



Combating Inequalities through Innovative Social Practices
of and for Young People in Cities across Europe

**WP7 Case Study: Jugendberufsagentur JBA
Youth Employment Agency YEA
“Nobody should be lost”**

Date: June 2015

City: Hamburg

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Cover page

INNOVATIVE PRACTICE/PROJECT TITLE¹	
Jugendberufsagentur JBA– Youth Employment Agency YEA “Nobody should be lost”	
City	Hamburg <i>(Author: Anne-Marie Gehrke, HAW Hamburg)</i>
Pilot type	1. new elements in existing policy/practice
Type of target group	<ol style="list-style-type: none"> 1. motivated for integration into mainstream society but in need of support; 2. motivated and ready for a job without further support; 3. aiming for ‘alternative’ ways to get ahead, with sufficient competences and/or social support; 4. Living day by day, opportunistically. Given up hope and lacking competences, social support and motivation to change;
Type of practice	<ol style="list-style-type: none"> 1. Learning and counselling; social capital; matching/bridging; 2. Offering opportunities; 3. Stimulating and enabling entrepreneurship; co-creation; “communing”; 4. Empowerment: developing ambition, competences and social network;
Aims/objectives in brief	<ul style="list-style-type: none"> • Assist young people with seamless transition into education, independency and employment. • Fight youth unemployment and reduce number of training scheme careers • Lead to shorter paths to secure independence • Secure labour force for future • Bundle the services for young people more effectively and efficiently.
What needs, what inequalities	<ul style="list-style-type: none"> • Problems occurring in the transition from school to employment like job orientation, problems in school, individual and personal issues that lead to training scheme careers or unemployment. • A prolonged process of becoming socially and financially independent • Many young people get ‘lost’ after school • Competition for jobs gets more difficult in the region of Hamburg.
What (activities in brief)	To connect the wide spread responsibilities and resources concerning the work with young people and offer a “one-

¹ Evaluation by Anne-Marie Gehrke, HAW Hamburg (Citispysce Project WP7, June 2015)

	<p>stop-shop” around all the services for the specific needs of young people U25 years for their transition into education and the labour market through a coordinated approach of career guidance, apprenticeships, job placement and social counselling in order to bundle the services for them more effectively.</p>
Who (actors)	<ul style="list-style-type: none"> • Jobcentre JC Team U25 • Employment Agency AA • District administration for social services (7 districts: Altona, Bergedorf, Eimsbüttel, Hamburg-Nord, Hamburg-Mitte, Harburg und Wandsbek) • The authority for school and vocational education (BSB/HIBB) • BASFI (Authority for Employment, Social affairs, Families and Integration)
How (involvement of the actors, their roles)	<ul style="list-style-type: none"> • Jobcentre JC Team U 25: Job placement, Case management, Counselling at home • Employment Agency AA: Counselling for Job/profession and apprenticeship, outreach services • District administration for social services: Youth welfare services • The authority for school and vocational education (BSB/HIBB): job orientation and outreach services • BASFI (Authority for Employment, Social affairs, Families and Integration) coordination and job counselling <p>YEA is a “one-stop-shop” with officers from different departments and organizations working together in one place and hand-in-hand on each “case”.</p>
Scope: number of the participants of practice(s)	<p>All young people U25 in Hamburg who need help in their transition into education and the labour market.</p> <p>Each month 500-2,000 people seek advice in each of the 7 YEAs (related to size of district).</p> <p>From October 2013- September 2014²:</p> <ul style="list-style-type: none"> • 2,730 contacts with the Social Youth Service, • 8,595 people were counselled by the Employment Agency concerning job orientation and VET • 9,980 consultations were carried out by the authority for school and vocational education (HIBB/BOSO team) at the YEA and in the neighbourhood schools.

² Freie und Hansestadt Hamburg 2014:13ff

Duration (when the project/practice started)	In 2012 the first YEA opened and since December 2013 each of the 7 Hamburg districts has one YEA.
RESOURCES	
Financial³	<p>In EUR in total divided into investment (equipment, purchase of premises), maintenance and operation (staff, rents, consumables), in EUR per month:</p> <ul style="list-style-type: none"> • AA: 101⁴ persons & property charge: 7,397,000.00 € p.a. • JC: 174 persons & property charge: 12,742,000.00 € p.a. • BASFI: 15 persons for counselling and the following amount for integration programs⁵ <ul style="list-style-type: none"> ○ 2012: 300.000 € ○ 2013: 900.000 € ○ 2014: 900.000 € ○ 2015: 600.000 € ○ 2016: 600.000 €
Personnel	<p>Staff – number of people involved, in FTE per month</p> <ul style="list-style-type: none"> • 303 FTE⁶ of AA, JC, BSB and HIBB • 28 FTE in the neighbourhood schools (100 until 2015)
Other	<p>Know-how, premises in specific location etc.</p> <p>The services of the YEA are conducted via the Books of the social code II, III and III and the education act. (Schulgesetz). The YEA consists of public providers (for labour market policies) and stakeholders commissioned by the YEA.</p>

³ Freie und Hansestadt Hamburg 2012

⁴ Calculated with 62,160.00 personnel costs p.a. and 11,070.00€equipment

⁵ Calculated with 60,000.00 €per person p.a.

Contents

- Introduction 6
- 1. Evaluation methodology 6
- 2. Project/Practice Design 7
 - 2.1 Social Issue(s) addressed..... 7
 - 2.2. Project goals and plans 9
 - 2.3 Competences and resources required 11
 - 2.4 Degree of organization 12
 - 2.5 The logic of intervention 12
- 3. Organisational context of implementation..... 13
- 4. Project implementation and outputs..... 18
 - 4.1 Targeting of the program..... 18
 - 4.2 Addressing needs..... 19
 - 4.3 Empowerment, engagement and choice 20
 - 4.4 Stakeholders involved 21
 - 4.5 Competences and resources involved 21
 - 4.6 Process evaluation criteria..... 21
 - 4.8 Success factors and conditions, critical implementation barriers 23
- 5. Project results/outcomes 26
- 6. Final reflections 29
 - 6.1 The role of the pilot/project/practice 29
 - 6.2 Innovation..... 29
 - 6.3 Success factors 30
 - 6.4 Policy recommendations, transferability..... 30
- References 31

Introduction

While around 520.000 young people in Germany started a VET⁷ in 2014, there are also still around 260.000 who entered a measure of the transition system⁸ (and do not appear in the unemployment statistics). The state of Hamburg has, as Germany as a whole, a very low youth unemployment which decreased from 15.7% in 1997 to 5.6 % in March 2015⁹. There is still a significant number of young people who do not manage a smooth transition into a VET or the labour market but end up in preparation scheme careers (3,700 in 2010/11¹⁰), and also a large number of people whose whereabouts after lower secondary education are unknown (1,185 in 2010/11). To improve this Hamburg has, among other reforms, set up a new service for young people with difficulties entering the labour market: The **Youth Employment Agency** (YEA). In 2012 the first YEA opened and since December 2013 each of the 7 Hamburg districts has one YEA. They act as a “one-stop-shop” of help for young people to get a school graduation, a VET or enter the labour market.

Following a proposal of the “Working Alliance Youth and Profession”¹¹ of the German Employment Agency in 2010, six pilot cities set up a series of local coalitions where providers of jurisdictional areas started working hand-in-hand during the transition of young people from school to employment. Until 2014, 147 locations followed this idea. In December 2013, the federal level coalition agreement¹² proposed the nationwide establishment of as many working alliances, such as the Youth Employment Agencies, as possible. Although there is no explicit implementation strategy yet, the YEA implementation model of Hamburg serves as a model in many places because it is innovative in coordinating several providers’ work.

1. Evaluation methodology

The evaluation of this praxis was conducted through document analysis and interviews held between 2013 and 2015 in the context of the CITISPYCE Project.

The 20 interview partners are experts on integrated social planning, a neighbourhood coordinator, youth worker in open social youth work and staff from the YEA in Hamburg Nord from the jobcentre team, youth social welfare team and employment agency team. They are working at both neighbourhood and district level in the district of Hamburg Nord. Interview partners were asked about the local structures of the transition between school and employment market and their assessment of available measures and developments.

