

# PROMOTING AN INCLUSIVE LABOUR MARKET AT LOCAL LEVEL

SOCIAL INVESTMENT IN CITIES



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## INTRODUCTION

For several years job creation and the fight against unemployment have been high on the agenda of the European institutions and the member states. Different initiatives have been launched to promote smart, sustainable and inclusive growth, stimulate the economy and to create jobs.

Nevertheless the employment situation in Europe continues to remain critical and risks becoming a structural problem. The challenges are well documented from low levels of growth and job creation, to a mismatch of skills to labour market needs. There has been high youth unemployment, a growing number of young people not in employment, education or training (NEET) and a rise in the numbers of long term unemployed and early school leavers. Barriers to labour market access persist for many groups. Even in parts of Europe where employment is increasing many people find themselves without adequate resources to live. Inequality and poverty, including in-work poverty, are on the rise.

In the EUROCITIES Declaration on Work we make it clear that in order to effectively tackle the challenge of worklessness in Europe and achieve long term sustainable employment a holistic approach is needed. This approach should recognise the role that cities play in developing the inclusive labour market landscape. Even though cities do not always have a formal leading role or direct responsibility they do carry out initiatives that are crucial to boost employment and promote inclusive labour markets at local level.

European cities are committed to providing integrated and quality social services to people to ensure their active inclusion in the labour market and society and to foster social cohesion. They are frontline providers of social schemes and coordinate projects between diverse organisations at local level. This contributes to the overall objectives of the European Commission to modernise welfare systems and in particular to improve the efficiency and effectiveness of social intervention through affordable and quality public services.<sup>1</sup>

EUROCITIES, as the network of major European cities, identifies good practices from cities, facilitates mutual learning, and raises awareness of these practices amongst regional, national and European stakeholders through our activities.

In March 2015 the Social and Employment Council<sup>2</sup> defined and highlighted the importance of **inclusive labour market measures** including schemes and public interventions that aim to increase the employability and participation of people that are far from the labour market. These people can be in disadvantaged situations, at risk of discrimination, and face other specific barriers when accessing the labour market.

The good practices in this publication help to identify some of the actions cities take to support an effective inclusive labour market at local level.

<sup>1</sup> European Commission, Communication from the Commission to the European Parliament and the Council, 'Towards Social Investment for Growth and Cohesion – including implementing the European Social Fund 2014-2020', 20 February 2013, COM(2013), available at: <http://goo.gl/PN85Pi>

<sup>2</sup> Draft Council Conclusions 6182/15 'Moving towards more inclusive labour markets', March 2015

## CITIES AT WORK: KEY FINDINGS FROM THE GOOD PRACTICES

From the very different examples, it is possible to identify city led actions and measures that promote an inclusive labour market and enhance the effectiveness of other policy interventions taken at different levels.

### 1. NEEDS ASSESSMENT: DEFINING THE TARGET GROUPS

In all the practices people in disadvantaged or vulnerable situations are the clear target groups. The target groups identified are:

- young people in vulnerable situations (short and long term unemployed, migrants, young adults with various addictions, young people with mental illness, ex offenders)
- long term unemployed including people not accessing welfare benefits
- EU and non-EU migrants
- people over 50 years old
- people with disabilities

### 2. HARNESSING CITIES' KNOWLEDGE OF THE LOCAL LABOUR MARKET AND THE SKILLS NEEDED

Cities play a pivotal role in assessing labour market needs, in identifying pathways for skills development, and in designing and implementing tailored employment services adapted to the local community.

To do this cities promote:

#### Upskilling

- Provision of VET courses tailored to the needs of the local labour market and based on local economy analysis, including key sector assessment and creation of on the job training.
- Development of specific methodologies to help vulnerable young people. For example young people with mental illness, to get their school certificate and become reintegrated into society and the labour market.
- Provision of language courses integrated with IT and VET courses.

#### Provision of highly personalised support to unemployed people

- Offering a personalised service under the guidance of employment coaches, mediators and facilitators.
- Close follow up by an occupational therapist that ensures both employers and the participants have constant support.

- Specific actions by neighbourhood employment facilitators to reach out to people from disadvantaged groups and motivating them to participate in customised labour insertion measures.
- Native speakers, also known as 'anchors' working within the public employment service offices and guiding migrant beneficiaries through the different available services.

#### Provision of traineeships and work placement

- A combination of work trial experience and subsidised work system.
- Supporting migrants into the local labour market by providing them with work experience through a traineeship, job trainings and language courses.
- Individualised approach: staff from the employment service identify the best traineeship opportunities among public offices, private companies, and associations.
- Traineeships offered to younger and older workers: defining a personalised profile and providing support throughout.
- Profiling job opportunities and matching them with local labour market needs.
- Creating an online platform which allows traceability of information among social service and job placement professionals.
- Using an online platform to create personalised profiles, undertaking online job searches, managing online claims and accessing job opportunities.
- Implementing a competency assessment model: to enhance the skills of people beyond their previous training and professional experience.

### 3. WORKING IN PARTNERSHIPS WITH OTHER STAKEHOLDERS

Cities need to work in partnership with national authorities to get the right degree of flexibility from national frameworks in order to adapt policies to local realities such as the needs of the local labour market and the characteristics of the target groups.

Cities can use 'soft power' to help build and lead partnerships to maximise the use of local social, human and economic capital. These partnerships can take different forms from top down to horizontal with the city and other actors working together. For example they can lead to the setting up of an ad hoc consultative body or a new public-private partnership.

With cities leading and supporting such partnerships it also ensures that the initiative has the right knowledge and expertise involved including that coming from the third sector and the academic field and that a strong link with the local private sector is promoted.

#### Main types of partnerships promoted by cities are:

- Cooperation with other levels of government (partnership with the national employment service and with relevant national ministries such as education, labour, welfare, and justice).
- Cooperation with private employment agencies.
- Cooperation with third sector associations (migrants' associations, youth organisations, NGOs possessing specific expertise in supporting vulnerable groups).
- Partnership with VET and formal education providers.
- Partnership with employers, private companies and business associations.
- Partnership with trade unions.
- Partnership between the city responsible for coordinating and evaluating the activities and the private delivery entities responsible for providing the welfare services.
- Partnership between the city and other different public and private actors to establish non-profit social enterprises.

#### 4. COORDINATION ACROSS CITY DEPARTMENTS AND SERVICES

The coordination of different departments and initiatives at city level not only maximises impact and increases efficiency but also leads to more accessible and user friendly services.

##### Examples include:

- The creation of one-stop shops providing both employment and social services, including mobile one-stop shops going into deprived urban areas to increase the outreach of the services provided by cities.
- Coordination between different city departments providing employment and social services, targeting groups that have difficulties in accessing those services.
- Welfare counselling used as an entry point to other services: for example beneficiaries are identified by welfare organisations working on parental support and then offered professional training or employment opportunities.
- Provision of integrated welfare programmes through unified municipal vouchers offering a wide range of services. For example language courses for migrants, adult education courses, workplace training, and internships.

## CONCLUSIONS

As highlighted in the EUROCITIES position on the EU Urban Agenda, cities are drivers of quality jobs and sustainable growth. Cities are major employers, procurers, social service providers, regulators and investors with a strong role to play in supporting SMEs and entrepreneurs, and brokering new partnerships.

This publication shows how city authorities can design effective tailor made and integrated services to support those furthest from the labour market. The most effective initiatives in this field are rooted in local communities and have an advanced understanding of local conditions and the local labour market.

Cities are crucial in the fight against unemployment and social exclusion. They are pivotal actors in promoting better policies and more effective interventions that lead to significant outcomes, which activate the workforce, improve employability and provide jobs opportunities.

EUROCITIES believes that policies and measures in this field must be ambitious, and that a stronger and more systematic role for local authorities will strengthen their overall impact. This should be established through a specific commitment from European and national bodies to involve cities in the design, implementation and evaluation of the measures needed to address the challenge of increased labour market exclusion.



