



Youth employment policies in Finland

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- i. to advance the knowledge base that underpins the formulation and implementation of relevant policies in Europe with the aim of enhancing the employment of young people and improving the social situation of young people who face labour market insecurities, and
- ii. to engage with relevant communities, stakeholders and practitioners in the research with a view to supporting relevant policies in Europe. Contributions to a dialogue about these results can be made through the project website <http://www.except-project.eu/>, or by following us on twitter @except_eu.

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Responsibility for all conclusions drawn from the data lies entirely with the author.



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The key risk groups in the labour market in Finland

Table 1 “Risk group” construction¹

Potential risk groups	Importance by actors		
	Public opinion/ Media*	Mainstream policy	Research
All young people	2	2	1
Young unemployed	3	3	2
Early school leavers	4	4	3
Young people with low skills	1	2	1
Young people with outdated qualifications	2	2	1
Young people without qualifications	3	4	3
NEET	4	5	3
Higher education graduates	1	1	1
Migrants/Ethnic minorities	5	4	4
Teenage/single parents	2	2	1
Young people from workless families	1	1	2
Young people from remote/disadvantaged areas	2	2	2
Young people with a disability	1	2	3
Other (please indicate & if necessary include new row/s) / Gender: especially male	2	2	3

There have been analyses of policies of risk in the general youth policy in Finland (Harrikari 2008; Pekkarinen 2010). According to these analysis, youth policy in Finland is reoriented from offering young people possibilities towards young people at risk. However, the professor of youth policy Howard Williamson (2015) has estimated that Finland is one the only countries actually seeing young people systematically as resources instead of problems. The research reception of policies of risk is therefore somewhat mixed.

In the evaluation, I have analysed different dimensions based on the research reports from the field, and on the over-all evaluation based on my experience as a researcher, as member in different youth policy and welfare policy projects on the national and local level in Finland.

All young people: generally not seen as a risk group in total. There have been wide-spread news about young people as a resource and as a moderate citizens. There is also a wide spread discourse that sees young people as potential change makers in the future. However, the youth unemployment is higher than in other age groups. This is generally seen as a potential problem. (See later.)

Young unemployed: Youth unemployment is seen as a problem affecting Finnish society as a whole. However, there have been reports that show that actually the life

¹ 1=no significant role to 5=very important



situations of the unemployed young vary considerably. Therefore, the emphasis is on the *resources of young people* which need to be supported by the service system (Aaltonen & Berg & Ikkäheimo 2013).

Early school leavers: there has been growing concern that school drop out is a societal problem in the need of attention. According to the study using all the available registry data of young people born in 1987 in Finland, 13 percent had only basic education. This study demonstrated that dropping out of VET causes a serious risk of marginalisation. (Ristikari & al. 2016.) On the policy level, youth guarantee, outreach youth work and different digital platforms have been created to face this problem. According to my estimation, this is one of the most significant groups who are labelled to be at risk on all levels examined here.

Young people with low skills: Despite the fact that Finland is a highly digitalized post-service economy, there has been little debate on what to do with the young with low working skills and low social capital.

Young people with outdated qualifications: The problem of outdated qualifications is all but absent in the public discourse. If young people have qualifications, they have gone through vocational education which is supervised by the state and that is designed to respond to the needs of the labour markets. VET can be done in institutions or as apprenticeship learning.

NEETS: The concept of NEET has almost dominated the discourse of youth and employment policy. Many of the programs have been designed to respond to this group, there is a lot of media attention. Much of the research has followed, although there are critical perspectives also emphasising that the concept of NEET does not take into account the different life situations or active choices of the young (Gretschel, Paakkunainen, Souto & Suurpää eds. 2014.)

Most important documents which have influenced both policy, research and media reception:

A document called 'Polarisation memo' (Häggman 2007) calculated that there are almost 100 000 young people outside the labour market. Out of these, 45 000 young people were outside any welfare system. This created concern about the ability of Finnish society to integrate young people into existing labour markets. It also put emphasis on the category of NEETs.

An influential report by Pekka Myrskylä (2012, 2) defined marginalised young as those young people who were not employed and had no education other than basic education. This sprung a policy debate with special emphasis on young people outside work or education. Subsequent discussion was an important factor in the formation of youth act in Finland. Myrskylä pointed out the gendered character of marginalisation and also noted the high number of ethnic young people in the group of marginalised



young (33 % in the ethnic young male; 13 % in the male of Finnish origin, subsequent numbers with female young are 26 %; 8%).

This has been taken into account in both addressing the question about NEETs and the *other* category (al though the definition of Myrskylä excludes those NEETs that have some form of VET).

On October 2017, the We Foundation funded by Supercell (a game/application company) opened a web site utilizing registry data in Finland. They use a concept of NEET to calculate the number of marginalised young in Finland and analyse this data. This created a lot of media buzz, and probably continues to do so. (<http://www.mesaatio.fi/data/>) According to their calculations, 69 000 young are marginalized.

Higher education students: Not seen as a group. On the contrary, tertiary education is seen as a preventing factor.

Migrant young: Recognised as a problem, usually seen through integration lenses. Media coverage connected to other issues on migration. The emphasis is on problems. As noted earlier when referencing Myrskylä 2012, the unemployment rate of the migrant young is higher than native Finns. Concerning media studies, “One of the most systematic results of these studies [migrant young in the media] is that migrant people or ethnic minorities are rather invisible and silent in media texts. Finnish authorities, politicians and journalists often determine the perspectives of media coverage on immigrant population. On one hand this leads to problem-oriented perspectives, and on the other hand in aims toward objectivity and neutrality.” (Kivijärvi 2015.)

The employment careers of the migrant people in general are analyzed to be long, and are likely to duplicate different studies and are likely to include inadequate studies – according to a recent report by the committee set by Government of Finland.

Teenage, single parents: Not a concern. Ristikari & al. 2016 noted that having a child slows the labour market integration considerably, and affects mostly young mothers.

Young people from workless families: The inherited unemployment is noted in the research but has rarely affected the general public or policies.

Young people from remote/disadvantaged areas: Some talk about this. Has not affected policies or research.

Young people with a disability; has been of little concern.

Other (please indicate & if necessary include new row/s) / Gender: Recent media coverage has pointed out that unemployment is more likely to concern young male. OECD report Education at Glance pointed out that 21,1 percent of the male fell into NEET category, whereas the number with women was 15,4 in young people aged 20 to 24.



Youth employment policies: a general overview

Table 2 An overview of active labour market programmes at national level (2005-2015)

Year Indicator	2005	2010	2015
1 Total number of active labour market programmes ²	29	28	28
1.1 including youth-targeted	30	29	31
2 Number of participants (stock) in active labour market programmes	November 2007	November 2010 / Ministry of Employment	November 2017 / Ministry of Employment
2.1 Total number	99,516	110,093	125,596
2.2 % of the labour force (15-64) ³	3,8 %	4,2 %	4,8 %
	2 642 000	2 634 000	2 619 000
3 Number of youth participants (up to 25 years old) in active labour market programmes ⁴	19,192	21,063	21,741
3.1 Total number	97,874	110,093	125,596
3.2 % of the labour force (15-24) ⁵	6,1 %	6,6 %	6,7 %
	317 000	317 000	326 000
3.3 % of the total number of participants (stock)	16,0 %	19,1 %	17,3 %
4 Expenditures on active labour market programmes:			
4.1 Total amount (EUR) ⁶	1,151.21	1,553.03	1,786.96
4.2 % of GDP ⁷	0,7 %	0,8 %	0,9 %
	164,4	187,1	209,6
5. Expenditures on all active labour market programmes for youth participants:			
5.1 Total amount (EUR)	Data unavailable	Data unavailable	Data unavailable
5.2 % of GDP	Data unavailable	Data unavailable	Data unavailable
6 Expenditures on youth-targeted active labour market programmes ⁸	Data unavailable	Data unavailable	Data unavailable

² Eurostat

³ Statistics Finland

⁴ Could not find the information up to 29 year old; according to Eurostat year 2005 is of low reliability. 2010 and 2015 are estimations.

