project.</p>	Peer outreach work Contacts at social events, social media, posters and radio	<p>PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services</p>
Spain	X		Led by the Madrid city council, PES and neighbourhood associations	<p>The 'Neighbourhood Plans' (2013-2016) is an initiative of the Madrid city council, the Employment Agency and the Regional Federation of Neighbourhood Associations of Madrid. It aims to contribute to social and economic development of the city by focusing on the development of the most disadvantaged neighbourhoods. The initiative covers different areas such as employment, sport, education and youth.</p> <p>In 2013, they started nine new neighbourhood plans in the area of Madrid to provide quick and easy access to orientation and training of the most affected groups. To carry out this work, they recruited eight 'employment counsellors' or 'street counsellors' who in collaboration with the Employment Agency provides support to the unemployed people in the neighbourhood. Their tasks are listed below:</p> <ul style="list-style-type: none"> <li>- Recruitment of people with more difficulties in finding work to motivate their participation in tutored pathways to integration</li> <li>- Raise awareness among companies in the neighbourhood to participate in this itinerary by offering labour practices to people at risk of social exclusion ;</li> <li>- Act as a nexus between all social partners present in the neighbourhood as government agencies, non-profit organizations and cultural institutions.</li> </ul>	Street counsellors	<p>Website: <a href="http://www.madrid.es/portales/munimadrid/es/Inicio/Ayuntamiento/Participacion-Ciudadana/Buscador-de-Participacion-Ciudadana/Planes-de-barrio-2013-2016?vgnextfmt=default&amp;vgnextoid=2d47be0aaef83410VgnVCM200000c205a0aRCRD&amp;vgnnextchannel=057d4626280ee010VgnVCM100000171f5a0aRCRD&amp;pk=7251767">http://www.madrid.es/portales/munimadrid/es/Inicio/Ayuntamiento/Participacion-Ciudadana/Buscador-de-Participacion-Ciudadana/Planes-de-barrio-2013-2016?vgnextfmt=default&amp;vgnextoid=2d47be0aaef83410VgnVCM200000c205a0aRCRD&amp;vgnnextchannel=057d4626280ee010VgnVCM100000171f5a0aRCRD&amp;pk=7251767</a></p>
Sweden	X		Municipalities with partners such as PES, social services, etc.	<p>In Sweden the state authorities are responsible for labour market measures, but the municipalities also have a so-called information responsibility. According to the Swedish Education Act, this means the municipalities should at all times make sure they know about young people under 20 who are not working or studying, and they should be able to provide measures. In January 2015 the act changed and the duty</p>	Referrals or self-referrals One-stop-shop model of bringing a range of	<p>Websites: <a href="http://www.nordiclbourjournal.org/i-fokus/theme-october-2014/article.2014-10-12.2442101708">http://www.nordiclbourjournal.org/i-fokus/theme-october-2014/article.2014-10-12.2442101708</a> and</p>



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			<p>to stay informed was replaced with a responsibility to be active — a change which means the municipalities must establish a database of all under 20s who do not work or study. This task will be financed by the state, but activities will not.</p> <p>In relation to this, municipalities are taking on more responsibilities for young people: Navigatorcentrums (loose translation 'navigation centres') have been established in different areas to understand young people and help them get back into employment or training through providing them with appropriate career support. Young people can be referred by the PES, social services or Social Security Agency or through self-referral.</p>	services closer to the young people	<a href="http://www.navigatorcentrumtrellborg.se/">http://www.navigatorcentrumtrellborg.se/</a>
UK	X	Jobcentre Plus with partners such as schools	<p>'Tackling Gangs and Gangs Violence' initiative was set up in acknowledging the role of employment in preventing young people from becoming involved in gangs and offering them a route out. Two projects have been funded by the PES to specifically help young people who are in gangs, or at risk of gang activity by providing them with intensive job search support and access to Jobcentre Plus services. Further, in the 33 areas in which the projects are running, PES have introduced Gangs Advisers, whose role it is to work in the community with young people in gangs or at risk of gang membership. Specialist training has been developed for practitioners to help them to identify and support the target group.</p> <p>The measure has already helped over 6,000 young people, with positive outcomes for at least 1,800 individuals</p>	Recruitment and training of specialist outreach workers (gangs advisers) who work in the community	PES practices for the outreach and activation of NEETs; A contribution of the European Network of Public Employment Services
UK	X	Greater London Authority	<p>Peer Outreach Teams are a group of up to 30 young people aged 15-25yrs old from diverse backgrounds and life experiences from across London. They are commissioned by the Greater London Authority to engage, inspire and gather the opinions of young Londoners to help shape policies, strategies and services.</p> <p>The teams' main emphasis currently is to improve educational achievements and opportunities. Much of this work focusses on young people who are at work or have been excluded. The range of projects that aim to improve the life chance of all Londoners span from training and work experience, mental health and well-being to increasing opportunities and tackling youth crime</p>		<a href="https://www.london.gov.uk/priorities/schools-and-education/for-youth-workers/peer-outreach-team">https://www.london.gov.uk/priorities/schools-and-education/for-youth-workers/peer-outreach-team</a>