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"The information contained in this publication does not necessarily reflect the official position of the European Commission".

# BARCELONA



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## THE LABORA PROGRAMME

**A PUBLIC-PRIVATE PARTNERSHIP PROMOTED BY THE LOCAL GOVERNMENT FOR UNEMPLOYED PEOPLE ESPECIALLY AT RISK OF SOCIAL EXCLUSION.**

Barcelona is currently immersed in an economic and social crisis. According to data from the Catalan Government, in December 2014 Barcelona had 99,056 registered unemployed citizens. There is also an increase in long term unemployment and of people experiencing or at risk of social exclusion. At the same time the Barcelona City Council launched the LABORA programme, which aims to promote specific measures for those unemployed people especially at risk of social exclusion.

**2,621 PEOPLE**  
WERE SERVED

**200** JOBS  
AVAILABLE ON  
THE PLATFORM

**132**  
INSERTIONS  
INTO EMPLOYMENT ACHIEVED

## SUCCESS FACTORS AND RESULTS

Since it was started in December 2014, the LABORA programme has delivered timely results thanks to a team of 8 job placement professionals and 23 mentors distributed across the city, with more being placed in areas with higher volumes of people at risk of social exclusion.

The programme provides a comprehensive response to unemployment of vulnerable groups through the coordination of several CSS and networking with third sector organisations who provide human resources, expertise and specific know-how in the field of employment of vulnerable groups.

The programme is linked to the leading private employment agencies in the city and to more than 40 private businesses.

- From 1 December 2014 to 15 April 2015:
- 3,929 people accessed the Centres for Social Services
  - 2,621 people were served
  - 1,263 companies were contacted
  - 200 jobs were made available through the programme
  - 132 insertions into employment were achieved

## INNOVATION

The main innovation of LABORA is the partnership between the local administration of Barcelona City Council, third sector social organisations (both NGOs and social enterprises), private companies and private employment agencies to provide employment pathways specific to the target groups.

The programme also aims to establish a local labour market observatory, by commissioning sectorial studies and analysing user data, in order to specifically observe the trends of the

local economy and address the skills mismatch. The online platform provides a constant monitoring of the programme including actions carried out and users served, which can be consulted by all stakeholders.

The platform also serves as a database of user profiles and job offers, matching job seekers to job opportunities available in the private sector, the third sector and the local administration.

## CHALLENGES, LESSONS LEARNED AND RECOMMENDATIONS

One of the main challenges was setting up the public-private partnership, which is the core of the programme. Even though the implementation of the programme started very well, it remains challenging to involve so many different parties in the day to day operations of the programme. The definition of a comprehensive model based on a 'one-stop shop' requires a tremendous effort in identifying and coordinating the different services and resources of the city.

Some of these challenges were solved through establishing working groups composed of representatives from the different parties involved.

These working groups are organised around the major tasks of the programme (competency model setting, identification and coordination of resources, etc.) and meet regularly to discuss progress.

Even though it is a relatively new programme, LABORA has become the recognised employment service for people with difficulties in accessing the labour market and at risk of social exclusion in the city. LABORA aims to coordinate and readapt the existing employment and social services in order to respond to the needs of the target groups.

## THE LABORA PROGRAMME

The LABORA programme is promoted by the local government, implemented by social services, and designed and managed in cooperation with the third sector. Its main objective is to create a protected labour market enriched with job opportunities for the most at risk. Particular attention is paid to matching specific labour market opportunities with the personal profiles of beneficiaries.

The main target groups identified are:

- young people between 16-24 years old who are long term unemployed, young migrants, and young adults 25-35 years old with various addictions
- long term unemployed including specific profiles such as women without benefits
- migrants
- people over 55 years old

LABORA is a partnership between the Catalan Entities for Social Action, the Federation of Insertion Companies of Catalonia, the Red Cross and around 140 businesses. It brings together their know-how to define a model for employment promotion and placement for the most vulnerable people in the city.

The key features of the LABORA programme are:

- A one-stop shop for citizens accessing the 40 City Centres of Social Services (CSS) in search of answers to their employment and social needs. For example support to school drop outs, protection against violence, etc.
- A protected labour market for people with difficulties integrating into the mainstream labour market and identifying public and private job offers for beneficiaries.

- A personalised service under the guidance of an employment coach who performs a socio-demographic profiling partnership to assess the beneficiaries social needs and employability.
- Implementation of a competency assessment model to enhance the skills of people beyond their training and professional experience, and give them a customised employment plan.
- A comprehensive individualised model that responds to the social and labour needs of the people accessing the social services centres in the city.
- An online platform which allows for the traceability of information among social services and job placement professionals, creating personalised profiles and matching job seekers to job opportunities.
- Access for beneficiaries to a wider range of services including professional training programmes already promoted by the city.



# ESSEN



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## THE PROFESSOR EGGERS COURSE A PROGRAMME ASSISTING YOUNG ADULTS WITH MENTAL ILLNESS TO OBTAIN A SCHOOL CERTIFICATE TO IMPROVE THEIR EMPLOYABILITY AND AUTONOMY.

Experiencing mental illness during childhood can mean spending time in clinical therapy instead of going to school. This can result in young people leaving school without any certificate or chance of integration into the labour market.

About 300 young people leave school without any certificate every year in Essen and without any prospect of integration into the labour market. About 4,000 young people under 25 years old are unemployed and live on welfare; one quarter of these are single parents.

In the framework of its screening project 'Support 25', which ran from 2007-2009, the job centre in Essen found out that nearly all of their 300 clients under 25 had been diagnosed with a mental health issue (post-traumatic and stress disorder, depression, borderline disorder and others). At the same time in 2006 the Professor Eggers Foundation and the Volkshochschule, started a partnership to offer courses devoted to young people with mental illness.

The Professor Eggers Foundation specialises in socio-psychiatric and rehabilitative living and housing models for young people suffering from schizophrenia or other mental illnesses. The Volkshochschule is an adult education centre with a Department for Second Chance Education.



YOUNG PEOPLE WITH  
 MENTAL ILLNESS  
 ARE ABLE TO OBTAIN  
 THEIR **SCHOOL**  
**CERTIFICATION**



**70%**  
 OF THE BENEFICIARIES WENT ON TO OBTAIN  
 A FURTHER SCHOOL CERTIFICATION

- constant individual feedback given to the students
- specific evaluation of all courses given

Specific attention is paid to the preparation of the transition from school life during the course to working and social life, in particular through:

- training to write CVs and prepare applications
- training in public speaking and communication
- training in IT
- a two week internship
- attending a series of events that advocate the integration of young

- people with mental illness in an entertaining way
- theatre projects
- photo exhibitions
- a joint initiative with the local rotary club to restore and preserve historical public signs

### SUCCESS FACTORS

- The results achieved so far are much better than expected and show that young people with mental illness are able to obtain their school certification if they are supported in a dedicated way.

- After two years, over 70% of the beneficiaries went on to obtain a further school certification with eight of them either achieving a qualification to attend higher secondary education or receiving the highest German school certification.

- The individual and personal development of the beneficiaries was impressive with an evident improvement in their self confidence and social and communication skills.

### INNOVATION

- A specific methodology was identified to help young people with mental illness get their school certificate and become reintegrated into society and the labour market step by step.

sector associations involved has proven to be mutually beneficial and has led to positive results.

- Cooperation between the city of Essen (Adult Learning Centre) and the third

- The course itself is unique in Germany and shows the impact of such initiatives in terms of reducing prejudice and improving integration.



## THE PROFESSOR EGGERS COURSE

Started in 2006 the course is a joint project between the Department for Second Chance Education at Volkshochschule and the Professor Eggers Foundation. It helps young adults with mental illnesses like schizophrenia, depression and social phobias to obtain school certificates which they didn't receive during their compulsory

education because of their illness and hospital stays.