⁵ Labour force source: statistics Finland

⁶ Million Euros, Eurostat

⁷ Statistics Finland

⁸ Only total amount of LMP expenditures available on Eurostat, Finnish data was not available



6.1	Total amount (EUR)	Data unavailable	Data unavailable	Data unavailable
6.2	% of GDP	Data unavailable	Data unavailable	Data unavailable
6.3	% of the total expenditures on active labour market programmes	Data unavailable	Data unavailable	Data unavailable

Table 3 Overview of types of measures and schemas against youth unemployment in the last years (both running and finished ones; time horizon – last 5-6 years, 2011-2017)

Type of measure	Importance ⁹	Preventive/reactive ¹⁰	Youth specific	Main source of funding ¹¹	Linked to EU initiatives ¹²	Main actors of delivery ¹³	Evaluation present	Youth/participant feedback used to improve the delivery
(Re-)orientation courses, preparation for training or employment	3	3	Yes	2,4, 4	1	3, 7	Yes	Partly
Vocational guidance, career counselling	3	1	Yes	2,4	1	1 3,7	Yes	Partly
Training (with certificates)	3	1	Partly	2,4	1	7	Yes	No
Training (without certificates)	3	1,2	Partly	2,4	1	3,5, 6,7	Yes	Partly
Employment incentives, subsidies for employer	3	3	Partly	2	1	1	Yes	No
Direct job creation	2	3	No	2	-	1	No	No
Start-up incentives, self-employment programmes	1	1	No	2	5	1	No	No
Other	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

⁹ Importance depends on the comparative scale of the program (coverage & expenditure) -> Does not exist = 0; Not relevant = 1; Quite important = 2; Very important = 3

¹⁰ To what extent do policies focus on preventative measures or are purely reactive to manifest problems PREVENTIVE = 1; REACTIVE = 2; BOTH=3.

¹¹ EU = 1; national = 2, regional = 3, local = 4; other -5

¹² Youth Guarantee =1; Youth Employment Initiative =2; Framework for Quality traineeships and apprenticeship =3; Eures =4; Support to youth entrepreneurship =5; Other - 6

¹³ state = 1, region = 2, municipality = 3, church = 4, foundations, NGOs = 5, private sector = 6, educational institutions=7 Other, please specify=8 If several, please list all



Comments on Table 3

(Re-)orientation courses, preparation for training or employment: Different models for this have been developed (see below, the Ohjaamo model, workshops, Vamos Helsinki). There has been an emphasis on this. Later on in the document, different models for promoting employability of the young and helping them to cope with labour market requirements will be presented. Among these are the Ohjaamo model, workshops, youth-related parts of the Paltamo model and Vamos Helsinki. The over-all costs are hard to calculate. The aim is to offer these to as many young people in Finland as possible.

Vocational guidance, career counselling: Is offered in two ways. There is a counselling given by educational institution and vocational guidance and career planning services, and educational and vocational information services, provided by employment administration. Everybody in Finland is entitled to counselling, regardless of the labour market situation. The career guidance services in educational institutions are financed by the municipalities, the [Finnish National Agency for Education](#), and the [Ministry of Education and Culture](#).

Training (with certificates): There have been different courses meant to increase the employability. These work in close co-operation with vocational education. Also possibilities in adding these to VET. Some of these are provided by the workshops, some are organised by employment services. Number of young people from 20-24 who started their training organised by employment sector was 5843 in the year 2016, 6272 in 2015 and 7934 in 2014. In the age group of 25-29 these numbers were 8121 in 2016, 7434 in 2015 and 9058 in 2014. Roughly around 30 per cent of all the people in the training were under 30 year old. (Ministry of Economic Affairs and Employment)

Training (without certificates): Usually integrated to different models for empowering the young. Total number of people in training organised by the employment offices in November 2017 was 3200 (includes all of the age groups. Training is provided by workshops as well. Total number of young people attending the workshops was 14867 (Finnish Youth Work Statistics.) According to OECD evaluations, Finland has placed more emphasis on training than other OECD countries. Training expenditures make up for over a half of all ALMP spending. (Back to Work, 108).: Support for recruitment is offered for young people looking for their first job, disabled persons or persons who need more support than usual in finding a job. Subsidies for employers are offered.

Direct job creation: Roughly 10 per cent of ALMP expenditure in Finland (see the figure below). On December 2016, the total number of the unemployed was 358 000. The number of people in the direct job creation was 22 000. Start-up incentives, self-employment programmes; Startup grants are available for encouraging new businesses and promoting employment. The grant provides an entrepreneur with a secure income during the time that getting the business up and running is estimated to take – however for no more than 12 months. It is meant for unemployed, or part-time



entrepreneurs, or persons starting a company after a period of paid work. Start up incentives have taken tiny amount of all the ALP spending, being only a couple of per cents of the total ALMP. Despite the possibility of getting financed, the number of young entrepreneurs has gone down. Only 17 000 people under 30 000 are entrepreneurs, when this number was 30 000 in 1991. (Statistics Finland.)

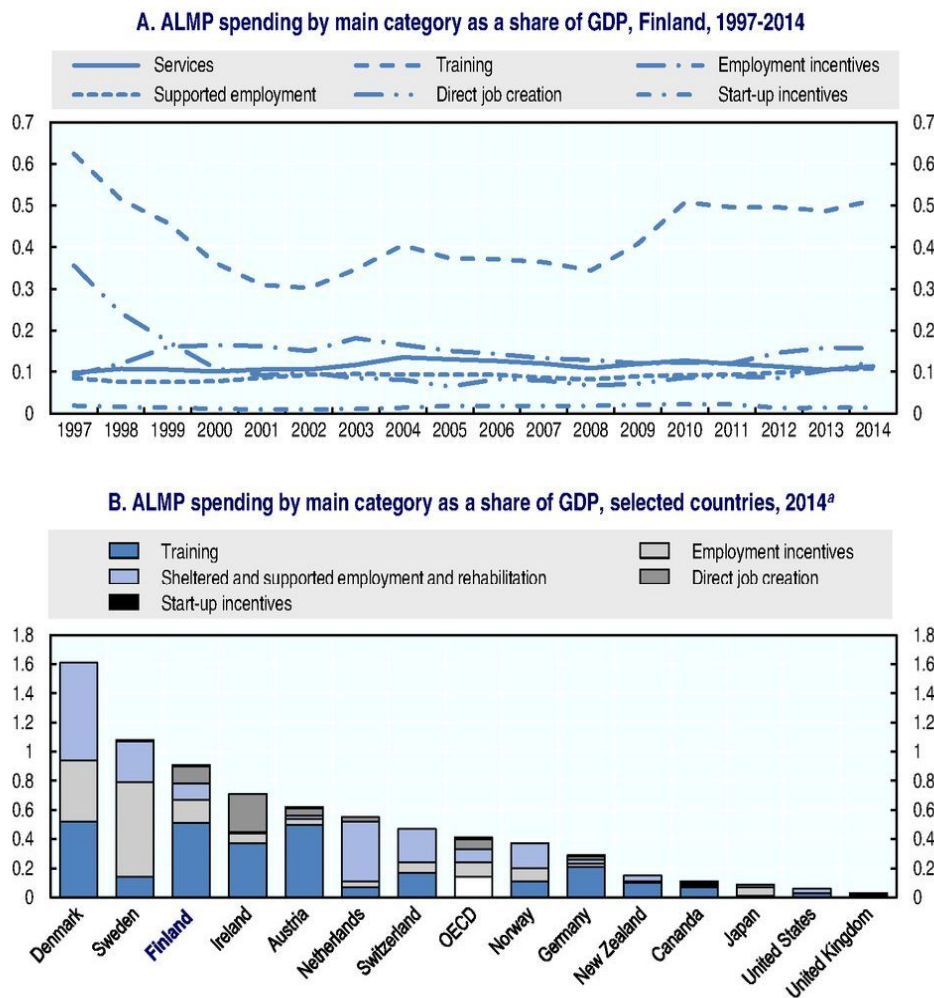
Below is a chart showing the percentages and their development in Finland from 1997 to 2014. (Source: Back to Work: Finland, 109.)



Figure 1

Figure 3.9. The bulk of ALMP spending in Finland goes to training

Public expenditure by the main type of ALMP as a share of GDP, 1997-2014 and comparison of ALMP expenditure by main category as share of GDP, 2014



a) The data refer to 2011 for the United Kingdom and to 2013 for Ireland.