Interviews were also conducted with 45 young people aged between 15 and 30 in spring 2014. They were asked about their tracks to independence and employment and their experiences with structures of active labour market policies and public agencies like the YEA. All interviewees had had contact to job counselling (which is now part of the YEA) in one form or another. The majority of the interviewees with a low degree of education (about 2/3 of the

⁷ Vocational training and education (either school based or in the typical German model of work placement and school).

⁸ <http://www.bmbf.de/de/berufsbildungsbericht.php>

⁹ Bundesagentur für Arbeit, Hamburger Arbeitsmarkt

¹⁰ Hamburger Schulstatistik

¹¹ Initiated by the Federal Employment Agency (BA) and the Federal Ministry for Employment and Social Affairs (BMAS)

¹² <http://www.cdu.de/koalitionsvertrag> Federal coalition Agreement 16.12.2013

interviewees) could provide further information about other parts of the YEA (Jobcentre, Employment Agency, Youth services).

The Youth Employment Agency has now been implemented in all districts since 2013 but is still to be fully evaluated. The official evaluation will be carried out between 2015- 2018 and contain the following areas and indicators:

- The Organisation of the YEA and the controlling of resources
- Interface management (school, YEA one-stop-shop, state-level).
- Number of young people aged between 15-25 reached during the transition process
- Placement rate into preparation schemes, education and into VET after at time after school graduation
- Rate of unemployed young people and NEETs¹³

In the meantime, documents published by the YEA and official policy documents (including official positions and communications by the Senate/Senatsdrucksache) inform about the progress and first results of the implementation process.

The number of transitions, placements and the whereabouts of young school leavers and have been used as first and preliminary indicators for evaluation in this report.

2. Project/Practice Design

2.1 Social Issue(s) addressed

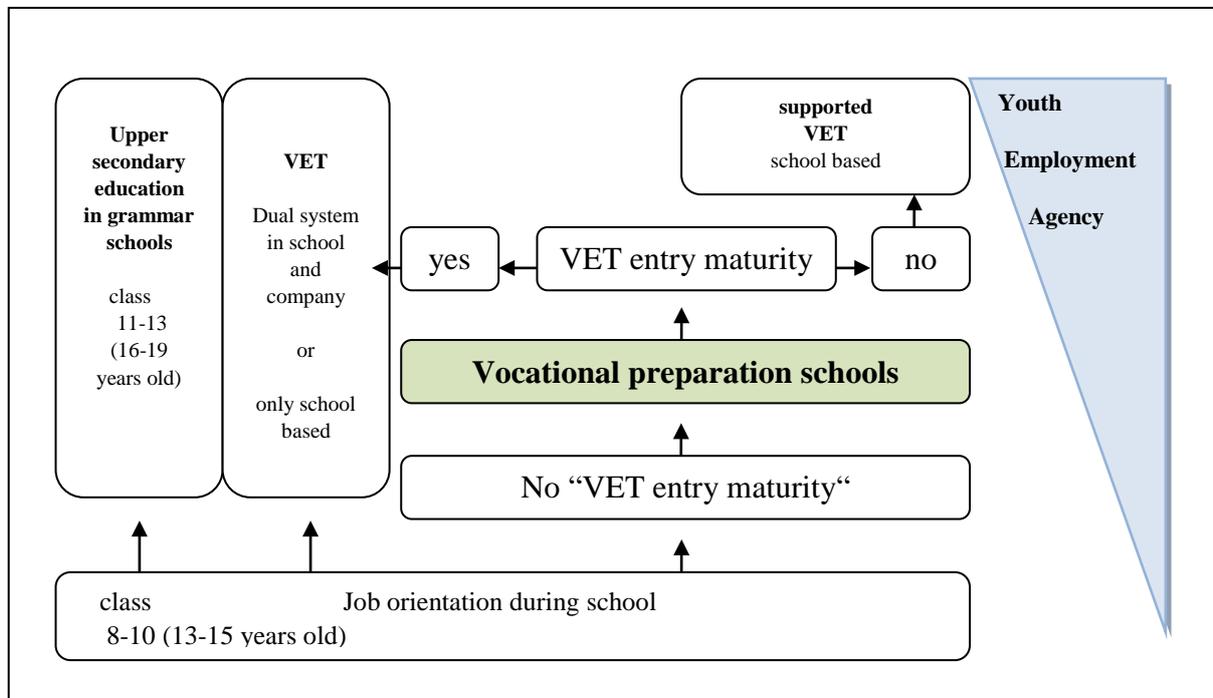
Young people under 25 years often get lost in the transition between education, employment and independent living. Around 1/3 of the young people leaving school at lower secondary level do not directly enter a regular VET, but instead have to follow preparation school schemes because of missing “VET entry maturity” meaning they are either missing a lower secondary degree (20%) or social/technical skills to start a VET right away¹⁴. For these young people the state offers a vast number of measures in a transition system that runs parallel to the VET market. A differentiated system of vocational preparation schools (Berufsvorbereitungsschule) offers opportunities for young people to develop very basic skills and knowledge based on the specific profession to which they aspire. Although some pupils attend these preparation schemes for several years, they are in most cases not taken into account for later VET training, so they waste a great amount of time being stuck in this system of “preparation scheme careers”. These placements lead to rather low official youth unemployment rates for Germany, which can be seen as inaccurate because many of these preparation measures are neither real jobs nor do they lead to proper VET certificates. Although the German transition system offers opportunities for young people with only lower secondary education to get access to the knowledge-based labour market later on, it is strongly criticised for only prolonging transition phases after which the young people do not have better opportunities than permanent precarious employment.

In **2010/11 1.185** young people left school without an upper secondary degree and were classified as NEETS because the employment agency had no information about their subsequent activities (Senate 2012:6). This group is in the centre of attention of the YEA because it is believed that they have multiple integration barriers (also due to missing upper secondary

¹³ NEET: Neither in employment, education or training.

¹⁴ Statistisches Jahrbuch Hamburg 2012/13, p.28

education). A great part of these young people lacking VET entry **maturity** also deal with difficult situations like poverty, addiction, bad health, bad quality housing, lacking childcare, problems in the family, discrimination on the job market due to immigration background etc. In this case, the demands of the employers often do not match with the skills or possibilities of the young people. These issues also lie in a wider circle of problem solving, but are all crucial factors for a successful transition.



Hamburg transition system from school to vocational education and training VET since 2013.

Underlying causes of this phenomenon can in many cases be found in an inherent and highly **selective school system** in which, traditionally, the choice of secondary school after fourth grade pretty much determines the future career prospects of pupils. After this harsh selection process had been criticised for the inequalities it produced (see e.g. PISA studies), some federal states slowly began to integrate the different types of secondary education into one comprehensive school in which pupils have the opportunity to develop their capabilities and reach the higher education entrance certificate after 13 years of school (four years primary school and nine years at the secondary school) even if they started off with lower qualification and performances in the early years. In Hamburg, such a reform was carried out in 2010 when the so-called “Stadtteilschule” (Neighbourhood school) was introduced (replacing lower secondary and secondary level schools) alongside the grammar schools (which now lead to higher education entrance certificate after only 12 years: four years primary school and eight years grammar school). The effects of this reform have still to be seen. Another problem is that the overall number of people with **higher education entrance certificates** has risen from 25% in 1981 to 50% in 2011¹⁵ and many companies nowadays prefer young people with at least a secondary or grammar certificate to start vocational education and training, which leads to a significant number of young people being left without training places. In many cases young people also lack information about the variety of training offers or are unsure about their skills and possibilities.