The specific features of the course are:

- a quiet learning environment in small groups
- psychosocial accompaniment by an experienced psychologist

- experienced teachers providing individual learning models
- additional support from a theatre pedagogue
- competence orientation
- a strict weekly monitoring of each student's progress

### CHALLENGES AND LESSONS LEARNED

This project addresses head on some of the main challenges that young people with mental illness face; from attending lessons daily to taking public transport and being asked to relate and communicate with classmates and teachers. This requires a specific individualised support and some dedicated investment in terms of the professional expertise needed.

The results achieved both in terms of formal educational attainment, personal development and social inclusion show that these kinds of initiative provide a unique opportunity for learning, improving self confidence and breaking cycles of isolation and bullying.



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## LINK TO WORK

**A PROGRAMME TO INTEGRATE MIGRANTS FROM EASTERN EUROPE INTO THE LABOUR MARKET AND PROVIDE THEM WITH COMPREHENSIVE SOCIAL SUPPORT.**

In 2014 Ghent had an average of 15,727 jobseekers of whom 5,584 were from an ethnic minority (35%). Also 7,142 of those, or 45%, had no or a low qualification.

In recent years the city of Ghent has been confronted with a large influx of Slovak and Bulgarian citizens, mostly of Roma origin, who are looking for better lives and job opportunities. Out of a total of 250,000 inhabitants in the city of Ghent, there are up to 10,000 migrants with Slovak or Bulgarian roots. In contrast, in 2014 only 638 people of Slovakian or Bulgarian origin were registered with the Public Employment Services.

The vast majority of these migrants are facing many difficulties in accessing the labour market due to their rather problematic backgrounds; including problems such as unfinished basic education, weak labour skills and no work experience. Most of them do not speak Dutch and face difficulties registering with the city authorities.

## THE LINK TO WORK PROGRAMME

To combat this, Ghent set up a steering group to design and implement actions in the field of migrant integration, one of which was the LINK TO WORK initiative.

The project aims to integrate migrants from Eastern Europe into the labour market. It focuses on the provision of comprehensive support to families facing various social issues and exploring effective methods to integrate the target groups into society.

The partnership implementing the project is led by the city and composed of:

- the regional and local public employment service (VDAB)

- a project NGO - 'Ghent - city at work' which belongs to the city and aims to promote more and better jobs. It is made up of over 60 partner-organisations in the field of employment, education and welfare
- a welfare organisation - De SLOEP supporting families with children.

The project consists of two sub-projects: 'Ankerfiguren' and 'Go between'. Both projects are regularly monitored and evaluated by all the participating organisations as well as by the workers involved in the initiative, with a constant exchange of views and experience sharing.

The two initiatives in brief:

- 'Ankerfiguren' is based on a personalised approach and brings together the different services provided to the target groups. Two 'anchors' or mediators of Slovak and Bulgarian origin, assist the unemployed by providing support with everyday matters such as housing or health care, answering their questions and guiding them towards the employment or social office, professional counsellors or language courses. These 'anchors' work within the public employment service offices (PES) to ensure contact with the target groups is smooth and easy.

**JOB SEEKERS AND NEWCOMERS CAN COMMUNICATE IN THEIR OWN LANGUAGE**



**TRANSITION FROM WELFARE TO EMPLOYMENT GUIDANCE**

- 'Go between' is an initiative implemented by the Municipal House of the Child 'De SLOEP' which offers a variety of parental support (education, housing, health etc.) to families with children from nine months to six years and in particular to pregnant

women, families living in poverty, or with migrant backgrounds. De SLOEP works closely with other welfare organisations. The 'Go between' project started from the realisation that parents who benefit from social support very often face serious issues

in finding their way into employment. Counsellors from De SLOEP and the PES form a team to guide the target groups towards the best social services for them, professional training or employment, providing their own specific expertise in each domain.

## SUCCESS FACTORS AND INNOVATION

- Ankerfiguren project**  
Having Slovak and Bulgarian 'anchors' proved to be successful: job seekers and newcomers can communicate in their own language and easily establish a relationship with them. The 'anchors' have been of substantial help in approaching the target group, providing useful information and establishing a valuable link between the target groups and local authorities.

As a result, registration with the official employment services has increased.

- 'Go between' project**  
The integration of welfare and employment services helped target a section of the population that would otherwise most likely never have been identified by the employment services. It was innovative to have the starting point as welfare counselling: beneficiaries are identified by welfare organisations working on parental support and then offered professional training or employment opportunities, with a seamless transition from welfare to employment guidance.

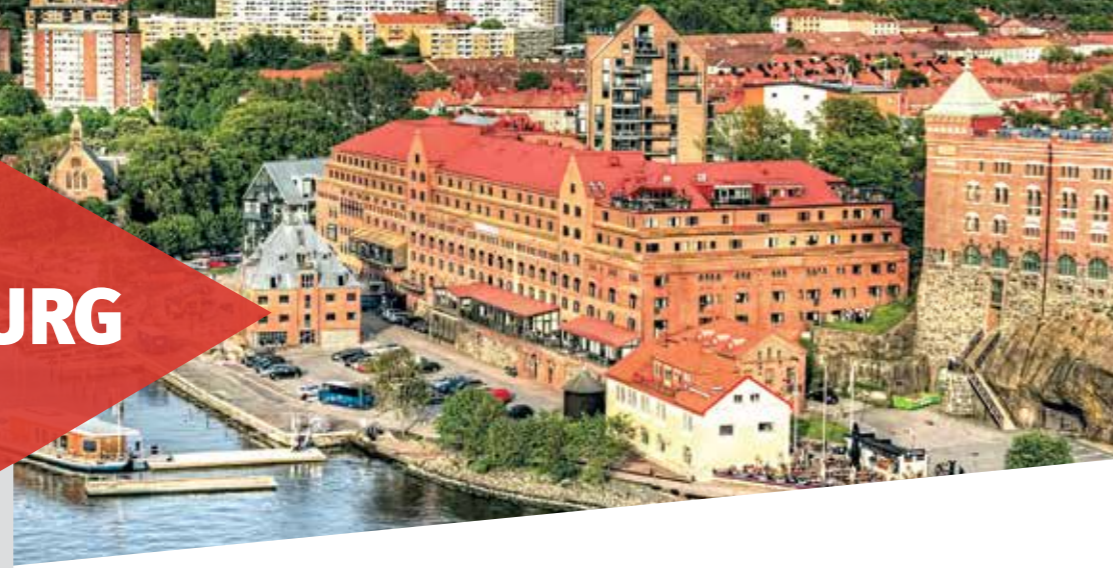
In autumn 2015 a publication on the LINK TO WORK initiative will be published containing a detailed description of the methodology and the main features of success.

## CHALLENGES AND LESSONS LEARNED

- Developing services starting from the client's perspective and providing intense guidance led to greater outreach.
- Mediation and counselling is based very much on trust: having mediators speaking the same language as beneficiaries helped create that trust.
- Thanks to the relationship with the mediators, beneficiaries turn to them with a wide range of issues, which are indirect obstacles to accessing the labour market. A holistic approach is therefore required in order to deal with these issues (housing, childcare, labour etc.) and specific investment is needed to coordinate and network different services.
- Focusing on the new influx of migrants including new EU-citizens or 'intra-European citizens' from former Eastern European countries and Roma helps target specific issues.
- Fine tuning the profiles and competences of the mediators and regular service providers is needed in order to improve the approach towards clients with 'atypical' problems and situations, such as, having a recent migration background or lacking some basic employability skills.



# GOTHENBURG



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## THE PUZZLE EMPLOYMENT FOR YOUNG PEOPLE WITH DISABILITIES

The current economic downturn has made it difficult for vulnerable groups to enter the labour market. The local labour market in Gothenburg is characterised by high unemployment rates among foreign born people and people with disabilities. Among people with physical disabilities the unemployment rate is even higher.