Source: OECD/Eurostat Labour Market Programme Database, <http://dx.doi.org/10.1787/data-00312-en>

StatLink <http://dx.doi.org/10.1787/888933426610>



Table 4 Strengths and weaknesses of the overall policy approach

Effectiveness of the overall policy approach towards tackling youth unemployment and social exclusion	
Strengths	Weaknesses
Aims at integrated service systems	Has not been able to lower the youth unemployment rate
Has deep connections to educational and social policy	Youth marginalisation is still relatively high
The importance of youth-based approaches has been emphasised in theory; the importance of youth work	Integration of services has not happened in all the levels of governance
The youth unemployment has been set high on a government agenda and consequently resources have been allocated	



Youth employment policies: focus on selected interventions

Table 5 A brief overview of selected youth employment interventions

No	Name	Level	Main target group ¹⁴	Type ¹⁵	Starting year; end year	Funding source	Part of EU initiatives	Evaluation	“Good practice” ¹⁶ example	Impact of policy measures on youth inclusion ¹⁷	Trends in the way selected policy measures influence unemployed young people ¹⁸
1	Ohjaamo	National	D. Targeted to youth risk group (NEETs)	1	2014 ¹⁹	National, Local, European Social Fund	Yes ²⁰	Yes	Yes	Strong	Improvement
2	Youth Guarantee Nuorisotakuu	National	D. Targeted to youth risk groups (NEETS)	1	2011-2015 ²¹	National	Yes. Youth Guarantee	Mixed	Yes	Strong	Improvement
3	Paltamo Model	Local	C. Targeted to risk group	4.	2012 -	National	No	Mixed	Partially	Medium	Improvement

¹⁴ a. targeted youth, b.universal, c.targeted risk group, d.targeted to youth risk group;

¹⁵ (re-)orientation courses, preparation for training or employment = 1; vocational guidance, career counselling = 2; training (with or without certificates) = 3; Employment incentives, subsidies for employer = 4, direct job creation = 5, and start-up incentives, self-employment programmes =6

¹⁶ EU Database of national labour market ‘good practices’ definition: “A specific policy or measure that has proven to be effective and sustainable in the field of employment, demonstrated by evaluation evidence and/or monitoring and assessment methods using process data and showing the potential for replication. It can cover both the formulation and the implementation of the policy or measure, which has led to positive labour market outcomes over an extended period of time.”

¹⁷ 1 - very weak; 2 - weak; 3 - medium; 4 - strong; 5 - very strong; N/A - not applicable. Please provide a brief explanation of the ratings, incl. references if relevant.

¹⁸ 1 - Significant improvement; 2 - Improvement; 3 - No change; 4 - Deterioration; 5 - Significant deterioration; N/A – not applicable. Please provide a brief explanation of the ratings, incl. references if relevant.

¹⁹ This year marks the national phase, the model has been planned developed from 2012 onwards

²⁰ The Europe 2020 strategy and in particular the initiatives “An agenda for new skills and new jobs”. The measure is in line with the Proposal for a Council Recommendation on Establishing A Youth Guarantee (2012) and Call n:o 447 Working together for Europe’s Young People. A call to action on youth employment (2013) by the European Commission

²¹ 2015-, a slight change with the new policy program (government talks about community guarantee)



The reasons for choosing the above measures

1, Ohjaamo model has had a strong governmental support. It is an integrated model aiming at creating one-stop service systems. The project has been expanding, and currently works in over 40 locations in Finland. It is supported by three ministries combining employment, education and training, housing and social services. The Ohjaamo model has been developed consistently and there are both internal and external evaluations. The model has been widely seen as a way of integrating the services. It has aimed at creating networks of public authorities, NGOs and employers. According to the evaluations of the project, the customer satisfaction is high. The topics discussed are multiple, and cover different issues around employment and entrepreneurship. It's impact on the lives of the unemployed young has shown to be positive. It has also had an impact on the service systems locally. (Määttä (ed.) 2017.)

2. Youth guarantee. Finland was among the countries who pioneered the youth guarantee model. It had a strong mandate, being one of the key projects of the government 2011-2015. According to Saikku (2015), youth guarantee can be seen as a most important labour market activation programme in recent years. This meant that there was a strong emphasis on the young in the over-all policy in Finland, and also on integrating different services of the young. The youth guarantee has been documented, and although the reception in Finland has been somewhat mixed (the youth unemployment actually rose during the youth guarantee model), it has been shown that the project had an impact on the unemployed young. It also changed the way service systems work. The model helped young people to integrate in the society, and was also an improvement in the way their needs were taken care of. (Savolainen & al. 2015.)

3. Paltamo model. The model itself was not specifically targeted for the young people. During the development of the model, the managers of the project find out that they actually needed to tailor services for young people. This way the project ended up developing a service model to meet the needs of the young. This factor makes it interesting from the youth policy / youth employment perspective.

The project was evaluated externally by the National institute of Health and Welfare. The results showed that the conditions of the young people got better. Also, the project has positive impacts on several factors researched. It did not change the over-all situation of the young though, and the results in this sense were not as high as expected. According to evidence, it was an improvement in the situation of the unemployed young in the region, but the structural factors (the labour markets in the region in Eastern Finland did not permit young to actually stay at the region, also education was far away). Hence the ratings: medium on the inclusion scale, improvement in the way the measure influenced young unemployed. (Kokko & al. 2013.)



The 3 b) mentioned choosing a measure where the emphasis would be on creating jobs with a real progression. In Finland, however, this has not been significant policy alternative. The emphasis has been on helping the young to access labour markets, or to help with any difficulties that might prevent them from actually applying to education or to employment. According to the Youth Wiki Database, “Explaining the situation regarding youth employment and entrepreneurship in the Finnish context is impossible without first giving a short overview about the Finnish Youth Guarantee.” This statement highlights the importance of working with NEETs and helping them access employment. The youth policy emphasis has been on this group of young people. The creation of jobs is left to labour markets themselves, and no large-scale policy programs exist for creating well-paid job with career advancement possibilities.

Detailed description and evaluation of the selected measures

Name of the initiative	Ohjaamo.
Short description	<p>(Primary/Main) aim of the measure: “To support young people’s attachment to society, education, and work. The key feature in this is the young people’s activeness and their service needs. The young people themselves have an active role in the design and evaluation of the centres and they are highly involved in the daily activities“. (Pasi Savonmäki, project manager. Ohjaamo” one-stop guidance centres create new, low-threshold guidance services for young people) “</p> <p>Intended effects: The research has shown that the service process of the young are fragmented. Ohjaamo aims at shorten service process by using low threshold or even no threshold approaches. Based on four discourses:</p> <ul style="list-style-type: none">• Early intervention: to prevent prolonged unemployment periods.• Activization: To prevent passivization of the young unemployed.• Lifelong learning: Labour markets as fragmented and uncertain, so the young need to develop ways of being constantly able to learn new things.• Employability: emphasis on education, concrete competencies (hard skills) and soft skills (Mertanen 2017, 22-25.). <p>Target groups: Intended for young people under 30 years old.</p> <p>Eligibility criteria for beneficiaries: Based on voluntary attendance by young people themselves. No pre-set criteria.</p> <p>Type of intervention: Integrated services. According to ESF Unemployment network</p> <p>“The central concept is a low-threshold service providing guidance</p>



	<p>and support to young people under the age of 30. Within these services, young people can access a wide range of professional support. As well as careers guidance and training, this includes housing, welfare and social care provision.”</p> <p>Level: Strategic planning and evaluation on the national level. The Ohjaamo centres are located in 40 cities in Finland: “Ohjaamo centres provide one-stop shop guidance for young people. They form a key plank in Finland’s delivery of the Youth Guarantee. Promoting the 4P Principle (Public-People-Private-Partnership) at the heart of the national approach, there are now almost 40 centres across the country. These operate in more than 100 municipalities, from the metropolitan capital city to Finland’s rural heartlands.” (ESF Sharing Paper 1.)</p> <p>Start/ end date: Planning phase started in 2012. The project started in 2014 as part of the youth guarantee program.</p> <p>Are stakeholders involved in the formulation/implementation of this measure? Different levels of co-operation (ESF Unemployment network) “At the national policy level the Ohjaamo model is supported by a number of governmental departments. At its centre is the Ministry of Economic Affairs and Employment, with support from the Ministry of Education and Culture and the Ministry of Social Affairs and Health. There are no national laws or agreements between the ministries, more a collaborative understanding, with regular high-level meetings to review progress. A national coordinating project (Kohtaamo) supports the development and implementation of the guidance centres and related web-based guidance. This cross-departmental model is quite new and although there is commitment, there are also challenges. These include the fact that each department operates to different targets, even though there are shared ambitions (set out below) for the Ohjaamo centres. On the ground, there are local variations of the partnership model. In all cases, the local authority and the PES assume a key role. Across the country, additional partners – including NGOs and employer bodies – contribute as appropriate. ”</p> <p>How/through which institutions is this measure implemented? See above.</p> <p>Budget (EUR, thousand) and source: No exact data available. The project consists of national coordination (over 1,000 thousand euros) and 40 different local services.</p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people who are entitled and who actually take</p>