¹⁵ Statistisches Jahrbuch Hamburg 2012/13, p.41

2.2. Project goals and plans

With regard to the transition from the education system to the labour market, there are three official categories of young people under 25 years of age of which the latter two are the target group of the YEA¹⁶: Young people who

1. have a school degree and have VET entry maturity and a plan towards further education, a VET or study, or work
2. have a school degree and have VET entry maturity but no further plans
3. have no or only a bad school degree, are not orientated, have no VET maturity or no further plans

People of the target group (categories 2 and 3) have a variety of backgrounds and resources. Some only have a relatively *low level of need for assistance and are motivated* to start a VET but have not found a place. A big share have multiple problems that cannot simply be solved by signing a VET contract but need further counselling. These young people often *lack competences, social support and some even gave up hope and motivation to change*.

The official goal of the YEA¹⁷ is **‘that everyone should be given a chance for apprenticeship, VET or study and that nobody should be lost.’** The core idea behind this slogan is that too many young people have difficulties to find a smooth way into independence and instead get stuck in years of preparation schemes and precarious living conditions. Another major point for improving the transition is the expected lack of qualified labour force by 2020 (which is also addressed in the Hamburg Labour Force Strategy since several years, a coalition of Authorities for Employment, Economy and different chambers). Via the strategy of the YEA it is expected that:

- more young people suitable for vocational training can be identified
- more young people can be integrated into the labour market
- the number of NEETs can be reduced
- the financial, social, economic and societal costs of unemployment are reduced
- counselling is more effective due to case conferences between involved institutions
- double structures are avoided and resources are used more efficiently
- transparency about the labour market is increased through more precise statistics
- cooperation with partners is more effective

The goals are meaningful with regard to the social issues addressed. However, although the Senate paper says that the number of NEETs/people with unknown subsequent activity should be reduced, and that this should happen via early job orientation and matching for VET, there is no clear indicator on how much of a decrease is expected and how this should be assessed.

The crucial element of the program is the underlying ambition that “nobody should be lost in transition” and that all young people who do not have a perspective are recognized by the systematic approach. The practice clearly addresses the field of education, employability and labour market access. It assumes that via an early approach as many young people as possible are reached via measures of education and training, and that the number of people with higher education certificates increases whilst the amount of dropouts and “lost” people can be reduced.

¹⁶ Freie und Hansestadt Hamburg 2014:4

¹⁷ Hamburger Senat 15.05.2012:2: Einrichtung einer Jugendberufsagentur in Hamburg:15f

Project Phases

Under the slogan “nobody should be lost“, several measures were installed since the 2012 school reform to reach young people as early as possible in their transition from school to employment. Various contracts between the city, jobcentres, companies and NGOs were set up to support young people into vocational training and into the labour market, including subsidies for placements and training schemes. The YEA and its different providers of labour market measures, benefits, or social welfare measures now work hand-in-hand and play a central role in the implementation of these programs. A young person between school and employment goes through the following phases:

During school

- Regular orientation and counselling starting in 8th grade (around the age of 13-14) in every secondary school. Pupils are counselled concerning later employment opportunities and personal skill development by their teachers and by a counsellor from the employment agency who comes once a month and each student has one complimentary appointment with him/her during 8th -10th grade (around the age of 13-16 years).
- The YEA cooperates with companies, vocational schools and chambers to provide valuable job orientation, workshops and a network of internship and VET possibilities.
- Websites like www.berufe.net are guiding young people through their search for a VET.

After leaving school and/or being unemployed U25

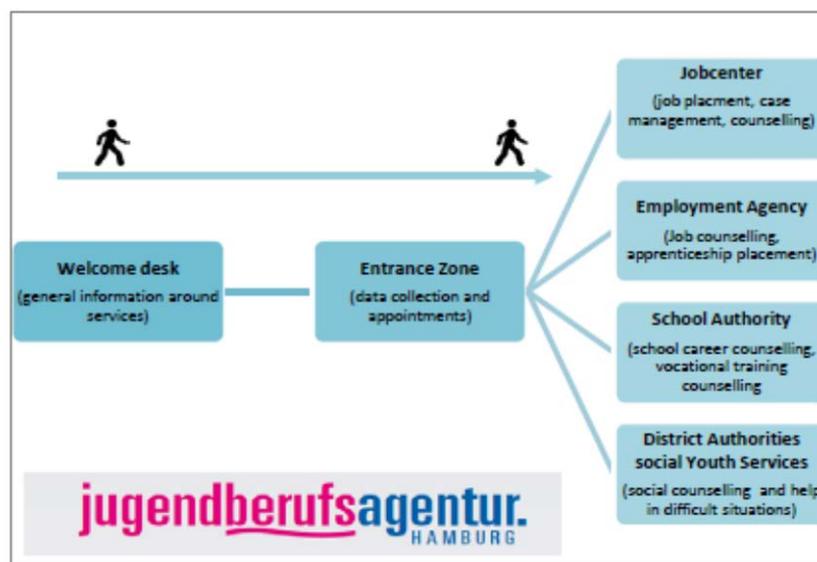
- Schools are now reporting all information about their pupils to the HIBB. If a young person quits school and has no degree or further connection in sight, he/she can now easily be traced by this new system.
- All young people under 18 (age of compulsory school attendance) without a secure education, VET or job are invited for an interview to the YEA via letter, and phone calls follow. Those who do not respond will be consulted by the team of the HIBB until appropriate actions or measures have been found for their transition into education or the labour market. This outreach approach is mainly covered through ESF funded projects of socio-educational measures, where young people with multi-layered problems get the possibility to build up self-confidence through individual coaching (COME.IN, JUGEND STÄRKEN).

At the YEA

- Young people enter the YEA via the Welcome Desk (see figure), where their inquiries are checked and general information about services from the social code SGB (unemployment insurance, jobseekers allowance, social welfare service) are given.
- In the entrance zone their data is collected. Depending on the demands and needs of the young person he/she will be send to one of the four different sections:
 - Jobcentre,
 - Employment Agency,
 - School Authorities,
 - Social Youth Services
- First priority in all cases is to get the young person to obtain a school degree. The school authority is in charge for the attainment of corresponding programs, either to

successfully finish school or to visit a preparation program to gain VET entry maturity¹⁸, or both.

- If a young person has multi-layered problems (debts, addiction, violence, health, family issues), the social youth service is in charge for socio educational measures as well as all measures concerning the wellbeing of a young person.
- If a young person is ready to start a VET or work, the counsellor will record abilities and skills profile in the IT-system. This profile is then matched against a data base of the employment agency where employers set up a list of demands for future apprentices. In case of a match, the young person is provided with relevant information and guidance and coached for the application process.
- Following the principle of activation, the Jobcentre U25 is responsible for job counselling and placement of young people and for paying jobseekers basic benefits to those who are no longer living with their parents¹⁹.
- The crucial point of the YEA is that the different providers can work hand-in-hand on each case. **The provider who is most involved with the young person takes the lead in coordinating the other providers.** If a young person requires intensive support, case conferences can be held with the various providers as well as parents and clients involved.



Youth Employment Agency - Jugendberufsagentur - Hamburg

2.3 Competences and resources required

The YEA is a statutory and compulsory service and there are no special requirements for young people to take part as every pupil is approached already during and after school.

The services of the YEA are based on social law (social code II and III) and the education act (Schulgesetz). Under the umbrella of the YEA, some services are provided by public bodies, whilst some are commissioned to NGOs through tenders. Some services receive ESF co-funding.

In the Project Plan of 2012, the following **resources** were estimated:

¹⁸ like AV-Dual and BQ

¹⁹ A person under 25 years living with his/her parents has to live on the family's jobseekers benefits.

- Employment Agency AA: 101²⁰ persons & property charge: 7,397,000.00 €p.a.
- Jobcentre JC: 174 persons & property charge: 12,742,000.00 €p.a.
- Authority for Employment, Social affairs, Families and Integration BASFI: 15 persons for counselling and the following amount for integration programs²¹
 - 2012: 300,000€
 - 2013: 900,000€
 - 2014: 900,000€
 - 2015: 600,000€
 - 2016: 600,000€

Staff – number of people involved, in FTE per month

- 303 FTE of AA, JC, BSB and HIBB
- 28 FTE (teachers) in the neighbourhood schools (100 planned until 2015)

2.4 Degree of organization

The practice is organized on a macro- and meso-level and reaches out to individuals on a micro-level. It is a top-down strategy, planned by federal and state governments, involving federal and local employment agency, local Jobcentre, district administration, school administration, vocational education and local partners like chambers of trade, crafts and commerce as well as stakeholders of social welfare services.