In the last 10 years in Gothenburg, the registered unemployment rate for people with disabilities has increased by about 10%.

After finishing school, an increasing number of the target group receive financial support through the Swedish Social Insurance Agency instead of entering the labour market or starting studies.

In order to improve this situation, the city of Gothenburg together with Bräcke diakoni (a NGO specialised in the inclusion of people with disabilities), the Public Employment Service and the Swedish Social Insurance Agency started a joint project called 'The Puzzle'.

## THE PUZZLE PROGRAMME

The main target group is people with physical disabilities between 18-35 years old. Most of them have never been employed.

Key features of the programme:

- The Puzzle is lead by Bräcke diakoni, in cooperation with the Public Employment Service, the Swedish Social Insurance Agency and the Gothenburg City Council.
- Bräcke diakoni has many years of experience in recruiting and promoting access to the labour market or further education for people with physical disabilities. Their success is based on professional skills development, in cooperation with the Public Employment Service, the Swedish Social Insurance Agency and other local NGOs.

- The Puzzle arranges flexible employment for the participants and provides financial support to the employer from the Public Employment Service. Long term support from occupational therapists from Bräcke diakoni is also provided to both employers and the participants during the whole project.
- The project has a clear and highly individualised approach; with participants having time to create their own objectives and build up their capacity.
- The project positively assumes that every participant is able to work.
- Bräcke diakoni provides on-the-spot support both for the employer and the participant.
- The Puzzle puts a great effort into matching the future employer with the employee.
- The Puzzle challenges the preconceptions about young people with disabilities among employers and also among the young people themselves.
- The project encourages authorities such as the Public Employment service and the Swedish Social Insurance to engage in new challenges and explore new possibilities in regards to the inclusion of young people with disabilities.
- The project has concentrated the city council's efforts towards the ambitious objective of employing people with disabilities.



COOPERATION BETWEEN THE CITY COUNCIL AND A WIDE RANGE OF ACTORS UNDER **THE UMBRELLA OF A SPECIALISED NGO**



**TAILORED AND INDIVIDUALLY DESIGNED** INTERNSHIPS

## SUCCESS FACTORS AND RESULTS

- The effective cooperation between the city council and a wide range of actors under the umbrella of a specialised NGO.
- Tailored and individually designed internships together with professional support.
- In the beginning the objective was primarily to mobilise participants' general interest towards the labour market or further education, now the project shows an increased chance of moving the participants into employment after they conclude their internships.

## INNOVATION

The project has identified that many employers are afraid to employ a person with disabilities.

One of the key innovative elements of the project is the close follow up done by an occupational therapist that ensures both the employers and the participant have constant support during the project.

The therapist also provides specific advice on how to make the work environment fully accessible to the participants. This support addresses the issues of mutual adaptation between the employers and participants that arise from the internship and contributes in the long run to building confidence and identifying common tools for facing obstacles and difficulties.

## CHALLENGES AND RECOMMENDATIONS

A number of factors impact negatively on the access of people with disabilities to the labour market, including:

- the overall economic crisis and the increasing level of unemployment
- the preconceptions and prejudices about the target group and their employability
- the low self-esteem among the target group
- the distribution of responsibilities and related services to several different authorities

The Puzzle as a project must pay particular attention to the following challenges:

- financial sustainability and future funding
- the efforts needed in order to promote tailored and individualised measures.





# HELSINKI



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## CREATING EMPLOYMENT PATHWAYS FOR MIGRANTS

### A COMBINATION OF LANGUAGE COURSES, WORK TRIALS AND SUBSIDISED WORK FOR MIGRANTS.

At the beginning of 2014 12.8% of the inhabitants of Helsinki were non-native speakers and it is forecast that by 2030 that the number will exceed 20%. In the Helsinki area there are 136 registered spoken languages and over 170 nationalities.

The labour market has also been changing and faces increasing challenges. The development of technology, the growth of the global market as well as the increase in the ageing population has affected the structure of the labour market. At the end of 2014 the employment rate of migrants was 52.7% while the employment rate Finnish people was 73.1%. In the capital area the sector with the highest rate of employment of the migrant population is in one with low paying jobs. Among some of the main reasons identified for the high rate of migrant unemployment are the scarce knowledge of the Finnish language, a poor level of education and the challenge of integrating into Finnish society.



OPPORTUNITY TO GET THE LEVEL OF **FINNISH LANGUAGE** NEEDED ON THE JOB MARKET



THE CITY WITNESSED AN **IMPROVEMENT IN EMPLOYABILITY**

- The trial work service is structured so that one or two days a week are fully reserved to language training (six hours a day). During this period the beneficiary is entitled to unemployment benefit and a daily allowance for study. It takes approximately four to six months.
- The subsidised work service, which comes after the trial work service, continues with two hours a week of language training. During the subsidised work service the beneficiaries have a temporary employment contract and get a salary. It usually takes from three to six months.
- After completing the programme, all the qualifications of the beneficiaries are recognised and acknowledged.
- The programme takes from eight to 12 month and the beneficiaries are fully committed for the duration.

## SUCCESS FACTORS AND INNOVATION

- Beneficiaries have a unique opportunity to get the level of Finnish language needed on the job market and to acquire some specific professional vocabularies.
- The city witnessed an improvement in the employability of the target groups thanks to the practical experience in working environments, the development of practical and transversal skills and the opportunity to get acquainted with Finnish life and work style.
- Work experience makes the beneficiaries more confident when looking for a job and more motivated to pursue professional training for specific careers.
- The combination of Finnish language training, trial work experience and the subsidised work system have proven to be very effective in improving the employability of the beneficiaries and responding to the needs of the local labour market.

## KEY FEATURES OF THE PROGRAMME

The city of Helsinki in cooperation with the national Employment and Economic Development Office established a support programme for the employment of migrants. The specific target group is made up of migrant people already registered at the Employment and Economic Development office.

- The programme is based on a combination of two services: employment through trial work service and a paid subsidised work service.
- The budget for the initiative was about €1.5m.
- Throughout the whole process, the beneficiaries can improve their Finnish language skills and access career guidance to improve their employability.
- Before the start of the programme the beneficiaries have to take a language test. Their needs are assessed and according to the result of the test they are advised on what type of training will be most useful for them.

## CHALLENGES AND LESSONS LEARNED

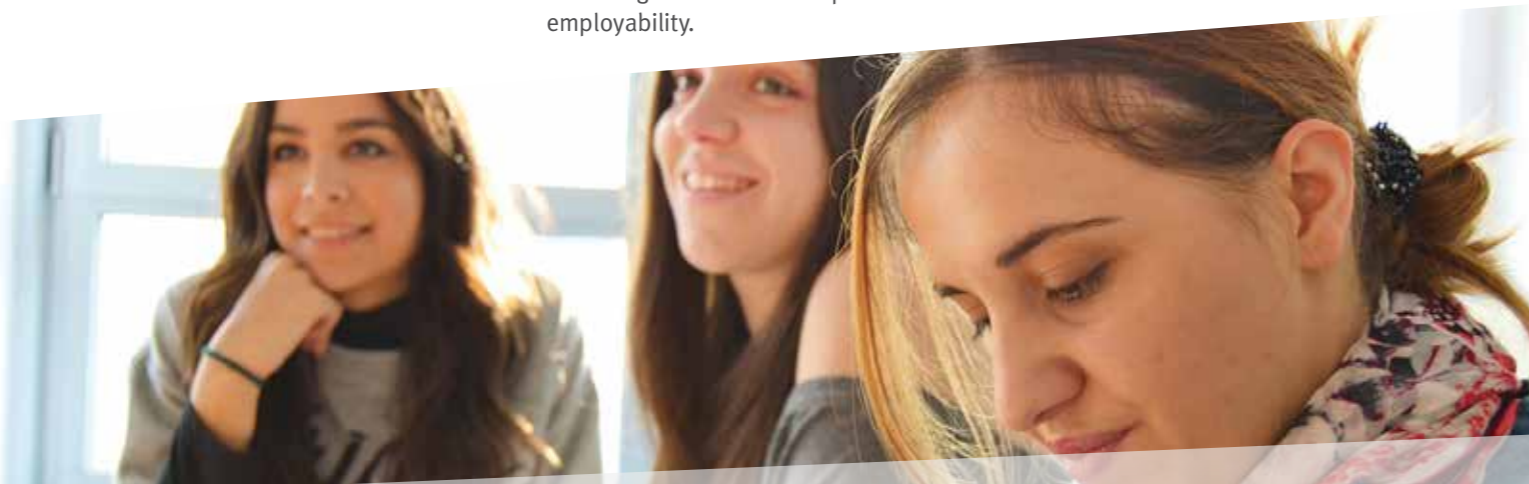
Dealing with a number of migrants job seekers requires a strong commitment as well as the right support mechanisms.