	<p>part)/ number of young people who have found a job. Total expenditures for the program on annual basis; total expenditure per beneficiary? If not available, other expenditure data what is available.</p> <p>“A large majority of users (around 90%) drop in and receive support without any further intervention. The remaining 10% are referred on for further support.” (ESF Youth Employment Thematic Network (2017)</p> <p>Over-all data of the project is missing. However, in the first half of 2017 (01-06/17):</p> <ul style="list-style-type: none"> - 16,000 individual visits, - 36,500 group visits, - 54,000 young people as clients. <p>In the same period:</p> <p>684 Employed 159 Supported work 391 Work experiment 251 Summerjobs 213 Work training / workshops 20 Subsidiaries for entrepreneurship</p> <p>In addition to these, large number applied to education or training or joined different services.</p> <p>An evaluation tool developed by a post-doc researcher who works with a national team.</p>
Targeting	<p>Which are the target groups of this measure? Is this program especially targeted to young people or to all unemployed? If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)</p> <p>It is targeted for young people under 30. They come with different backgrounds and these needs are responded accordingly.</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or in any other way; please describe if Yes</p> <p>Yes. On an individual level the service as a ‘one-stop shop’ is designed to respond to the needs of the young.</p> <p>Different Ohjaamo centres there designed with the clientele. ESF working paper:</p> <p>“A distinctive feature of the Ohjaamo model is the fact that young people have been involved in the co-design of each local facility. Across the country, groups of young people came forward to contribute to the eventual working model, leading to some interesting</p>



	<p>features. One is that the Ohjaamo Helsinki environment feels informal and non-institutional. “</p> <p>The young have able to influence Ohjaamo model all along the way. Feelings of involvement are evaluated systematically. (Nieminen 2017, 41-45.)</p>										
<p>Links to EU initiatives</p>	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one</p> <p>Yes. Connections to Youth Guarantee Initiative. Funded by European Social Fund. (For example, the budget of Ohjaamo Helsinki</p> <table border="1" data-bbox="451 846 1353 1149"> <tr> <td>Project name</td> <td>Ohjaamo Helsinki</td> </tr> <tr> <td>Duration</td> <td>2015 - 2018</td> </tr> <tr> <td>ESF contribution</td> <td>€ 3,100,000.00</td> </tr> <tr> <td>Total budget</td> <td>€ 4,100,000.00</td> </tr> <tr> <td>Participants</td> <td>10,000 expected by the end of the 2017</td> </tr> </table> <p>http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=2859</p>	Project name	Ohjaamo Helsinki	Duration	2015 - 2018	ESF contribution	€ 3,100,000.00	Total budget	€ 4,100,000.00	Participants	10,000 expected by the end of the 2017
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<p>Available evaluations</p>	<p>Are there evaluations on this program available? (Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring? Are they internal (by the agency implementing it) or external (e.g. by scientific institutes); If evaluations of this program are available how detailed is the information provided?</p> <p>The evaluation tool is being developed on the national level. There is permanent monitoring of the program measuring the client satisfaction, employability and the quality of services. The researcher in charge of the process is a renowned youth researcher, and works with national team (Kohtaamo).</p> <p>The edited volume Uutta auringon alla? Ohjaamot 2014-2017 (Something new under the sun? Ohjaamo centres 2014-2017) (Määttä ed. 2017) gives a detailed, if not altogether coherent perspective on the model itself and the administrative background. Clients evaluate the service by 9,17 out of 10. Also, the program monitors the different topics covered (34 work and entrepreneurship; 21 education and training).</p> <p>The ESF working group has analysed Ohjaamo model and has pointed out that there are methodological difficulties in analysing the</p>										



	<p>success of the program: “Another important issue relating to monitoring and evaluation pertains to client tracking. Another major surprise for our network members was to hear that a large proportion of Ohjaamo Helsinki clients are not captured in their data. “ (ESF working paper)</p>
<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects?</p> <p>Assessment of the magnitude of the effect? Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?</p> <p>Does the program/intervention provide quality and sustainable employment?</p> <p>Effectiveness of the program: Impact of the program in preventing and reducing youth unemployment; Possible incentive or disincentive factors for participating in the program? Does the program have any unintended consequences: positive or negative?</p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>There have been evaluations of the project. According to these, customer satisfaction is on the high level. Integrated service system strengthens the services of the young. High-level commitment to collaborative service integration can transform the partnership culture in the one-stop guidance system. The model reaches young people in fragile conditions.</p> <p>The Ohjaamo guidance centres have a lot autonomy and consequently there is only a general national framework. Some of the challenges of the model are: to better develop services that promote employability. In some centres the links to labour markets could be better. The centres should advertise more so that the young would get to know the centres better. The needs of the migrant young could be improved.</p> <p>The program has not been shown to provide sustainable employment yet. Developing indicators and coming up with the plausible data is a challenge. Also, developing link to the labour market would help to further develop the program.</p>
<p>Related to the causes of unemployment and target risk</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people?</p> <p>The one-stop shop youth provision model is designed to be attractive</p>



groups	<p>to all groups of the young. Also, special emphasis is put to reach to young people through different agents. The target group is well reached and the model seems to hold genuine promises.</p> <p>The concept of service integration is designed to respond to the perceived difficulties of fragmented service system. Therefore it is probably well equipped to address the causes of social marginalization. As can be seen from the numbers described above, the model itself does not solve the problem of employability and work with other agents is required as well.</p>
Interventions assessed as 'good practice' example	<p>Explain shortly which the reasons are and what are the main “success factors” of this intervention. Give a reason why you value it as a good practice? Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p> <p>The concept of service integration: solves the problem of „silos“ and is able to respond to different needs of the young.</p> <p>The combination of policy background (top-down) and ground work (bottom-up) approaches means that the daily realities of the young are taken into account when planning the model.</p> <p>Co-operation of different agents; involvement of the young: the concept is designed to reflect the local realities</p> <p>However, as is evident, the project still needs evaluation.</p>

Name of the initiative	Nuorisotakuu Youth guarantee
Short description	<p>(Primary/Main) aim of the measure: “ The intention of the youth guarantee was to ensure that young people have access to education, training and employment and prevent them from being excluded from the society.</p> <p>“The youth guarantee will offer everyone under the age of 25, as well as recent graduates under age of 30 an employment, a study place, a place in the on-the-job training or in a rehabilitation within three months after becoming unemployed.”</p> <p>Intended effects: The youth guarantee promotes inclusion of the young people through three approaches:</p> <ul style="list-style-type: none"> • help these young people back into education, training or employment • develop youth services to promote social inclusion • create a context for collecting feedback from young people how the



	<p>services work for them</p> <p>Target groups: everyone under the age of 25, as well as recent graduates under age of 30</p> <p>Eligibility criteria for beneficiaries: Universal service for all the NEET in Finland</p> <p>Type of intervention: Combination of youth services, counselling, increase of study places in vocational education, compensation for employers.</p> <p>The aim was to provide all the an employment, a study place, a place in the on-the-job training or in a rehabilitation within three months after becoming unemployed</p> <p>Level: National level program. High priority of Finnish government: a primary goal of the Government Programme, was implemented throughout the government's term of office</p> <p>Start/ end date: Preparation phase 2011-2012. The youth guarantee was launched in the beginning of 2013 and was operational until spring 2015. When the new government reconceptualised youth guarantee as community guarantee and also changed the financial structures.</p> <p>Are stakeholders involved in the formulation/implementation of this measure?</p> <p>The model was based Public-Private-People-Partnership model, and relevant stakeholders were involved in the different stages of the project.</p> <p>How/through which institutions is this measure implemented?</p> <p>Employment services. Contacted young people, offered them different services, worked in cross-sectoral teams, counselling.</p> <p>Educational services: Especially the role of vocational education was emphasised. This meant increasing the number of places in VET, and also work on the school-drop out was emphasised. Educational institutions were asked to contact outreach youth workers whenever young people were dropping out of education.</p> <p>Youth work: Emphasised the role of outreach youth work. The number of outreach youth workers increased. They were responsible for talking with the young people in the initial drop-out phase: the bridging function other services. The Ohjaamo model (see above) was developed as a response to the perceived need of integrating services.</p> <p>Social and health services: The integration of different services in this sector were integrated to other services to provide resources for the young who were somehow incapable of entering the labour</p>
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	<p>markets due to individual or social problems. (Savolainen & al 2015: The end report on the research on Youth guarantee, 2014)</p> <p>Budget (EUR, thousand) and source: 60, 000, 000 Euros per year. The responsible body for coordinating the money was Ministry of Economic Affairs and Employment. The money was part of the national budget. (Savolainen, 2015 & Al: The evaluation report on Youth guarantee, 2015)</p>
Achieved results	<p>Number of young people covered (entire running period) (data on number of people who are entitled and who actually take part)/ number of young people who have found a job. Total expenditures for the program on annual basis; total expenditure per beneficiary? If not available, other expenditure data what is available.</p> <p>Despite being a high priority program, comprehensive data on the program is not available. The program managed to reach 71,2% , of NEETs in Finland in 2015; in 2014 the number was 67,1%. 49 % of the young in the program took an offer within 3 months in 2015, the number in 2014 was 51,4 per cent. There are no follow-up studies available. (Youth Guarantee country by country. Finland 2017).</p>
Targeting	<p>Which are the target groups of this measure? Is this program especially targeted to young people or to all unemployed? If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)?</p> <p>The program was designed for young people (under the age of 25, as well as recent graduates under age of 30 and in unemployment.)</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or in any other way; please describe if Yes</p> <p>The program was meant to support different young people based on their own interests. The involvement of the young meant that some part of the program were based on voluntarism. The over-all desing of the program was however made on the governmental level.</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p> <p>Direct link to the youth guarantee.</p>
Available evaluations	<p>Are there evaluations on this program available? (Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring? Are they internal (by the agency</p>