As a “one-stop-shop”, the practice can be characterized as complex and highly organized, bringing together a broad range of people, organisations and resources. The tasks and responsibilities are clearly demarcated as providers of different juridical areas and stakeholders have to follow their respective (statutory) mandates.

2.5 The logic of intervention

As the practice aims for labour market integration, its logic of intervention can be related to a social integrationist discourse (SID, see Stigendal WP2 report 2013:29). It focuses on unemployment and the integration into functional subsystems (labour market, education etc.)

Concerning the typology of innovation in WP3, the practice can be placed in the field no. three: Services. As stated as good practice hints towards social innovation tackling exclusionary servicing (WP3, chapter 3), the approach of the YEA aims to bring some order to the confusing patchwork of services through a one-stop-shop approach. Exclusionary forms of services could be improved by its reliable and robust funding frameworks, trust, responsive communication processes, connectivity, interdependencies and diversity of services (see WP3:41 and Jalonen/ Juntunen 2011).

In the typology of WP6 the categories 1 and 2 are most suitable to describe the practice:

1. Learning and counselling; social capital; matching/bridging;
2. Offering opportunities;

²⁰ Calculated with 62,160.00 personnel costs p.a. and 11,070.00€equipment

²¹ Calculated with 60,000.00 €per person p.a.

2.6 Transfer adaptations

The practice was started as one of several pilot projects of the Federal Employment Agency and the Federal Ministry for Employment and Social Affairs.

3. Organisational context of implementation

The YEA consists of a partnership between the federal and municipal services working for youth systemic integration (into the VET and labour market). The involvement of local authorities and other stakeholders in the field of VET and transition from school to the labour market is crucial for its implementation. The Senate and all partners act coordinated with each other at local (schools), regional (district authorities and services, JC regional administrative units) and state level (Hamburg is a City state). It is important to notice that through the YEA *no* new institution with its own staff or budget was created. Instead, the employees of different jurisdictional areas of the Social Code (SGB) remain at their respective institution, bring their original tasks and services and link them together. They work both conceptually and also on an individual basis under one roof, generate synergies and thereby avoid double function²². Tasks and deliverables are recombined so that young people receive a counselling and guidance program which is not limited to individual jurisdictions. The YEA consists of the following partners and levels of cooperation²³ (see also figure below):

5 partners

- Jobcentre JC Team U 25 (SGB II): Job placement, Case management, Counselling at home
- Employment Agency AA (SGB III): Counselling for Job/profession and apprenticeship, outreach services
- District administration for social services (SGB VIII): Youth welfare services
- The authority for school and vocational education (BSB/HIBB): job orientation and outreach services
- BASFI (Authority for Employment, Social affairs, Families and Integration) coordination and job counselling

3 levels of cooperation and coordination

The YEA is controlled and regulated by general agreements and a collective database:

State-level

- Advisory council (strategic and operational steering by representatives of management and authority-level)
- Networking department (Data collection, management of planning team, controlling)
- Planning team (collective planning of all support actions in order to avoid parallel structures and to identify demands)
- Board of directors (strategic and functional controlling of the YEA according to the contract on cooperation between the different partners; counselling of advisory board with representatives of all institutions and the chambers and unions)
- Project management (operational project management and controlling, conflict management; interface to other projects; reports to the Board of Directors)

²² Freie und Hansestadt Hamburg 2012:6

²³ Freie und Hansestadt Hamburg 2012:7

Regional-level

- The 7 district locations of the YEA’s one-stop-shops, involving staff of district authorities, Employment Agencies and Jobcentres.

School-level

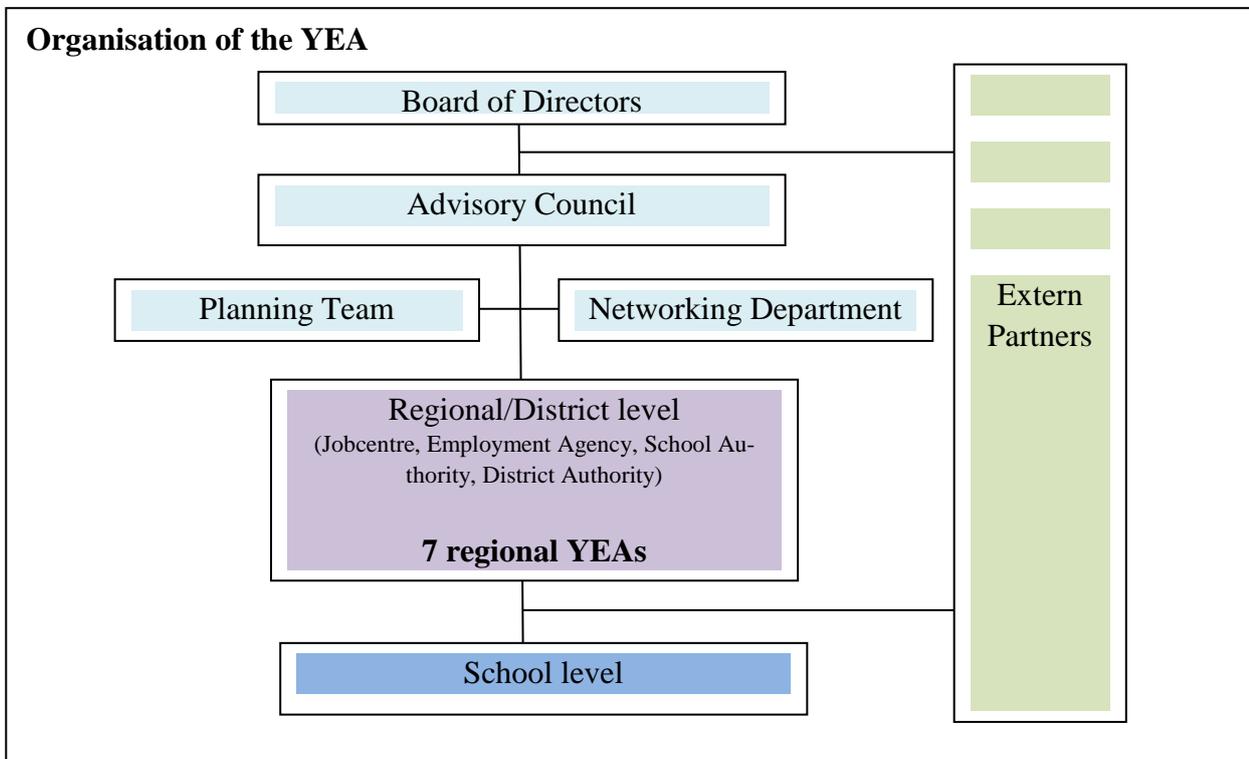
- BOSO (vocational orientation) teams that support the transition management in all 59 neighbourhood schools in Hamburg.

External partners:

- **Chambers of trade, commerce and craft**
- Training companies/businesses
- Social partners (unions of employers and employees)
- A collaborative internship-platform
- Voluntary organisations for job orientation for pupils
- ‘VET network Hamburg’ : connects businesses to young people
- Local and regional education-conferences
- Working group ‘School-Economies’

(For finances/resources, please see 2.3.)

The following graph shows the multilevel and multidimensional organizational architecture of the YEA. As can be expected when introducing such a complex structure, conflicts between the individual logics and views of the agencies (and their staff) involved are not all solved but to some extent internalised. For instance, the perception of young people’s needs and the view on active labour market policies can differ significantly.



As stated by the project manager of the YEA, however, there have only been minor conflicts in implementation between partners so far (see 4.6). He says:

“Of course, authorities always need time for implementation of new structures. Now, however, an added value of the new cooperation is already being felt.”²⁴

More insights into the implementation process, conflicts and the ability of the new structure to effectively coordinate action and resources will be provided by an external evaluation of the YEA, which is currently being conducted.