At the end of the current cycle of the programme, the city council does not have the necessary resources to offer public jobs directly to the beneficiaries therefore it is vital to reach out to the private sector and change employers' attitudes towards migrants.

The cooperation between the local employment office, the city council, several educational organisations and the employers is crucial for the success of the programme and should be intensified and strengthened.

The language training should be strongly geared towards a more vocational training – language orientation in order to boost employability.

Providing language learning and work trails in parallel resulted in the successful placement of migrants into the labour market.



# IZMIR



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## IZMIR CITY COLLEGE PROJECT A TAILORED SET OF VOCATIONAL EDUCATION AND SKILLS DEVELOPMENT COURSES FOR THOSE FURTHEST FROM THE LABOUR MARKET.

Izmir Metropolitan Municipality (IMM) is the third largest city in Turkey and according to data from 2013 from the Turkish Statistical Institute, the unemployment rate in Izmir is around 15.4% (the average rate in Turkey is 9.7%). In 2012 the women's unemployment rate in Izmir was 21.2%, 25.6% for young people, and 28.8% for the long term unemployed.

In the period 2006-2014 the Izmir Metropolitan Municipality decided to focus on a comprehensive approach to tackle unemployment, especially that of young people, women and low income families and was promoted by the IZMEB programme (Vocational Education and Skills Training Courses). In 2015 the IZMEB programme was structurally renewed and turned into the 'Izmir City College Project'.

### KEY FEATURES OF THE PROGRAMME

- The programme started in January 2015 and it is coordinated by the Izmir Metropolitan Municipality and partially funded by the Izmir Development Agency.<sup>1</sup>
- The target groups are: unemployed young people, women, the long term unemployed and companies that are in need of qualified staff. Additional targets are active workforces in need of specialisation and requalification as well as technical high schools and university students.
- The main aim is to enhance the employability of the target groups through the provision of different VET courses in a newly established VET city college tailored to the needs of the local labour market. The college is

supported by the city council in close cooperation with the local private sector and VET institutions. Some of the programme partners include: Yaşar University R&D Application Centre, the Ege University Solar Energy Institute, the Aegean Region Chamber of Industry and the Izmir Union of Chambers of Tradesmen.

- Partnership is ensured by a steering committee where all the stakeholders are represented. Specific agreements are signed with private companies in order to foster the link with actual job opportunities.
- Specific local labour market analysis and skills forecasting are undertaken in order to design tailor made courses focused on addressing the skills

mismatch at local level. For example, labour market analysis will identify the five most promising economic sectors in demand of labour for the next five years and the VET course will be designed accordingly.

- There is a clear focus to develop soft skills, as well as entrepreneurial skills and provide vocational guidance.
- The final aim of the programme is to enhance Izmir's competitiveness and economic development in key sectors and bring innovation to vocational education. For this reason, a specific focus is given to promoting entrepreneurship through Fablabs, a technical prototyping platform for innovation and invention.



**11 COURSES**  
LOCATED IN  
DIFFERENT  
NEIGHBOURHOODS  
AROUND THE CITY



**20,479**  
PEOPLE  
GRADUATED

### RESULTS

The 'Izmir City College Project' is based on the previous initiative IZMEB (Vocational Education and Skills Training Courses). Below are the results of the IZMEB project:

- The IZMEB training courses reached disadvantaged groups with 11 courses located in different neighbourhoods around the city.
- IZMEB provided free courses in 62 branches around the five priority economic sectors but also on languages, contemporary and traditional arts, cooking, music, etc.
- Between 2006-2014 a total of 20,479 people graduated from these courses.

### SUCCESS FACTORS

- A detailed labour market analysis and skills forecasting led to the identification of 20 of the best VET pathways and related courses needed in the city.
- The focus on entrepreneurial skills development and training them to create prototypes, designing five year business plans and commercial strategies.
- A large dissemination and awareness raising about the project addressing the target groups, relevant public bodies, businesses and NGOs.

### INNOVATION

- Governance structure: the project aims to create synergies between vocational education, employment opportunities and industry needs and improve cooperation between local stakeholders.
- Holistic approach to VET activities: the designing of courses based on the labour market and local economy analysis including key sector assessments and provision of on-the-job training.
- Wide target groups: not only the unemployed and the long term unemployed but also the active work force between the ages of 15-64 years old in need of a qualification.

### CHALLENGES, RECOMMENDATIONS & WORK FOR THE FUTURE

Cooperation with partners and stakeholders can be very challenging. To cope with this the project set up consultations, surveys and visits for all involved.

Even though the financial sustainability of the project is assured by IMM and Izmir Development Agency - which covers 75% of the project's budget together - looking for more sources of funding could be one of the next challenges.

The integrated approach of designing VET pathways tailored to the local labour market is a model that could be shared with other municipalities and implemented in pilot projects.

Particular attention must be paid to the accreditation and certification process as skilled trainees with a globally recognised certificate will find it easier to demonstrate to employers that they have the right knowledge, experience and education.



<sup>1</sup> Other programme contributors are: Izmir Directorate of Turkish Employment Agency, Ege University Vocational School, Young Businessmen Association of Turkey Aegean Branch, Aegean Free Zone.

# MADRID



## THE NEIGHBOURHOOD EMPLOYMENT PLANS

AN INTEGRATED EMPLOYMENT MEASURE BY THE CITY COUNCIL TO TARGET VULNERABLE GROUPS IN SPECIFIC NEIGHBOURHOODS.

In the first quarter of 2015 according to the National Labour Market Survey (EPA), Madrid's unemployment rate was 17.79%, the lowest unemployed rate among the major regions due to a decrease of 11.0%. However, some neighbourhoods are characterised by high rates of unemployment and the presence of vulnerable groups experiencing difficulties accessing the labour market.

Madrid's local government has made it a priority to revitalise employment in these neighbourhoods with the aim to promote a more balanced social and territorial development of the city. Since 2009, Madrid City Council and the Madrid Federation of Regional Neighbourhood Associations have been implementing specific Neighbourhood Employment Plans. These plans were launched to promote employment among the most disadvantaged groups: the long term unemployed, women, young people, NEETS, older and low skilled workers, and people with disabilities.

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## THE NEIGHBOURHOOD EMPLOYMENT PLANS

The Neighbourhood Employment Plans are a key tool in promoting the employment of the most disadvantaged people in the city. These groups are the priority of the Madrid Employment Agency (Agencia para el Empleo de Madrid - AEM).

The objective of this initiative is to attract residents that have difficulties in finding employment, provide them with customised career guidance and trainings that meet their needs, and facilitate their access to the labour market.

Each neighbourhood has developed an employment plan that includes three lines of action:

- outreach to target groups and careers guidance
- job hunting
- training and job placement

The approach used by the Neighbourhood Employment Plan is characterised by intense direct contact with the target groups to help facilitate their access to the labour market. Specific attention is paid to customising the services to bring vulnerable groups, who normally remain isolated, closer to local services.