	<p>implementing it) or external (e.g. by scientific institutes); If evaluations of this program are available how detailed is the information provided?</p> <p>Please summarize the results of evaluations.</p> <p>Ex-post evaluation of the program concluded that the program should continue. There were six points of development offered in the last report:</p> <ul style="list-style-type: none">• Youth guarantee should be long-lasting and systematical.• The emphasis should be on the childhood and the living conditions of children,• The resources should be adequate. (The young in vulnerable situations want face-to-face guidance.)• The emphasis should be more on the minority groups with special difficulties such as disabled young, migrant young and homeless young people.• Educational system should developed as a whole to better support different career paths on the young.• There should be more co-operation with the employers; the labour market competencies of the young should be supported. <p>(Nuorisotakuuryhmän loppuraportti.)</p> <p>Research evaluation of the program offered critical insights. The program was analysed as being too insensitive for the precarious working life of the young, not noting the different resources of the young and not actually being able to participate young people adequately. (Gretschel, Souto, Suurpää & Paakkunainen eds. 2014; Aaltonen & Berg & Ikäheimo 2013)</p> <p>The investigating committee of the Finnish state noted that Youth guarantee was not successful in actually being able to lower the amount of unemployed young people. The most important indicator for the success of the program was considered to be flow in the unemployment period over 3 months. The number of young NEETs rose during the time of the program. The report also emphasised the need for comprehensive evaluation, which has not been done at the time of writing of this report (12/17).</p>
<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects?</p> <p>Assessment of the magnitude of the effect? Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?</p> <p>Does the program/intervention provide quality and sustainable employment?</p> <p>Effectiveness of the program: Impact of the program in preventing</p>



	<p>and reducing youth unemployment; Possible incentive or disincentive factors for participating in the program? Does the program have any unintended consequences: positive or negative?</p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>The case of Finland was taken to be an example of the youth guarantee in general. Looking back, there some things that are positive in the program. Firstly, it put the situation of the young in the agenda. Secondly, it was noted that employment services are not enough and the service system needs to more client-centered. It tried to create a professional network which would prevent young people from dropping out of the program. And thirdly, there was an explicitly stated goal in moving young people away from the NEET status.</p> <p>As has been indicated in the evaluation of the program, the program did not meet it's goals. Firstly, the program was unable to reduce unemployment of the young. Secondly, the program lacked resources to offer adequate health and social services. Thirdly, the program succeeded more on the educational mission. The actual labour market impact can not be shown, and the unemployment of the young rose during the program. Fourthly, the program did not take into account the role of the young people in the post-industrial service economy such as Finland – the program perhaps was too connected to the system level in stead of creating learning networks in the local level.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people?</p> <p>The program intended to support access to education and provide services. Which way it tried to integrate different services to work as a network. This was accomplished only partially.</p> <p>The problem was criticised for it's universal stance (same services for everybody) and not being enough connected to for example social and welfare services.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention. Give a reason why you value it as a good practice? Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p>



	<p>The main reason for not thinking that the program would be a success is that it cannot be proved that the program actually had an impact on the labour markets. Also, the research community remained critical towards the program and seeing it as being too 'mechanical' (not taking into account the labour market position of the young.)</p> <p>However, the program clearly was committed to offering clear and measurable 'service promises': the goal was to make an intervention in 3 months, so that NEET position could be changed. However, to achieve this, the program would need to be modified in directions described above.</p>
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Name of the initiative	Paltamon työtä kaikille- hanke The Paltamo Employment Model
Short description	<p>(Primary/Main) aim of the measure: an employment model that aims at finding work for all unemployed job seekers in the municipality, irrespective of age or work ability</p> <p>Intended effects: to curb the costs of unemployment, improve the working life abilities of the long-term unemployed, and help them to find work in the open labour market</p> <p>Target groups: for all unemployed job seekers in the municipality</p> <p>Eligibility criteria for beneficiaries: Universal, intended for all unemployed in the municipality area</p> <p>Type of intervention: New wage model where funds initially allocated to passive unemployment benefits have been re-allocated to active employment services</p> <p>„The employment model aimed at finding work for all unemployed job seekers in the municipality, irrespective of age or work ability. The goal of the Paltamo Full Employment Project has been o curb the costs of unemployment, improve the working life abilities of the long-term unemployed, and help them to find work in the open labour market. “ (Kokko & al. 2013.)</p> <p>The project aimed actively finding a job or job experiment to all the people in the region. The participants of the project were paid proper salaries. This meant that no participant of the project was paid unemployment benefits. The aim was to provide enough support so that citizens participating in the project could access labour markets.</p> <p>The project has employment policy, social policy, health policy, and economic policy targets.</p>



	<p>Level: Local level (intended for experiment with national purposes) Start/ end date: 1.1.2009-31.3.2014 Are stakeholders involved in the formulation/implementation of this measure: Employers involved in the planning phase (in addition to this, wide variety of different state actors involved) How/through which institutions is this measure implemented? Paltamon työpajayhdistys ry [Paltamo Workshop Association]</p> <ol style="list-style-type: none"> Budget (EUR, thousand) and source: 18.691.452 mln euros; of which 17 million Euros come from the state; 944.617 € come from the profits (products and services).
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people who are entitled and who actually take part)/ number of young people who have found a job. Total expenditures for the program on annual basis; total expenditure per beneficiary? If not available, other expenditure data what is available.</p> <p>The main idea of the project was to employ all the unemployed people in the municipality. In the course of the program, 428 contracts were made. Out of these, 130 were under 25 year old young people.</p> <p>Evaluations estimated that over-all over 60 percent of the costs of the project came back to the state due to not having to be subsidiaries for unemployment.</p> <p>However, the end report of the project (Paltamon työtä kaikille-hanke. Loppuraportti) and the large and comprehensive evaluation by National Institute of Health and Welfare do not give exact figures how many young people were able to get employment. Also, the project failed to integrate open labour markets in a large sense. According to the survey by National Health and Welfare the main benefits of the project for the young were:</p> <ol style="list-style-type: none"> For some of the young people, the future job or training perspectives were unclear. We project emphasised the need offer guidance during the project. The young benefited in working in a real work settings in stead of supported workshop environments organised by the program. For the young, the salary paid during the project was seen a good factor which helped them to be able to be mobile and move away to the bigger cities. The project was seen as a possible danger because some of the young were really tied to their local environment – the project may in fact have slowed down the process of moving away. <p>The annual budget, according to the final report is as follows: 1.1.2009-28.2.2010 2.137.811 €</p>



	<p>1.3.2010-31.12.2010 2.955.467 €</p> <p>1.1.2011-31.12.2011 4.107.214 €</p> <p>1.1.2012-31.12.2012 4.927.929 €</p> <p>1.1.2013-31.12.2013 4.471.811 €</p> <p>1.1.2014-31.3.2014 91.220 €</p> <p>In total 18.691.452 €</p> <p>The number of new work contracts was as follows:</p> <p>v2009 176,</p> <p>2010 92,</p> <p>2011 76,</p> <p>2012 60</p> <p>2013 24 (only young people employed that year)</p> <p>Average salary paid by the project was 1203,96 e/kk .</p>
Targeting	<p>Which are the target groups of this measure? Is this program especially targeted to young people or to all unemployed? If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)</p> <p>The project was targeted for all the unemployed people in the municipality. The first phase of the project did not include any targeted measures for the young people.</p> <p>From 2012 onwards the project has a counselor who specialised in young people and was able to take into account the needs of young people. The process was designed from 2012 to respond to the different needs of young people (the program encountered difficulties with different resources of the young; also problems such as substance abuse and mental health issues). The service process, according to the final report, included a 1 month job experiment and based on the results, the young person was offered different services (health support; job experiment).</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or in any other way; please describe if Yes</p> <p>The role of the young was mainly to be clients, not active participants.</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality</p>