Emerging of project

As proposed by the “Working Alliance Youth and Profession²⁵” of the national Employment Agency in 2010, six pilot cities set up a series of local coalitions where providers of different jurisdictional areas started working hand-in-hand during the transition of school to employment of young people.

During the piloting of the first six working alliances in Germany, the Social Democratic Party came to power in the Hamburg Senate (February 2011) and proposed several major reforms for the education and training market alongside a new labour market strategy. The YEA was one of their flagship projects to demonstrate a new and effective approach to tackle unemployment and social exclusion.

In 2012 the first YEA opened in Hamburg and since December 2013 there has been one YEA in each of the 7 administrative districts. They were not developed as temporary pilot programs but were implemented as long-term institutions right from the beginning.

In December 2013, the federal level coalition agreement²⁶ proposed the nationwide establishment of as many working alliances, such as the Youth Employment Agencies, as possible. Although there is no clear implementation strategy yet, the YEA implementation model of Hamburg serves as model in many places because it is innovative in coordinating several providers’ work.

Change to original plans: The project of the YEA has been implemented as it was planned by the Senate and presented in a strategy paper in May 2012. All 7 facilities opened within the expected timeframe.

Since then, the following measures were added or linked to the program²⁷:

- **2013: Av-Dual Program:** New vocational preparation programme for young people without VET entry maturity replaces all old schemes. YP enter here, after they left school without further plans, and are prepared for further education, training or employment.
- **2014: New BOSO concept (Job- and study orientation plan)** introduced in all 58 neighbourhood schools. Counsellors cooperate with the YEAs.
- Also, a networking department for job-placement from the main employment agency opened a branch in the YEA.

²⁴ Project manager of YEA Hamburg. WP7-DE-IV1

²⁵ Initiated by the Federal Employment Agency (BA) and the Federal Ministry for Employment and Social Affairs (BMAS)

²⁶ <http://www.cdu.de/koalitionsvertrag> Federal coalition Agreement 16.12.2013

²⁷ Information from the Projectmanager of the YEA, Interviewed 28.5.2015

- 2016: BOSO concept will be introduced in all 61 grammar schools as well.

There are no further changes known to date. The official evaluation of the service will take place in 2015-2018²⁸.

Capacity: The programme addresses all young people in Hamburg from 8th grade in school (job orientation) and all who are between 15 and 25 who are in need of counselling, advice and measures concerning their transition into the labour market. In each month around 500-2,000 young people seek advice in each YEA (depending on district size).

Quality standards: The main indicator of the quality of the service is the number of young people reached and their transition to further education, VET or employment. It is indicated that each student or young person should receive quality counselling or an offer by the YEA concerning his/her needs. Furthermore, each student gets counselling by the BOSO team from grade 8 so that he/she will be able to make a 'reasoned career choice or a choice about the further education after grade 10' (Jugendberufsagentur, 2014:23). After two years, the YEA states that the next step will be the development of common quality standards for all 7 facilities and services (Jugendberufsagentur, 2014:30).

Resources: The size of the YEAs differ according to the number of pupils and young persons in the respective district. In a statement of the party *Die Grünen* it criticized that staff from other positions were relocated to the YEA and are now missing at e.g. street work or other social services. Also, over 120²⁹ staff positions were planned to be created until 2016 for the BOSO counselling team for neighbourhood schools in the original concept, but only the first 28 have finally been financed. The additional positions have been cancelled and now have to be financed by each school via the allocation of their own staff. In an interview with the YEA in 2013 it was stated that the official case numbers for the jobcentre were 75 but in reality each staff member would care for 200 people. However, only 75 of them are jobseekers and only need an occasional call to reassure the agreement. The rest of the clients are on sick leave and have to take care of other issues first³⁰.

Policy context: In recent years various contracts between the city, the jobcentres, the employment agencies, companies and NGOs were set up to support young people into vocational training and into the labour market, including subsidies for placements and training schemes (and to prevent the expected lack of a qualified labour force by 2020). In 2009 an **Alliance for education and employment**³¹ was created, including businesses, authorities, public administration and chambers to **reform the transition system from school to work**. They developed:

- 2009: "Job- and study orientation teams" (BOSO) in grades 8-10 which arranges the collaboration between school and employment agency.
- 2009: "Support Programme for education and vocational training for young people with a migration background"³², an agreement between the city, the jobcentre, the chamber of commerce, trade union and companies to foster cooperation between com-

²⁸ Interview with the YEA project manager Wp7_IV1; and Freie und Hansestadt Hamburg 2014:23

²⁹ Freie und Hansestadt Hamburg (2011)

³⁰ Staff of Youth Employment Agency WP3_D_EX3

³¹ Aktionsbündnis für Bildung und Beschäftigung

³² "Aktionsplan zur Bildung und Ausbildungsförderung junger Menschen mit Migrationshintergrund" Hamburger Senat 2009

panies and schools and to recruit teachers with a migrant background to serve as positive role models.

- 2010 Neighbourhood School: Additionally in 2010 Hamburg carried out a school reform and merged the lower secondary, secondary and comprehensive schools into the “Neighbourhood Schools” which lead to A-levels after 13 years alongside the grammar school which now lead to this certificate after only 12 years.
- 2011: Reform of the vocational training in Hamburg.
- **2012: YEA**
- The website www.ausbildung-hamburg.de is a central point of information for pupils, employers, parents and teachers for the transition to employment.
- 2012: Employment programme: The Authority for Labour, Social Affairs, Family and Integration (BASFI), the Employment Agency, The Jobcentre and the local ESF created a joint programme for employment to eliminate the amount of single projects und duplication. Main goals are:
 - Good and effective Job placement
 - Coverage by skilled workforce, also via qualification
 - Creation of “social” labour market for long term unemployed

Degree of coordination and link to other practices: All practices and schemes offered by the YEA team and surrounding stakeholders are aimed at the employability of young people and their quick transition to education, vocational training and the labour market. There are also outreach services like COME.IN and JUGEND STÄRKEN who try to catch up on every young person even if he/she is not willing to register with the YEA. In personal training and counselling these people learn to gain confidence and are coached to develop goals and a plan for future labour market integration. However, in line with the far-reaching labour market reforms driven by the principles of activation and workfare in the early 2000s, a new focus is set on the field of youth work. Institutions for child and youth work are now asked to build coalitions with the jobcentres for an integrated support of young people on their way to the labour market. In this context, measures for active labour market policies, i.e. the stimulation of (social) maturity for starting vocational education and training (VET), became a first priority.

In order to save money for the expensive basic jobseeker benefits, the municipalities introduced social spatial targeting as replacement of the costly individual socio-educational family assistance by socio-spatial measures like open child and youth work. At the same time those facilities claim that they lose significant parts of their resources through cutbacks, which the Hamburg senate justifies by the expectation that the new expanded early childcare measures will be sufficient enough.

4. Project implementation and outputs

4.1 Targeting of the program

Young people have access to the program via various channels:

- The job orientation starts at grade 8 at each **neighbourhood school** and is carried out by the BOSO teams of the employment agency and teachers. Every student gets at least one complementary appointment and further counselling or invitations to the YEA if needed.
- **Leaving school** without a degree or without a VET contract (no subsequent activity):
 - People under 18:
 - The school notifies the **YEA** via the HIBB (Hamburg institute of vocational education) and the young person is automatically invited to the vocational preparation programme (**AvDual**). There he/she gets close counselling and education (also to finish degree) and is actively looking for an internship with the goal to be taken in for a regular VET.
 - If he/she has not found a place after one year Hamburg offers places in supported VETs (BQ) under the “**Hamburg vocational model**” (ESF co-fi) which also leads to a degree.
 - People above 18:
 - The young person is already invited to Job counselling at the **YEA** before school ends. There he/she gets information about further education possibilities, training or job placements (see additional measures).
 - All people:
 - The Agency has the obligation to enter into a specific integration agreement with people seeking VET or employment and has to review the agreement no later than 3 months after signing. If the young person is unwilling to follow the offer, his/her social benefit is significantly cut.
- **NEETs** who do not register with **YEA**, or have specific multiple barriers to start VET, can still benefit from a range of programs via the Social Code VIII/ Youth Work which can be categorized in:
 - Accompaniment: Vocational and social accompaniment/coaching during counselling, internships and also during vocational education for young people with further needs³³ in all 7 districts of Hamburg.
 - Outreach approaches:
 - Come.In³⁴: Unemployed young people (18-25) without a degree are socially educated and accompanied for at least 6 month towards education and vocational training (measure of JBA).
 - JUGEND AKTIV plus³⁵: approaching measures for NEETs who do not register with the JBA and have multiple social problems.