The Neighbourhood Employment Plan also takes direct actions to tackle the issues specifically related to the target groups; for example lack of information regarding the city services or the job opportunities available.

In this context building trust is vital and a crucial entry point is through the informal social networks of these groups.

To do this the post of neighborhood employment facilitator was created. This is a qualified professional in charge of motivating people from the disadvantaged groups to participate in customised labour insertion pathways. They also improve and reinforce the channels of communication between the beneficiaries and the neighborhoods, both with the public actors as well as with NGOs, cultural associations etc.

The facilitator identifies the groups able to participate in the programme, assesses the obstacles that prevented

THE NEIGHBOURHOOD EMPLOYMENT FACILITATORS HAVE PROVIDED THEIR SERVICES TO

**4,596**  
PEOPLE



**2,527 PEOPLE**  
BENEFIT FROM THE CAREER GUIDANCE SERVICE

them from participating in the various existing employment programmes (training, career advice, job placement and entrepreneurship) and comes up with solutions.

The specific work programme set out by the AEM for 2015 to further develop the Employment Neighbourhood Plans can be seen below:

### 1. Goal:

- provide customised services focused on disadvantaged and vulnerable groups e.g. employment consultation, information and training.

### 2. Benchmark indicators:

- 900 users to be served by facilitators
- 630 users to benefit from the career guidance service
- 10 training courses to be held
- 150 students to be trained.

### 3. Activities:

- identify and attract people who have more difficulties entering the labour market and motivate them to participate in customised labour insertion pathways
- personalised guidance to unemployed people in disadvantaged situations who live in the neighbourhoods included in the project
- design and plan customised labour insertion pathways
- learning assessment and training follow-up
- promoting the active participation of the partners and stakeholders (NGOs, business associations; retailers associations, neighbourhood associations)
- scholarships for the participating students to facilitate their insertion and attendance at the training courses.

## CHALLENGES AND WORK FOR THE FUTURE

The programme will go through an on-going evaluation process that will ensure:

- The achievement of the established goals
- The adoption of corrective measures if needed, taking into account the social or economic variables during the implementation of the plan

- The best coordination among the participating agents
- The monitoring of the number of job placements
- Communication and information dissemination with citizens and local stakeholders about the progress of the plan, as well as the achieved results.



## INNOVATION

The main innovative approach of this initiative lies in including not only the usual unemployed target groups but all citizens in the neighbourhoods who suffer from inequality.

Another innovative element is the creation of the post of neighbourhood employment facilitator, a professional responsible for reaching out to those who normally stay away from employment programmes; improving their inclusion in the neighbourhood social networks.

## SUCCESS FACTORS AND RESULTS

- The neighbourhood employment facilitators have provided their services to 4,596 people.
- 2,527 people from the target group benefit from the career guidance service.
- In 2015, 900 people in disadvantaged or vulnerable situations will benefit from the services provided by the employment facilitators. Some 70% of them (630 people) are expected to become part of a career guidance process run by the Madrid Employment Agency Information and Careers Guidance Service.



# NACKA



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## VOUCHERS FOR JOBS

**A COORDINATED RESPONSE TO UNEMPLOYMENT AND SOCIAL EXCLUSION WHERE CITIZENS USE 'MUNICIPAL VOUCHERS' TO CHOOSE THEIR SOCIAL SERVICE PROVIDER.**

Sweden, as in most western countries, faces increasing problems of exclusion and unemployment, which has a huge impact both on the individuals and the community.

In Sweden the division of responsibilities between the national level and the local level is not always clear when it comes to tackling these challenges. Yet, according to national legislation, municipalities have the final responsibility to provide and finance social welfare for citizens.

Nacka takes a proactive approach and offers a wide range of activities including municipal social welfare programmes targeting all citizens at risk of exclusion, with particular attention paid to those who are unemployed.



6,000 CITIZENS A YEAR RECEIVE ONE OR SEVERAL **VOUCHERS FOR SERVICES AIMED AT EMPLOYMENT**



**70 DIFFERENT COMPANIES** ARE INVOLVED IN THE PROGRAMME

## SUCCESS FACTORS AND RESULTS

- The Nacka voucher system provides substantial benefits to citizens, giving them the possibility to choose the best company and to share feedback on its performance. This way the company must focus on the quality of the services as well as on addressing the needs of the citizens. Overall there are 70 different companies involved in the programme.
- Nacka has a monitoring system to measure and follow up the result of each individual voucher. All results are fully transparent and published on the municipality's website for all citizens and companies. As a result, companies with bad results are not chosen by citizens in the future.
- Approximately 6,000 citizens a year receive one or several vouchers for services aimed at employment.
- Around 95% of the vouchers are offered in municipal adult education.

## INNOVATION

- The municipality coordinates the welfare programme and finances. It then follows up on the quality and results.
- The innovative approach lies in the formal split between the public authority role played by the local government and the service delivery role played by other public or private actors. In the municipality, the Labour Market and the Educational Department, is responsible for coordinating, financing and evaluating the activities. On the other hand, the companies producing and delivering the welfare services can be public or private and they all compete under the same conditions in a regulated system.

## KEY FEATURES OF THE PROGRAMME

In the last decade the municipality of Nacka has developed a substantial welfare programme with the aim to ensure that all citizens are economically independent. As a consequence in 2015, less than 4 % of the labour force was unemployed, which is about half the national unemployment rate. This is remarkable given that the municipality had to reduce financial support for social programmes and has had an annual increase in the population of 25 people per year.

Within this welfare programme, Nacka organised a scheme of activities which are offered according to the individual needs of each citizen at risk of exclusion.

Key features of the programme:

- Staff members meet each citizen at risk of exclusion and offer guidance services including designing an individual programme tailored on their needs.
- The citizens receive a 'municipal voucher' to undertake the agreed activity; the voucher is financed by the municipality.

- The citizen can then choose the company that will deliver the service.

The municipality of Nacka offers the following activities:

1. language courses in Swedish for migrants
2. municipal adult education (primary school, upper secondary school, vocational courses)
3. an introduction to the Nacka community for immigrants
4. training for inclusion - labor market introduction
5. workplace training or internships

## CHALLENGES

The approach taken by Nacka allows the city council to focus on the strategic perspective of the programme. It can evaluate and improve the performance of the companies, build up and manage quality systems and set up long term plans for programmes while leaving the actual implementation to the service providers.

The municipality constantly reflects on how to improve municipal services in a cost effective way.

It is important to measure and follow up in order to make sure that each citizen in need is offered proper welfare activities and also to control the economic efficiency of public spending.



# NEWCASTLE



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## THE SKILL MILL COOPERATION BETWEEN PUBLIC, PRIVATE, AND THIRD SECTOR ORGANISATIONS TO PROMOTE THE INCLUSION OF AND JOB OPPORTUNITIES FOR YOUNG EX-OFFENDERS.

Newcastle is a city characterised by post-industrial and recession induced pockets of poverty and deprivation. In the city, the unemployment rate for 16-24 year olds is 20.5% - usually young white males alienated from mainstream education and employment.

As such, Newcastle City Council's Youth Offending Team decided to establish a partnership with private and third sector organisations to address the disadvantages faced by young ex-offenders in the city.

The partnership includes the Newcastle City Council and different public, private and non-governmental actors and it is coordinated by an advisory board.

The target group of the programme are young ex-offenders:

- 16-18 years olds with low skills and poor educational outcomes
- who are former NEETs at the start of their employment
- with several custodial sentences

## THE SKILL MILL PROGRAMME

The programme provides young ex-offenders with opportunities to undertake reparative work within both urban and rural natural environments which leads to paid employment with a new non-profit social enterprise, The Skill Mill. The Skill Mill was established in September 2013 and became operational in February 2014.

The programme has four main objectives:

- reducing re-offending
- job creation
- flood risk reduction
- natural habitat protection

Furthermore it is designed to challenge discrimination by employers and the wider community of young ex-offenders.