	<p>traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p> <p>No.</p>
Available evaluations	<p>Are there evaluations on this program available? (Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring? Are they internal (by the agency implementing it) or external (e.g. by scientific institutes); If evaluations of this program are available how detailed is the information provided?</p> <p>Please summarize the results of evaluations.</p> <p>The final report of the project (Huotari 2014) evaluated the project. An extensive external review was done by National Institute for Health and Welfare. This research project aimed at a comprehensive analysis of different dimensions of the program. The following dimensions were examined:</p> <p>Health and well-being effects: Indications that the project had an impact on health issues, such as mental health and the most sensitive indicators, back pain and regular use of pain killers. The participation in the community affairs increased as well.</p> <p>According to the evaluation of the project: The young people taking part in the project were strongly aiming to find work in the open labour market, and for them the project represented a transitional period between unemployment and education or working life. The wage model improved significantly the livelihood of the young people who took part in the project. The transitional labour market was a better solution for young people than unemployment, but not suitable as a long-term solution.” (Kokko & al. 2013.)</p> <p>Economic impact of the project: “Economic effects of the Full Employment Project – The overall costs of the project totalled EUR 13.8 million in 2009–2012. The project returned to society more than 60 per cent of the funds invested into it. The greatest savings were generated through a decrease in the number of people receiving the earnings-related unemployment benefit. On the other hand, the project did not achieve all its targets regarding the last-resort benefits, i.e. housing allowance and social assistance. The project revealed problems of work ability: those employed workers with problems had a greater need for sickness allowance than when they were unemployed.” (Kokko & al. 2013.)</p>
In your view: How would	<p>Does this program achieve its stated goals and intended effects?</p>



<p>you assess the quality of the intervention?</p>	<p>Assessment of the magnitude of the effect? Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)? Does the program/intervention provide quality and sustainable employment?</p> <p>Effectiveness of the program: Impact of the program in preventing and reducing youth unemployment; Possible incentive or disincentive factors for participating in the program? Does the program have any unintended consequences: positive or negative?</p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>The project originally had six wide goals:</p> <ol style="list-style-type: none">1. To create an experiment that would employ all the unemployed in the region.2. To compare economic and welfare impact of the full-time employment model and the existing model of welfare and employment services in Finland,3. To find novel ways for supporting employment and create good practices on the national level,4. to analyse what portion of the unemployed needs supported employment,5. to prevent marginalisation and find out how much health services are needed,6. to offer a job for every unemployed person. <p>The goal of the project was an ambitious social experiment conducted in a region that socio-economically does not rank high in Finland. By giving everybody an employment the project aimed at activating the participant. The project combined employment, social and health policy goals.</p> <p>The employment goals of the project were successful up to a certain extent. However, the main difficulty with the project was structural. The project did not create new job opportunities and was dependent on the employment opportunities in the region. Since there were no new job opportunities created, the participants did not get long-term effects. Especially for the young, the project was perhaps more successful in health and social policy issues. The perspective of sustainable employment was lacking.</p> <p>According to the scientific study of the project, especially concerning young people, the project managed to high light certain issues which prevent young people from joining the labour markets. In this the</p>
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	<p>project was perhaps more close to other forms of detached youth work in Finland, which aim at empowering the young and helping them to move forward, usually in training and education to increase their employability.</p> <p>As an unintended consequence, for many of the young people employment opportunities in the region are scarce and moving away from the region is needed. The results show that for some young people the project may have meant that it took them a year more to move away because the project offered an opportunity to make a living in their home region.</p> <p>Main weaknesses of the program can be considered a high price of it (al though majority of the money actually circulated back). The results are a bit open, since it is difficult to evaluate the economic impact of the increased welfare. Also, the project was dependent on the structural issues and was not able to change the over-all employment situation within the region.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people?</p> <p>The project identified different factors that prevented young people of being able to activate. Life skills were supported and guidance was offered. The program integrated work-place learning methodologies to help young people to better cope with the requirements of the working life.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention. Give a reason why you value it as a good practice? Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p> <p>The project was based on the idea of full-time employment. This way the general idea of the project emphasised activation of all of the participants. The project also integrated health and social services and offered support in coping with the long-term effects of the unemployment. The integrated model enabled the project to offer a low threshold support. According to the evaluation of the project, there were identifiable benefits in the program concerning health and welfare. The activation principle of the project</p> <p>The difficulties in replication are as follows: since the location of the project, Paltamo, is a small municipality, scaling the project would probably create difficulties. Also, the project did not succeed in creating new job opportunities. For this reason, the project might also</p>



	<p>compete with the open labour markets in places there were are a lot of job opportunities.</p> <p>I am tempted to agree with the conclusions of the empirical study which stated that the project emphasises the need to take these perspectives into account (the actual list is longer, and I have chosen youth-related conclusions):</p> <ul style="list-style-type: none">- The model is best suited for long-term unemployed and young people. The time span of the project should be limited. However, if this the target group is limited the original idea (employment for everybody) is going to be lost.- There is a need to offer mentoring, coaching and even health survised when the unemployed are activated. An individual support is needed.- There is a need for financial guidance: lot of the participants of the project were in debt.- Some of the unemployed face difficulties in getting in the Finnish labour markets. For them, supported employment might be the only solution.
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Diffusion of EU youth employment initiatives

The EU initiatives in general have not influenced Finnish employment policies in a significant manner – at least they have not influenced public debate, scientific studies or policy debates. Rather strong nordic welfare model of Finland has been negotiated mainly based on the general starting points of Finnish models. Perhaps international influences have been debated more on workfare/welfare- categorisation in stead of EU initiatives. (cf. Karjalainen & Keskitalo, eds., 2013.) Using that categorisation it is claimed that the idea of active employment policy has marked a shift in the general welfare policy. (This debate is pretty active at the time of finalising this report, December 2017-early January 2018. The Finnish government came up with the new law in December 2017. There have numerous media stories, the social media attention has been heavy. Trade unions have hinted that they might go on political strikers. On top of this all, a markedly popular citizen initiative was launched to cancel the law. 50 000 citizens signed the initiative is enough so that the parliament needs to take the initiative into the decision-making process At the time of writing, over 125 000 people have signed the initiative.) Youth researchers have been generally critical, and have even talked about the activation carousel which results in the policy demands that prevent employment officials from tackling the root causes of the program, and who are required to offer hasty activation measures (Haikkola , Näre & Lähteenmaa 2017).

The Youth Guarantee initiative has been discussed a lot of Finland, mainly due to the fact that Finland was one of the forerunners of the Youth guarantee model and accordingly the European model has been discussed. It has not, however, affected Finnish policy significantly. According to the end report of Finnish youth guarantee



Finland was active in sharing the experiences, but the direction was precisely from Finland to Europe, not the other way round. (Savolainen al. 2015, 42.)

The Youth Guarantee model was followed closely by the media, and since the unemployment rose during its implementation the reception was somewhat critical. The national audit office reported that youth guarantee has been one of the two most important activation measures. According to the evaluations the project failed to show its efficiency, but was affected by the economic recession. (National audit office 2014.) This was referenced by the media very closely. Youth researchers engaged in the discussions and adopted a more critical perspective criticising youth guarantee for not being sensitive enough to the cultures and lives of the young (Gretschel & al. 2014). The wide media coverage is highlighted by the fact that in the year 2013 and 2014 the word 'nuorisotakuu', youth guarantee in Finnish, was mentioned over 50 times per year in the largest newspaper in Finland, Helsingin Sanomat. (Information searched on 13.1.2018.)



Consistency of the policies for youth inclusion

The problems in transition to labour markets can be analysed by looking at the age of young people. One category is under 16 year old young people. Young people complete their basic education at the age of 16 in Finland. Another group is young people under 21 year old. For this group of young people, the problem usually lies in making the transition to further education, be it secondary or tertiary education. A third group consists of young people over 21 year old. For them the problem might be getting into the labour markets or extended periods of unemployment. (Asplund-Koistinen 2014.) Consequently, methods for working with different young people will probably require different methods of working as well. For the middle age group, the aim is to empower them to education. For the older age group, the methods connected more closely to labour markets if probably required.

Finnish youth policy has emphasised the need for cross-sectoral co-operation in employment policy – with the relevant fields of educational policy, social policy and welfare policy in general. The legislation in Finland supports cross-sectoral co-operation: according to Child Welfare Act municipalities are required to produce a horizontal welfare plan for children, and the Youth Act “stipulates that local authorities must have a coordinating body for local cooperation with representation from the local educational, social and health care, and youth administrations, as well as from the labour and police administrations” (Youth Wiki, Finland). Both of these cross-sectoral plans emphasise the public administration’s wish for cross-sectoral co-operation.

This is exemplified in the most effective programs in Finland. Youth Guarantee (see chapter 3) in Finland was based on the idea of combining welfare, health, social and employment policy; workshops (discussed in detail below); the Paltamo model (also discussed in chapter three) combined different policies. The aim in all of these is to lower the threshold in accessing the services. Also, removing the obstacles in making the transition to labour markets and secondary education is an important goal. To achieve this, different services need to be integrated. One might describe that there is an element of universalism in all of these services: although the services are mainly offered for NEETS, the services are offered to all the young people within this group, but they are tailored to meet the situation of all the young people.