³³ Ausbildungsbegleitende Hilfen AbH/Ausbildungskoaching

³⁴ <http://www.esf-hamburg.de/jugendliche-schueler-auszubildende/4257646/come-in-der-weg-in-deine-zukunft/>

³⁵ <http://www.esf-hamburg.de/jugendliche-schueler-auszubildende/4258310/61682-jugend-aktiv-plus/>

Members of the program

Each month, about 500-2,000 young people seek advice in each YEA (no. of staff differs concerning size of district). From October 2013- September 2014³⁶:

- 2,730 contacts with the Social Youth Service,
- 8,595 people were counselled by the Employment Agency concerning job orientation and VET,
- 9,980 consultations were carried out by the authority for school and vocational education (HIBB/BOSO team) at the YEA and in the neighbourhood schools.

The visit to the YEA is voluntary, except for people who are receiving jobseekers benefit (they can be sanctioned if they do not follow the offered programs and measures). However, this approach also contains the possibility to *reach out* to people who do not register with the YEA after school and of whom the YEA has no record of their whereabouts. This is carried out by the networking department in collaboration with various partners:

- Up to 15 employees of the Employment Agency and the networking department approach young people via letter, sms, phone call or in person to inform them about counselling offers. From April 2013- June 2014 10,636 contacts to clients were carried out.
- An NGO was contracted to reach out with personal consultations (on behalf of the Jobcentre) to those young people who had been “lost” until 2013 (ASU25). From January to July 2013 17,354 of such activation attempts were carried out. Since August 2014, this has been incorporated into the ‘Come.in’ project that is co-founded by ESF.
- Outreach approaches by Stakeholders Com.In and Jugend Aktiv (see 4.1) have reached around 5,600 young people in 2013.

Through the new service of the YEA to gather all data of young people already during school and reach out to them until they found a connection to further education, VET, preparation measures or employment, **the whereabouts of nearly all young people who left school in 2013 and 2014³⁷ could be assessed** (Jugendberufsagentur 2013:20). For further statistics, please see 4.2.

4.2 Addressing needs

In the expert interviews during the Citispyce project, experts expressed their assessment of the reformed transition system in Hamburg:

“Through the reform of the transition system, there has been a paradigm change in Hamburg. It is now recognized that job orientation has to start during already in school. Pupils are counselled whether further education or a VET is useful. From 2014, each student receives an offer by the BOSO team for his transition to employment. If a student is not ready to start a VET he/she begins in the preparation year (AV) and afterwards can start a regular or a supported VET”³⁸.

More young people were connected to vocational training, and also earlier than before. Through this, detours and lost time in the preparation schemes could be avoided. Also, all

³⁶ Freie und Hansestadt Hamburg 2014:13ff

³⁷ 11 people whose whereabouts have been unclear in 9/ 2014.

³⁸ Quote by the employment market coordinator, district authority Hamburg Nord, WP3_DE_D_IV_EX1

young people are followed in an outreach approach until they have found a prospective school, VET, employment or preparation measures.

“The practice of the approaching services is tricky because they also include young people who are voluntarily not applying for jobseekers benefits but still it is a really good chance for people who do not receive any support from home”³⁹.

In the interviews in 2014 many young people talked about preparation measures that they had to attend because they did not find a VET and/or had no entry maturity. Their experience, however, was negative, and questions the impact of such programs.

“BBW and KOM were really bad. We sad around all day and the teachers were lazy.”⁴⁰

“With 18 I came to KOM, and I thought ok I learn something and can reach my degree. But I learned nothing, a waste of time.”⁴¹

Monitoring of success factors and results: The YEA and the reformed measures of the Hamburg transition system are not yet fully evaluated. If the goal to bring young people in VET or employment faster has been reached it cannot be fully analysed yet. For results and statistics about the number of clients from each provider please see 4.1. However, all young people who leave school are now, in fact, registered by the YEA and its authorities. Also their whereabouts are clear. This is an improvement, because in **2010/11 1,185** school leavers had unknown subsequent activities.

- In 2014, 46.5% of the young people who finished secondary school decided on further education⁴².
- Of the 5,059 people who finished school:
 - 37.4% entered dual vocational education and training, also supported training (1,893)
 - 37.8% entered preparation VET (1.910)
- Another 1.245 who finished school,
 - 995: voluntary social service, Army, year abroad or a counselling offer by the YEA
 - 250: moved away from Hamburg

However, this does not necessarily lead to quality transitions or shortened paths to independence as 37.8% still enter preparation programs.

4.3 Empowerment, engagement and choice

Young people who approach or are approached by the YEA get an offer suitable for their situation. Due to the service required by law, for example the school attendance up to the 18th birthday, some services are mandatory. There are a large number of supporting services for young people with multiple needs. Since 2013, the allocation in one of the programs is coordinated and each young person gets offers from the counsellor of the YEA and he/she can apply for the preferred program. The providers of the program then decide if they take in this particular person. If not, the person receives another offer by the YEA. (All services are top-

³⁹ Quote by the head of integrated social planning, district authority Hamburg Nord, De_D_Ex2

⁴⁰ Male, 23, just finished supported training and looking for a job.FG2_Y1

⁴¹ Male, 20, finished special school and is now in supported training.

⁴² Zwei Jahre Jugendberufsagentur 2014:24

down statutory services and therefore young people are not involved as partners, actors or principal agents in this project).

4.4 Stakeholders involved

The practice is based on cooperation agreements between state-, regional- and local level public bodies and NGOs. All services are public services. The principal agent of the practice is the Board of directors, the advisory council, the overall project manager and the directors of each local YEA. For the role of each stakeholder/provider please see 2.2, 2.3 and 3.

4.5 Competences and resources involved

The YEA offers statutory services which are available to all young people up to 25 years of age who are in need of support towards their transition to employment. (Project resources: see 2.3&3).

4.6 Process evaluation criteria

The framework for implementing the strategy was set top down following a 2010 federal agreement of the “Working Alliance Youth and Profession⁴³”. Hamburg decided on implementing the YEA because, although there were low unemployment levels, a big share of young people that finish school enter the transition system of preparation schemes which leads to a prolonged, and in many cases unsuccessful, pathway to (temporary and precarious) employment. Hamburg started the YEA in the second round of pilot programs. They could already draw on experiences from other cities and a network of experts who promoted the cooperation between providers and the building of networks for the transition of young people. As no new providers or legal entities had to be established, and most of the staff and resources had already been in place before, the main driver for implementation was the arrangement of cooperation between the different providers. (For more information on the favourable political circumstances for the reform in Hamburg, please see 3. Emerging of project).

The process of implementation has finished, however, in the beginning there were some barriers:

- A problem the cooperation creates is data-privacy. Legally the different providers are not allowed to exchange data without the client’s approval. This will be manageable over time because, since the school reform, all pupils are registered in one central system and, therefore, easily accessible for all providers once they sign their consent during mandatory counselling in school.
- The communication between providers was a challenge in the beginning, but understanding of each other’s tasks and legal areas has been developed during the last years⁴⁴.

The Senate states that the implementation of the YEA was a step into the right direction. Still, there remain challenges as many young people remain in training schemes, or do not get back to their schemes and programmes, and the expected lack of qualified workforce by 2020 can-

⁴³ Initiated by the Federal Employment Agency (BA) and the Federal Ministry for Employment and Social Affairs (BMAS)

⁴⁴ Freie und Hansestadt Hamburg 2014:8

not be filled. The next step however is the development of common quality standards for all 7 YEAs and a new concept for data exchange and the use of media (Jugendberufsagentur, 2014:30).