Key features of the programme:

- Every young person who completes six month's experience with The Skill Mill is then offered a 'next step' job with one of the private partners engaged in the programme. These partners are private companies identified by The Skill Mill or by other labour market intermediaries. 'Next step' jobs are usually supported by complementary incentives covering health costs or apprenticeship funding.

- Beneficiaries are also offered the chance to complete a nationally recognised qualification 'City and Guilds Level I Land Based Operations'.
- The programme also aims to tackle misconceptions and negative attitude towards young ex-offenders and promote their labour insertion by implementing public relations and marketing strategies.
- One of the strengths of the programme is that it brings together many partners both within the city council, the national level, business and education sectors.



**VULNERABLE YOUNG  
EX-OFFENDERS HAVE  
BEEN EMPLOYED**  
TEMPORARILY AT THE  
SKILL MILL



**200 HOMES**  
HAVE BEEN PROTECTED  
FROM FLOODING



THE SKILL MILL HAS WON  
**THREE MAJOR  
NATIONAL AWARDS**

- The young people act as a role model for their peers raising aspirations and demonstrating that social integration is possible through the programme.
- The programme is being implemented in other cities such as in Carlisle in Cumbria, Leeds, and Manchester. The regional Youth Justice Board, the Ministry of Justice and the National

Department of Environment and Rural Affairs are all supporting the programme.

- The Skill Mill provides support to other social entrepreneurs who are seeking to develop programmes which tackle social justice issues. This is done with the support of the Environmental Agency which creates opportunities

specifically for the social enterprises through public procurement.

- The approach maximises the opportunities within the 'green economy' for low skilled youths.

## SUCCESS FACTORS AND RESULTS

The programme demonstrates that low skilled environmental work both engages and motivates young people who are most marginalised, succeeds in inserting them into the labour market and makes them positive role models for the wider community.

- Since The Skill Mill was established 12 vulnerable young ex-offenders have been employed temporarily at The Skill Mill and eight of them have gone on to further job opportunities with one of the programme partners.
- To date over 200 homes have been protected from flooding as a result of the work undertaken by these young people.

- The Skill Mill has won three major national awards from both the youth justice and environmental management sectors.

There is evidence that providing some of the most disadvantaged youths with education and employment opportunities has a positive impact on their peers, families and communities.

The Skill Mill is connected to the academic community who are engaged in further research into the outcomes of this programme especially in terms of desistance from offending and the potential for social enterprises in public service delivery.

## INNOVATION

The programme is innovative in many ways:

- It provides a specific programme for young ex-offenders that is tailored to users needs and is more effective compared to mainstream employability programmes.
- It increases corporate social responsibility for private sector partners engaging in the programme.
- The partnership brings together, for the first time in the UK, statutory environmental regulatory services and youth justice professionals with commercial businesses and third sector organisations. They work together to develop a new approach to reduce crime, increase community safety, and maintain the public green areas including watercourse management to reduce flood risk.

## CHALLENGES, RECOMMENDATIONS & WORK FOR THE FUTURE

The programme requires considerable time investment to develop the approach, the business plan and put the necessary infrastructure in place.

The Skill Mill is designed to be self-sustaining, not relying on grant funding but tendering for and winning contracts in a competitive marketplace and also through lower overheads but without compromising the overall quality.

Another challenge was training public sector personnel on more commercial working practices. These challenges were overcome primarily because of Newcastle City Council's commitment to innovation and the development of new approaches to addressing societal problems.



# PRESTON



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## THE CITIZENZONE PROJECT TACKLING DIGITAL EXCLUSION AND PROMOTING ACCESS TO EMPLOYMENT OPPORTUNITIES IN DEPRIVED AREAS THROUGH A MOBILE SERVICE CENTRE.

Preston performs moderately well on unemployment rates compared to the national average but there are pockets of high unemployment in its most deprived areas. This is why Preston works closely with other partners such as Jobcentre Plus, the voluntary sector and national government funded providers of programmes to help people get into work.

It has been found that residents in the most deprived areas do not readily engage with service providers and there is a low uptake of city services as a whole. Therefore the city of Preston decided to engage with various partners across different disciplines to implement specific measures to get those furthest from the labour market into work. In this context the city of Preston launched The Citizenzone Project.

### THE CITIZENZONE PROJECT

In September 2014 the city of Preston entered into a partnership with the national Department of Work and Pensions (DWP) with the aim to support jobseekers.

The Citizenzone Project was launched to combat digital exclusion, a key determinant of social and economic deprivation. People who are digitally excluded face greater challenges entering the labour market and are more likely to face financial exclusion and money management issues. Rates of internet use also decrease in areas of higher social disadvantage.

The project provides a digital and financial advice service hub for participants of the scheme. Priority is given to residents who live within the

three identified priority areas, which are characterised by higher levels of disadvantage.

Key features of Citizenzone are:

- It provides a set of 'on-the-doorstep' coordinated services in three deprived areas through a mobile vehicle.
- It delivers regular IT training to help support participants back into employment. The training is accessed through both a referral system and local promotion, and on-going community engagement work.
- It has a robust system for participant registration, monitoring and reporting which is managed together with Jobcentre Plus and Preston College.



THE CITIZENZONE PROJECT IS  
**UNIQUE, VISIBLE AND MOBILE**



**2,000 PEOPLE**  
HAVE BECOME  
DIGITALLY AWARE



**TWO PEOPLE  
PER WEEK**  
ACCESS THE  
CITIZENZONE

- It offers up to five two-hour sessions of IT training with tutors from Preston College to people who either have not previously used a computer or who have very limited experience.
- It provides participants with basic skills to browse the internet, navigate

websites, access services and do online job searches and applications.

- Participants can access the vehicle's computers to do a wide variety of online tasks including:

- online job searches
- manage online claims

- manage personal finances online and access online deals through for example price comparison sites
- access online services

### SUCCESS FACTORS

- The Citizenzone Project is unique, visible and mobile. It offers easy accessibility and a reassuring presence with its mobile one-stop-shop. It is located in the heart of these communities, in a familiar site.
- The 'on-your-doorstep' approach is very effective. It facilitates outreach and engagement of hard to reach communities and has given people the

confidence to access IT sessions and e-learning opportunities.

- The courses provided not only increase the computer literacy of participants but also their self confidence and global employability. The courses are designed to give an introduction to the internet and emailing, and to show jobseekers the advantages of being able to use this new technology.

- To date the project has helped over 2,000 people to become digitally aware.
- On average, there are at least two people per week accessing the Citizenzone as a general information point.

### CHALLENGES AND LESSONS LEARNED

- One of the most significant challenges was the initial low levels of uptake of services within the areas identified.
- Barriers such as access to the internet and affordability of IT equipment could jeopardise the project.
- However, Citizenzone has become an example of how to overcome a lack of engagement and how direct and frequent intervention in the most deprived communities can make a difference; along with working in partnership with the local college and Jobcentre Plus.

### INNOVATION

This project has enabled the Preston City Council to develop a productive partnership with the national Department of Work and Pensions. This partnership goes beyond the project itself with further partnership being promoted as jobseekers attending the Citizenzone IT course are encouraged to attend one of the 15 local work clubs to further improve their employability.

Furthermore, the council has also combined its welfare benefit and debt advice services with the housing and

homeless advice team to provide a more seamless service to clients. The staff at the Citizenzone can give basic advice and occasionally members of the benefit and debt advice team join the Citizenzone and offer advice on an individual basis. This coordinated approach is uncommon in local authority services generally and particularly in district authorities.



# TAMPERE



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## SUPPORTED TRAINEESHIPS FOR MIGRANTS

### PROMOTING MIGRANTS' ACCESS TO THE LABOUR MARKET BY PROVIDING SUPPORTED TRAINEESHIP SCHEMES.

Tampere is an industrial city, which very much relies on export trade. The overall situation of employment is quite challenging at the moment due to the economic crisis. The total migrant population is still quite small, only around 6.7% of the total population, but it's increasing every year. Most of the newcomers are coming for work, study reasons, or personal reasons while about a third arrive due to humanitarian reasons.