Table 6 A brief overview of selected youth employment interventions related to components of social policies

No	Name	Level	Main target group: ²²	Starting year; end year	Funding source	Part of EU initiatives	Evaluation	Impact of the policy measures	Trends in the way selected policy measures influence unemployed young people
1	Workshops	National	D. Targeted to risk group	1980	National, local	Yes ²³	Yes, positive	Workshops provide support for young people. For the majority of them workshops are a useful experience which helps them in forming future plans. The workshops are popular and they reach the target group well. Majority of the young people continue in education, employment or training after the workshop period.	Workshops are a recognised part of the welfare/employment policy network. They are recognised by the young, and are widely used services within the target group. They provide guidance, bridge young people to other services and in some cases provide learning of prior recognition in vocational education (some workshops have developed detailed ways of getting learning by doing in the workshops recognized by vocational schools.)
2	Vamos Helsinki	Local	D. Targeted to youth at risk	2008	European Social Fund, national, local	Financed by European Social Fund	Yes, positive	Vamos Helsinki aims at finding young people who have no relation to other	Vamos Helsinki is known by the target group and also by the social network. By combining outreach youth work, health services, peer support and career

²² a. targeted youth, b.universal, c.targeted risk group, d.targeted to youth risk group

²³ According to the Database of labour marker practices: “The measure is consistent with the Europe 2020 strategy and in particular the flagship initiatives “European platform against poverty and social exclusion” and “An agenda for new skills and new jobs”



								<p>services. In this they succeed well. There are positive changes in the over-all well-being of the young who attend the project. The satisfaction in life increases. The young have adopted positive expectations towards the future during the project.</p>	<p>guidance Vamos Helsinki tailors different service paths to individual young people. These service paths are based on individual, voluntary consent.</p>
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The reasons for choosing the measures above are:

Workshops are a recognised and fairly long-lasting measure of the working with NEETs (the method itself was developed even before the concept of NEET existed). Workshops are financed by the state budget, and they are seen as one of the arenas in promoting the current government program Youth guarantee towards community guarantee. There are reliable statistical databases for evaluating the scope and impact of workshops. They are also recognised as a best practice in the Database of labour market practices. The workshops have during this decade been co-operating more with the formal sector and have continued to develop the cross-sectoral networks combining different welfare services for the young.

The VAMOS Helsinki model was built for meeting two challenges: some young people 'drop out' of the service system, on the other hand encounters with the welfare system of the young do not always produce the desired results. To overcome these challenges an integrated model of working with the young was developed. The novel ways of reaching out to the young and in combining different social policy and youth policy goals to employment policies has caught the attention of the public media and other officials. The model has expanded to the cities of Espoo, Kuopio, Lahti, Oulu and Turku. There has been a willingness to finance the project by the state and by the local communities. The project has been evaluated, and is able to provide evidence for the success of the project.



Detailed description and evaluation of the selected measures

Name of the initiative	Työpaja Workshops
Short description	<p>(Primary/Main) aim of the measure: The aim is to create a community which provides both employment and counselling and training to young people. According to Youth Act of Finland, the aim of the workshop is to help a young person to access training, to complete training, or to get to the labour markets. The aim is also to improve life skills, autonomy, growth, and participation of a young person.</p> <p>Intended effects: To increase employability, professional capability, and social skills related to working.</p> <p>Target groups: People who need support to attach to work and training. (In 2015 57,7 per cent of the participants were young people under 29 years old – the definition of a young person in Finnish youth act)</p> <p>Eligibility criteria for beneficiaries: Intended for needs.</p> <p>Type of intervention (which type of ALMP & which elements of social policy): According to work shop pedagogy description: “Coaching in a workshop is meant to be a supported transition period, during which vocational direction is sought or another service that would better meet the needs of the participant is identified. The most important thing is that the participant will have a clear plan and direction for future after the workshop.” If necessary, rehabilitation services are offered. Below, a model of coaching process is offered. (Source: workshop pedagogy.)</p>



	<p><i>The coaching process. Qualified coaches are there to help, support and encourage workshop participants. Participants themselves must set their goals and take responsibility for their decisions.</i></p> <p>Level: Local Start/ end date: First workshops were opened in the 1980s Are stakeholders involved in the formulation/implementation of this measure: No How/through which institutions is this measure implemented? Budget (EUR, thousand) and source:</p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people who are entitled and who actually take part)/ number of young people who have found a job. Total expenditures for the program on annual basis; total expenditure per beneficiary? If not available, other expenditure data what is available.</p> <p>An annual number of young people in the workshops has risen in the last 10 years. In the years 2007-2016 the number of young people has developed as follows (Bamming 2017)</p>



	<p>Kuva 2: Työpajojen valmentautujat vuosina 2007–2016</p> <table border="1"> <caption>Data for Kuva 2: Työpajojen valmentautujat vuosina 2007–2016</caption> <thead> <tr> <th>Vuosi</th> <th>Kaikki valmentautujat</th> <th>Nuoret (alle 29) valmentautujat</th> <th>Alle 25 vuotiaat valmentautujat</th> <th>29 vuotiaat tai vanhempi valmentautujat</th> </tr> </thead> <tbody> <tr><td>2007</td><td>12 830</td><td>8 210</td><td>7 040</td><td>4 620</td></tr> <tr><td>2008</td><td>15 340</td><td>8 740</td><td>7 340</td><td>6 600</td></tr> <tr><td>2009</td><td>18 310</td><td>11 300</td><td>9 410</td><td>7 000</td></tr> <tr><td>2010</td><td>20 770</td><td>13 020</td><td>10 860</td><td>7 760</td></tr> <tr><td>2011</td><td>21 460</td><td>12 990</td><td>10 900</td><td>8 470</td></tr> <tr><td>2012</td><td>22 790</td><td>14 260</td><td>12 110</td><td>8 540</td></tr> <tr><td>2013</td><td>22 900</td><td>14 720</td><td>12 190</td><td>8 180</td></tr> <tr><td>2014</td><td>23 170</td><td>14 200</td><td>11 610</td><td>8 970</td></tr> <tr><td>2015</td><td>25 450</td><td>14 730</td><td>11 560</td><td>10 290</td></tr> <tr><td>2016</td><td>25 770</td><td>14 870</td><td>11 440</td><td>10 200</td></tr> </tbody> </table> <p>Lähde: OKM/AVI, Valtakunnallinen työpajakysely</p> <p>Gray line represents young people under 25 years. Total number of those young in workshops in years 2007-2016 is 104 460. (Suomen nuorisotilastot)</p> <p>Total costs of the workshops have developed as follows: 2014, 104 461 899 euros 2015, 111 945 196 euros 2016, 108 617 079 euros</p>	Vuosi	Kaikki valmentautujat	Nuoret (alle 29) valmentautujat	Alle 25 vuotiaat valmentautujat	29 vuotiaat tai vanhempi valmentautujat	2007	12 830	8 210	7 040	4 620	2008	15 340	8 740	7 340	6 600	2009	18 310	11 300	9 410	7 000	2010	20 770	13 020	10 860	7 760	2011	21 460	12 990	10 900	8 470	2012	22 790	14 260	12 110	8 540	2013	22 900	14 720	12 190	8 180	2014	23 170	14 200	11 610	8 970	2015	25 450	14 730	11 560	10 290	2016	25 770	14 870	11 440	10 200
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<p>Targeting</p>	<p>Which are the target groups of this measure? Is this program especially targeted to young people or to all unemployed? If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)</p> <p>The workshop model is targeted for all unemployed. However, the youth work shops are governed by the Youth Act of Finland and is systematically moderated. The work shops intended for young people get a special finance.</p>																																																							
<p>Youth involvement</p>	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way; please describe if Yes</p> <p>The involvement of the young in setting goals is integral in the workshops. According to annual workshop surveys, 66 percent of the workshops evaluate that young people are able to participate in the planning on a regular basis. 32 percent of the workshops evaluate that young people are able to participate sometimes. Young people are able to participate in their individual programs and are also able to influence the communal level.</p>																																																							
<p>Links to EU initiatives</p>	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and</p>																																																							