4.7 Innovativeness

The recently established **YEA** can certainly be seen as a social innovation in Hamburg's struggle to tackling youth unemployment. The numerous and diverse previous structures in the transition phase between school and employment market have been merged through several reforms (3. Policy context) to a more coherent and simplified set of measures. In this context the most important innovative elements of the YEA are:

1. **Objective: 'nobody should be lost'**. All young people between 15 and 25 are reached and counselled towards education and employment, no matter what level or kind of need and are provided a suitable offer (e.g. vocational training in the public / private sector, publicly funded vocational training, education programmes, practical training, social educational counselling).
2. **Involvement at school level**: From grade 8 all schools and their staff are actively involved in the systematic job orientation and work hand-in-hand with the BOSO teams.
3. **Coordination** of the support measures: All providers work hand-in-hand under a cooperation agreement.
4. **Inclusion of partners**: Economic and social partners work together in different networks and develop suitable and relevant programs.
5. **One-stop-shop**: All providers work under one roof which implies short distances and easier case handling. Whilst each of the participating organisations and their staff still follow their specific mandate, coordination and work flow improved. In general, young people find have it easier to access the appropriate support as the counsellors from different mandates will stand in direct contact to each other. Also, young people can clarify their concerns about a single telephone number.
6. **Outreach approach**: Data about all pupils is collected in school. Until the age of 18, young people are now followed by the YEA until the appropriate actions or measures have been found for their transition into education or the labour market.

Area of innovation: Education and employment.

Logic of the intervention: INT/SID (please see 2.5).

Level of innovative solution and key stakeholders:

- **Individual strategy**: It is innovative in that a young person has to make less effort to get informed about education and job opportunities because he/she is approached by the YEA during school and beyond until he/she finds a program, VET, Employment and develops a long-term strategy.
- **Institutional solutions**: Different institutions are involved in the establishment of the program (see 3.)
- **Solutions in networks of the actors (mixed solutions)**: The key innovative factor of the YEA is the multi-layered collaboration of actors involved in the process of the transition of a young person.

Key dimensions: distance, neglect, trust, engagement, gender: In the interim report of WP 5, the practice of the YEA was placed under the dimension '*Bridging social and urban distanc-*

es/economy and employment' (Jubany/Güell, WP5 report:22). For a typology of “young people” please see 2.2 and 2.5.

Hypotheses on the matching of needs and practices: We cannot give a straightforward answer. Some young people criticized the nature of apprenticeships and training schemes as a waste of time. It seems that the emphasis has so far been more on reaching young people than on how to motivate them and find appropriate routes into work.

4.8 Success factors and conditions, critical implementation barriers

Experts we spoke to during the Citispyce interviews express an overall approval of the YEA and the **pooling of services** in one place.

“It is a very good initiative getting all services concentrated and to show young people an easier way through the jungle of services.”⁴⁵

“It works quite well. In Hamburg Nord there are 40 employees on one corridor, they have short ways and the size of the team is beneficial for the cooperation. The Project is a first step into the right direction and helps the authorities to work hand-in-hand despite different jurisdictional areas.”⁴⁶

“If a student is not ready to start a VET he/she begins in the preparation year (AV) and afterwards can start a regular or a supported VET. Again there is a system of different providers and measures. A consortium of the YEA is coordinating the measures in a meeting once a month”⁴⁷.

“A single EDV platform does not exist yet because of legal reasons but there are negotiations.”⁴⁸

The **early orientation and the close counselling** and the **involvement of extern partners** are seen as crucial success factors in the project:

“Job orientation starts in 8th grade in school. From 2014, each student receives an offer by the BOSO team for his transition to employment”⁴⁹

“Since 20 years young people choose 4 Jobs out of 350 available because they do not know better. We need to give them better orientation. Craft professions are well suited for young people with problems. And also the image plays a big role, girls like H&M”⁵⁰

“The YEA wants to stay closer to the young person which has been complicated because of the data privacy. Now, that the school authority collects all data from pupils, on the long run, all pupils will be recorded and can be traced even later.”⁵¹

⁴⁵ Project manager at a stakeholder for socio-educational accompaniment and coaching towards training DE_NH1_EX6

⁴⁶ Quote by the employment market coordinator, district authority Hamburg Nord, WP3_DE_D_IV_EX1

⁴⁷ See above

⁴⁸ Counsellor for job orientation from the Employment Agency who visits neighbourhood schools, DE_D_EX4

⁴⁹ Quote by the employment market coordinator, district authority Hamburg Nord, WP3_DE_D_IV_EX1

⁵⁰ Staff of the Youth Employment Agency YEA, DE_D_EX3

⁵¹ Quote by the employment market coordinator, district authority Hamburg Nord, WP3_DE_D_IV_EX1

*“If the person is in time and motivated there is always a perspective, even without a degree. It is all about the VET entry maturity that some people are missing and that has to be gained through support measures. There are still some people who will not gain access to the expensive supported VETs because they have no maturity and will not stick it out for three years. Therefore we need to give them better orientation and support”.*⁵²

*“Training companies tend to take on young people with upper secondary education. To provide all people with a VET, more companies have to be convinced to take people with lower education and performances as well.”*⁵³

Some experts see the emergence of the YEA and its **outreach approach** to every young person double sided:

*“Following around young people until they find a job can be molesting, if they are without any kind of state transfer because of their individual decisions. For others that come from families which cannot give them a proper guidance and support, this system is a good and important chance to get on track.”*⁵⁴

Throughout the interviews, experts expressed the view that many **small and local initiatives** fear to be **closed down** because of the new introduction of the JBA. This leads to longer ways for young people to reach support and assistance. Also, to ask for help in a ‘big’ institution might be a **higher threshold** than to talk to your local job-initiative social worker. The YEA on the other hand ensures that they will reach into the neighbourhoods with their own staff. But still interviewees criticise, saying that

*“This cannot substitute long built trust and relationships and they do not reach the kids that completely pulled out and put their heads in the sand like an ostrich.”*⁵⁵

*The negative aspect about the YEA is that they do not act socio-spatial and have only few contacts into the neighbourhoods. They do bring young people into VET but they do not accompany them. The combination of YEA and accompany social support during VET⁵⁶ are desirable.”*⁵⁷

*“To only bring them into employment is not enough. They need, what is often forgotten, a very close emotional support. The YEA does not help a lot because the young people still need support after their first counselling, namely personal and partisan support by a permanent person. The support must come out of their ivory tower.”*⁵⁸

*“The outreach approach is carried out by the ESF project JUGEND AKTIV from 2014 because it is too expensive for the districts. It is good work but it cannot replace years of relationship of a social worker on local level. It is also critical that the YEA Nord lies not central in the district but in the peripheral north.”*⁵⁹

⁵² Staff of the Youth Employment Agency YEA, DE_D_EX3

⁵³ Counsellor for job orientation from the Employment Agency who visits neighbourhoodschools, DE_D_EX4

⁵⁴ Quote by the head of integrated social planning, district authority Hamburg Nord, DE_D_Ex2

⁵⁵ Social Street worker in Hamburg Nord, WP3_D_EX5

⁵⁶ AbH Ausbildungsbegleitende Hilfen §§75/76 SGB III

⁵⁷ Teacher for job orientation at neighbourhoodschool in Hamburg North, WP3_D_EX4

⁵⁸ Project manager at a stakeholder for socio-educational accompaniment and coaching towards training DE_NH1_EX6

⁵⁹ Staff of the Youth Employment Agency YEA, DE_D_EX3

Quality of services/Young people's voices

In spring 2014, 45 young people were interviewed about their contacts to the YEA and their transition to the labour market. Job counselling and finding a VET was obviously a big matter in most of the interviewee's lives. All of them had experienced at least one contact with vocational guidance or counselling in various forms, since schools started to cooperate with various providers like the jobcentre some years ago and offer compulsory appointments for each pupil. Many were quite disillusioned by counsellors from the Youth Jobcentre as they would not listen to the student's life situation and interests.