Unemployment rates of migrants in Tampere is quite high 35% in October 2013 and 36% in the same month of 2014. Tampere has a devoted service centre for supporting those with special difficulties in accessing the labour market, promoting several measures to address different target groups, such as young people, low skilled people and the long term unemployed. Among these measures are:

- rehabilitative work experience
- employment services for young people
- vocational and language training for migrants
- development and support services

## KEY FEATURES OF THE PROGRAMME

The city of Tampere has established a specific programme to promote employment opportunities for migrants, both the ones that are still within their integration period (the first three years in Finland) and those who have been in Finland for a longer period.

Key features of the programme are:

- It promotes supported access to local working life by providing beneficiaries with work experience through a traineeship of three to six months (five days a week / six hours a day).

- Beneficiaries participate in specific job trainings held at the workplace.
- Trainees attend a Finnish language class during the programme (one day a week). Study hours are counted as working hours.
- Every trainee has a supervisor who supports them during the traineeship, introducing them to tasks, and being responsible for their supervision.
- Individualised additional support from the Employment Service Unit is provided to the beneficiaries.
- Joint assessment meetings are held regularly between the job supervisor, the trainee and the Employment Service Unit staff.
- Trainees get a job certificate at the end of the traineeship period and specific support is given in terms of career guidance and orientation.



## SUCCESS FACTORS AND RESULTS

- Goal of the programme for 2014: reach and serve 100 beneficiaries. Actual number of beneficiaries supported as of the end of 2014: 146. Out of these, 10 people got a paid job directly after their internship and the others were either directed to further education programmes or to other support services according to their individual tailored plans.
- Goal of the programme for 2015: serve 150 beneficiaries. As of May 2015 130 beneficiaries had already been involved in the process. Out of these, three were already recruited and 17 others will be recruited by the end of the year.
- Providing a language training during the traineeship period and at the work place proved to be successful both in

terms of increasing the employability of the beneficiaries and giving them the specific language skills required by some posts.

- The role of the job supervisor proved to be crucial for ensuring individualised support including giving constant feedback and encouragement to the trainees.

## CHALLENGES, RECOMMENDATIONS & WORK FOR THE FUTURE

The challenging economic situation has reduced the possibilities to find traineeship opportunities even in the public sector. However, an ageing workforce and retirements are partially providing new opportunities for migrants to enter the labour market.

Particular efforts are required to involve the private sector and motivate employers to commit to providing traineeships and job opportunities but it is a worthwhile investment.

The programme shows that investing in vulnerable groups and making local labour markets more inclusive has a relevant impact for the sustainability of the local welfare system. It contributed to getting beneficiaries off social benefits and makes them active citizens and taxpayers.

## INNOVATION

- **Internal coordination of different city services:** the programme is part of the global integration policy of the city of Tampere and there is close cooperation in place with the migrant advice centre 'Mainio', youth housing activities, several migrants associations and the city migrant council. A number of the traineeships offered actually take place in various city services.
- **Individualised approach:** staff of the Employment Service Unit in the city of Tampere identified the best traineeship opportunities among public offices,

private companies, and associations. The traineeship place is identified according to the trainees profile, potential employment pathway and educational plans.

- **Social inclusion through practice:** the programme provides a unique opportunity for migrants to step into real local working environments and reduces prejudices against them through concrete cooperation with locals.



# TILBURG



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## YOUTH WORK EXPERIENCE GRANT AND THE MASTER WORK EXPERIENCE GRANT A WORK EXPERIENCE PROGRAMME TAILORED TO THE NEEDS OF YOUNG PEOPLE AND OLDER WORKERS.

With the unemployment level in the Netherlands at 7.1% it is relatively low compared to other European countries. However, whilst the Dutch economy is slowly recovering from the economic crisis, two groups in particular are facing problems on the Dutch labour market: young people and older workers.

Young people were amongst the section of society most hard hit by the financial crisis. The number of unemployed young people in the Netherlands is increasing and every year a new group of school leavers and graduates try to make their way onto the labour market, adding to the large numbers of young people that are already looking for a job. The social effects of this are devastating. Bleak prospects contribute to poverty, demotivation, discouragement, frustration and possibly deviant behavior. With more young people applying for less available jobs, highly educated people are filling up lower level positions, thus decreasing prospects for young people with lower levels of education.

The municipality of Tilburg is determined to fight youth unemployment, having expressed the ambition to make the region a 'youth unemployment free zone'.

Older workers are also experiencing difficulties gaining employment after being laid off due to economic crisis. Only 3% of all job vacancies are currently being filled by someone over 50 and 43% of all jobless people over 50 remain jobless for at least two years. Employers are hesitant to hire people over 50 due to their presumed higher than average risks of sick leave, high wage expectations and lower levels of productivity. Another problem is the fact that older workers often have an outdated education and a work experience that is limited to only one or two companies or sectors, making mobility among different sectors even more difficult.

### KEY FEATURES OF THE PROGRAMMES

Two specific measures have been introduced by the municipality of Tilburg in cooperation with trade unions; the Youth Work Experience Grant targeting young people and the Master Work Experience Grant for older workers. The municipality implements the programmes and is responsible for their funding, public relations and marketing, and management of the digital platform.

The programmes in brief:

#### Youth Work Experience Grant

- School leavers who are unable to find a job are helped to secure a traineeship that matches their level of education and interests. Traineeships take place in companies and last six months.
- The young people can actively approach a company and make an offer to the employer. The employer pays the

young person €500 per month plus social security costs.

- Furthermore, the employer puts €100 into a 'school safety deposit box' for every month that the young person is employed. This means that at the end of the work placement the young person can have a budget of €600 to put towards further education or a VET course; strengthening their own employability pathway.



**68% OF THE YOUNG PEOPLE INVOLVED FOUND A REGULAR JOB**



**OVER 50s EXPLORE NEW JOB OPPORTUNITIES**

- The municipality pays the employer €550 a month as compensation for part of the costs to the company.
- After completing the work experience placement the employer gives a certificate to the young person indicating the specific skills they have gained during the traineeship. This certificate is included in the trainee's ePortfolio, a standardised tool provided by the municipality,

which the young person can use and further update during his or her career.

#### The Master Work Experience Grant

- Similarly the Masters Work Experience Grant offers over 50s work experience to assess the beneficiaries' abilities and explore new job opportunities beyond their previous experience.

- It is considered a working traineeship and the employer is obliged to give guidance and training.
- The work experience positions cannot be used to oust regular employees or to exploit older workers by having them perform normal work at a lower salary.

### INNOVATION

#### Online application

Both grant measures can be introduced quickly and simply, and in a way that does not require any changes in current legislation. It is unique in the fact that the entire process is based around an online application; completely streamlining the process.

#### Adaptability

The grant amount can be adapted to local needs and standards. Funding can be obtained from the municipal level (including money that is saved from social assistance expenses), national budgets and the European Social Fund (ESF).

### SUCCESS FACTORS AND RESULTS

In May 2015, around 150 Dutch cities adopted the Youth Work Experience Grant, making it possible for more than 2,200 young people to access the programme and to be involved in a subsidised work experience placement.

A recent study by Tilburg University shows that 68% of the young people involved found a regular job through the Youth Work Experience Grant.

The Master Work Experience Grant on the other hand is in its start-up phase. Currently Tilburg and Eindhoven are the first cities to implement it.

### CHALLENGES, RECOMMENDATIONS & WORK FOR THE FUTURE

Both employers and beneficiaries appreciate the streamlined online process.

Online and peer-2-peer campaigning proved to be very effective to get young people interest and committed, while for elderly people more traditional ways of communicating proved to be more useful.

Young and older people have different information needs therefore the channels used to promote new measures like YWEG and MWEG are tailored to them.





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