	<p>apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p> <p>European Social Fund has allocated money for the workshops.</p>
Available evaluations	<p>Are there evaluations on this program available? (Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring? Are they internal (by the agency implementing it) or external (e.g. by scientific institutes); If evaluations of this program are available how detailed is the information provided? (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending).</p> <p>Please summarize the results of evaluations.</p> <p>The workshops are followed statistically on an annual basis. The country situation can be accessed via Finnish youth work statistics. More comprehensive reports are provided annually (cf. Banning 2017.) A follow-up study found out that 63 percent of the 27 young people interviewed had found a positive solution to their lives and their either in education, training and education. (Häggman & al. 2016.)</p> <p>Also, some youth studies have been made concentrating on the qualitative aspects of the workshops. Ismo Tamminen's (2006) research on the unemployment of consecutive generations in the context of youth work shops evaluated that "The customers of the workshops are unemployed, and many share social risks at home. Therefore the workshops do reach the target groups of the active welfare policy among the youth. Bringing the individual trainers to most of the workshops has been a major footstep in the traditional work-oriented trainee period. It has also opened up possibilities to develop work trainee's tasks both together with the individual trainer and as a special form of trainee. Immediate results of the workshops are good."The evaluation by youth researcher Tapio Kuure (2012) developed ways of measuring the impact of workshops. In addition to these, lots of graduate theses have been made on work shops. There have also been research on the methodology and pedagogy of the workshops, most recent being Kolehmainen 2017.</p> <p>According to the results, in 2016 the workshop 'bridged' (Banning 2017) 29,8 per cent young people to training 16,4 per cent labour markets 25,9 per cent unemployed 20,0 per cent to other coordinated services 7,9 per cent elsewhere (including military service and family leave)</p>



<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects? Assessment of the magnitude of the effect? Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)? In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>The workshops aim at promoting learning-by-doing and creating a peer support environment for helping young people to better adapt to the requirements of work, training and education. They offer individual support and training on ensure this goal. They also aim at recognising the learning taking place at workshops and helping to validate this in vocational education.</p> <p>Workshops gather a large amount of young people and help them to make transitions to education and work. The program is intended for those young people that have difficulties in accessing labour markets or meeting the requirements of education. The results seem to show that the goals of the project are met – al though one is able to influence all the young people in the program, the percentages moving on seem to be high, especially given the sensitive situation of the young.</p> <p>The strengths of the program are individual support, individualised learning programs and youth-centered approaches. The training period is a matter of months so the main aim is to help young people to move forward. The process is evaluated and monitored. The model has spread all over Finland and is available in most of the municipalities. If criticism is to be offered, the links between employers could be stronger in some cases.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people?</p> <p>The lack of life skills, self-respect or know-how is tackled in the project. Most of the workshops combine social support, rehabilitation and working together. The aim is to empower young people to better cope with the requirements of training. There is a huge amount of young people with only basic education in the workshops. Given the high requirements of knowledge economy such as Finland, the primary aim for this target group is to get to education. Therefore, the success of this project cannot be employed by looking at employability.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main “success factors” of this intervention. Give a reason why you value it as a good practice? Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p> <p>Workshops combine employment, youth , social and educational policy</p>



	<p>perspectives. This way workshops are able to offer different kind of services depending on the needs of young people. The project is based on actually working in a real-life settings and doing something, be it mechanics, media work, handicraft or for example cooking. The workshops offer something to do while at the same time working with the young people. The basic principles are adaptable to different settings (al though of course local networks influence how workshops actually work). One of the critical conditions for success is the ability to bridge young people to different services. Therefore, professional networks have to function properly and the quality of the networks has to be secured. In many cases this is also the case in Finland.</p>
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Name of the initiative	Vamos-palvelut Vamos-services
Short description	<p>(Primary/Main) aim of the measure:</p> <p>To increase the resources of the young and to help to access labour markets and education through integrated service system.</p> <p>Intended effects: To increase the resources of the young, to promote capabilities (in the sense of Martha Nussbaum) and to increase well-being.</p> <p>Target groups: All young people aged 16-29 living in Helsinki, Espoo, Kirkkonummi or Kauniainen.</p> <p>Eligibility criteria for beneficiaries: Based on the needs of young people.</p> <p>Type of intervention (which type of ALMP & which elements of social policy):</p> <p>Integrated service system which combines for example detached youth work, individual and peer guidance, social support, career counselling, work experiment (supported working in open sector).</p> <p>Services include:</p> <ul style="list-style-type: none"> • Detached youth work. Based on voluntary involvement of the young. The aim is to find a suitable service system for a young person. All of the decisions are made by a young person. • Activity Centre Rytmi [Rhythm]. Peer group counselling three times a week. Life skills and labour skills are learnt. • Start counselling 16 hours/week for those young people who are able to take part 4 times a week. Career counselling, employment skills. • Basic education start. Possibility to complete basic education if the young do not have that. • Peer group rehabilitation. Employment skills are increased through promoting life skills. A three month program. • Mind set. An individual support for young people who do not possess necessary skills. Counselling at home. The aim is to support young people



	<p>so that they gain trust and are willing and able to seek health services.</p> <ul style="list-style-type: none"> • Career counselling. An individual plan is made. The aim is to find work for all the young people. <p>Level: Local</p> <p>Start/ end date: Started in 2008. On-going and expanding form of work.</p> <p>Are stakeholders involved in the formulation/implementation of this measure? The services are tailored to meet the needs of a young people involved.</p> <p>How/through which institutions is this measure implemented?</p> <p>Budget (EUR, thousand) and source: Currently not available. Sources include European Social Foundation, municipalities, Ministry of Culture and Education and other state sources, private donations, the Deacon Institute of Finland</p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job.</p> <p>Total expenditures for the program on annual basis.</p> <p>Total expenditure per beneficiary? If not available, other expenditure data what is available.</p> <p>The over-all data not available. In 2013, 1343 took part in the services.</p>
<p>Targeting</p>	<p>Which are the target groups of this measure?</p> <p>Is this program especially targeted to young people or to all unemployed?</p> <p>If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)?</p> <p>Targeted for young people aged from 16 to 29 year old living in the capital region. The attendance is based on voluntary consent on the young. No criteria are set. The aim is to create an individual plan which help the young to gain services most useful to their life situation. There is a specific program for the migrant young and for the young asylum seekers inside the general model</p>
<p>Youth involvement</p>	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly</p> <p>Partly. The service structure is designed by organisers. Young people are able to influence all of the decisions concerning their career paths within the services.</p>



Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p> <p>The development of the model has been financed by the European social fund.</p>
Available evaluations	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring?</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p> <p>The program was evaluated in 2014 by the Deacon Institute and the University of Eastern Finland. The evaluation was done by interviewing young people involved in the program. The total number of interviewed young people was 120, 48 male, 71 women, 1 respondent did not indicate gender.</p>
Summary of evaluation results	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source.</p> <p>According to the results, significant amount of young people taking part in the services felt that their life situation had changed for the better. $\frac{3}{4}$ were confident or at least felt that it was probable that within 6 months they are either in education or labour markets. The study concluded that the basic idea of building self-confidence through dialogical work has been successful in increasing welfare and in promoting trust in the future.</p> <p>The original intention was to do a follow-up after a year, but since Vamos Helsinki does not keep registers, it was impossible to reach young people researched.</p> <p>(Alanen, Kainulainen & Saari 2014.)</p> <p>Thus, there are indications that this program is successful in helping young</p>



	<p>people to better cope with life. However, the long-term effectivity of the intervention has not been studied.</p>
<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects?</p> <p>Assessment of the magnitude of the effect?</p> <p>Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?</p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>The program has been successful in finding ways to reach the young people. It has also been successful in creating different service paths for the young. These service paths combine peer and individual support. The long-term effects of the program are hard to evaluate at the moment, but there are indications that taking part in the program produces well-being and helps young to take positive stance towards the future. This achievement is significant especially considering the clientele of the project which consists partly of young people that other services have 'lost'.</p> <p>At the moment the model is expanding to other cities in Finland. I have been unable to access comprehensive data on the impact of the program totally. However, it seems that this effect is increasing.</p> <p>The impact of VAMOS has been studied from the well-being point of view. However, the exact impact of the employability is hard to evaluate at the moment. One point of development is obviously developing more reliable tools for evaluating the program using labour market indicators.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not?</p> <p>The program has been successful in reaching young people in the sensitive conditions. This is due to outreach youth work, which seeks young people, meets them where they want to, and starts to build work according to the needs of young people. The service system is to designed to respond to the needs and capabilities of the young people. The aim of the project is to empower young people so that they gain trust and are better able to cope with the requirements of the labour markets.</p>
<p>Interventions assessed as 'good practice'</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention.</p> <p>Give a reason why you value it as a good practice?</p>



example	<p>Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p> <p>The program is based on using youth work methods (especially outreach youth work) in connection with integrated service system. The peer learning dimensions has been well thought out and has been developed to meet different young people. The service paths are tailored to meet the needs of the young (not the other way around. The program has been active in creating networks with different stakeholders, the social networks of the young and also the media. The program is client-centered, and has develop different tools for providing low thresholds to different young people some of whom who are socially timid and withdrawn.</p> <p>While there could be more data on the long-term impact of the project, it is clear that taking part in the project has had a positive impact on the majority of the young. Due to these reasons, the project is currently expanding and seems to be applicable to other contexts besides the capital area in Finland as well. There seems to be reasons to argue that the program has been successful in integrating young people back to the service system and in helping them to come up with the future plans about their future paths.</p>
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