The Employment Agency has the obligation to enter into a specific integration agreement with people seeking VET or employment and has to review the agreement no later than 3 months after signing. What looks like a sign of quality services at a first glance, can turn out to deprive young people of benefits which can be significantly cut if they are unwilling to follow the offer. Many pupils report they were put in programs that felt like a waste of time and got in the cycle of "preparation scheme careers". Many young people, regardless of whether they struggled with school or were good pupils with high aims, felt under pressure by job counsellors and the Jobcentre as many would offer them VETs they either totally disliked or which were inappropriate because they wanted to finish upper secondary and then maybe go to university. This can be classified under the strategy of employability and activation policies for young people.

Bad experiences:

*"It seems to me that they are good talkers. And then they do this brainwashing and they put you somewhere and later you are thinking, well that was nothing that I ever wanted and it was agreed otherwise."*⁶⁰

*"I you want, you can talk to the job counsellors. But this won't help you. They show you professions but in the end, you have to decide for yourself."*⁶¹

*"The job counselling in the YEA was bad. I showed them my CV and cover letter. But they did not ask me about my wishes. And when I said I'd like to study real estate management she was very straight against it and said a VET would be enough. But I thought I'd have to take my chances and then I was thinking, ok... whatever!"*⁶²

*"I have the impression that the job counsellors there are instructed to bring everyone into a VET, to work and pay taxes as soon as possible"*⁶³

*"Since I was 16 I had to show my school certificates so my parents' jobseekers benefits would not be cut. That was humiliating and I am happy that I got away from that system."*⁶⁴

*"They do not listen and put you in any measures you might not like".*⁶⁵

*"People at the YEA in Hamburg Nord did not help me. I was disappointed because they put a lot of pressure on you that you quickly find a VET but only give little support."*⁶⁶

⁶⁰ Woman, 21, training scheme career OTH_Y5

⁶¹ Man, 21, studies and works at youth club, NH1_Y3

⁶² Woman, 19, self-employed make-up artist, began studies in 2014. NH2_Y5

⁶³ Woman, 21, intercultural studies at University, NH2_Y7+15

⁶⁴ Man, 23, studies Law; Oth_Y3

⁶⁵ Woman, 21, in supported training, FG2_Y3

Positive experiences

“We have Mr D. from the employment agency at school, this is mandatory. And then I made an appointment for further counselling at Mr M., cannot hurt I thought. And he showed me this website planet-beruf.de where we found a matching profession.”⁶⁷

“In grade 8 we were in the Job-information-centre (BIZ) but it was too early. The job counsellor in school only suggested very strange professions. But he now gave me a paper for a preparation school and that was helpful.”⁶⁸

“In school we recently had this job orientation and we went to the district administration and the social services. That was really interesting.”⁶⁹

“I was in the job counselling of the employment agency quite often and made internships and could slowly learn about professions and employment.”⁷⁰

Alternative places

“The person at the YEA was not helpful. Then I talked to P. (social worker in open youth work facility) about my wishes and she showed us how we apply for the program.”⁷¹

“The best Job orientation I received was here with J. (social worker open social youth work) because he is my trusted person and he really makes in-depth counselling. In the job counselling of the YEA everything is so artificial. But J I can trust and can always come back to him.”⁷²

Conclusion of the assessment of services by young people

The measures itself are the same as before. Some are helpful, others are not. For the young person it is not so important that there is now a one-stop-shop approach because their needs remain the same and they do not care much about the different jurisdictional areas. What is important for them is that they have a person or a counsellor who is listening to their real wishes and who they trust and that the measures, programs and VETs that they are offered make sense to them and lead to quality education and career opportunities.

5. Project results/outcomes

The goal of the YEA is to bring more young people into VET and shorten their path to independence. By this, the system of state transfer should also be relieved. Indicators for success have to be developed by all partners regarding their respective intern statistics⁷³. In this re-

⁶⁶ Woman, 20, VET as childcarer, FG1_Y2

⁶⁷ Man, 15, visits neighbourhoodschool, job in youth club; NH1_Y1

⁶⁸ Woman, 16, searches training place as doctor's assistant, NH2_Y14

⁶⁹ Woman, 18, neighbourhoodschool OTH, Y14

⁷⁰ Man, 23, studies Law; Oth_Y3

⁷¹ Woman, 18, training as doctor's assistant, NH1_Y5

⁷² Woman, 19, self-employed make-up artist, began studies in 2014. NH2_Y5

⁷³ Freie und Hansestadt Hamburg 2014:18

gard, there will be a full evaluation of the YEA and its accompanying measures and projects from 2015-2018. The target of “nobody should be lost” and “a chance for VET and education for everyone” will be the body of the assessment and furthermore⁷⁴:

- the Organisation of the YEA and the controlling of resources and
- Interface management (school, YEA one-stop-shop, state-level).

The analysis will be conducted through interviews with young people and staff, document analysis and case studies. However, until a full evaluation is implemented, the success of the YEA should so far be measured along the following indicators:

- The number of school leavers who directly start a VET since the first survey in the school year 2011/12
 - 2012: 1,338 (of 5,307 school leavers or 25.2%)
 - 2013: 1,443 (of 3,731 school leavers or 38.7%)
 - 2014: 1,893 (of 5,059 school leavers or 37.4%)⁷⁵.

The number of young people whose whereabouts are unclear⁷⁶:

- 2011: 1,185
- 2014: 11

The Senate points out that this can be seen as a first success of a more cohesive cooperation between schools and YEA. However, there is still potential as the same amount of people who enter a VET still enter into preparation schemes (2014: 37.4% vs. 37.8%). Besides this, the increasingly restrictive orientation of social assistance with its sanctioning system for “uncooperative” recipients (which has not been addressed by the reform) may well jeopardise success as a quick placement into a measure does not mean that this transition is of quality and sustainable.

However, the project manager of the YEA points out that first evaluations of the newly installed **Av-Dual**⁷⁷ (which since 2013 replaces the variety of old transitions schemes like BVJ) seems to be more successful in integrating young people without VET maturity faster into the regular VET- and labour market.:

“During the old schemes, only 9-15% of the participants entered the regular market after finishing the one year projects. Since the start of Av-Dual, about 50% of the participants can be integrated into the regular VET and labour market directly after the measure ends.”⁷⁸

This does not necessarily lead to quality transitions as a large amount of young people are still in need of further support, also concerning socio-educational counselling and accompaniment during transition. For this group additional measures are required (E.g. Hamburg will install 220 places for assisted VET-accompaniment from 2015, based on a new law⁷⁹).

⁷⁴ Freie und Hansestadt Hamburg (2014)

⁷⁵ Zwei Jahre Jugendberufsagentur:24 and HIBB 2015:21

⁷⁶ Zwei Jahre Jugendberufsagentur:24

⁷⁷ VET preparation like socio-educational training, counselling, application training and apprenticeship.

⁷⁸ Quote by project manager of YEA Hamburg. WP7-DE-IV 1

⁷⁹ Social Code SGB III §130 “assistierte Ausbildung“- assisted VET training

Side and unintended outcomes: From 2013-2017 experts expect an increasing number of young people in need. This is due to the fact that all people are registered now and those who have so far fallen through the cracks are now recognized as jobseekers or in need of other forms of assistance⁸⁰.

- Jobcentre/Jobseekers benefit: from 2013 up +20%
- Employment agency: applicants from the school leaving cohort from 3,400 to 6,100 people, of which
 - People who apply for a VET: +79%
 - People who need counselling: +17%
 - People not provided with VET etc: +500% (from 300 to 1,500)
 - In total: up to 10% increase of youth unemployment (SGB II&III).

These unintended side effects are likely to decrease again after some years of practice, because it is expected that by the early contact, more of them can be integrated in VET and will not become NEETs.

Another side effect which is already criticized is the reduction of social workers for job counselling in local youth projects. Many of them have not been prolonged during the last two years due to the assumption that the YEA is now in place and also sends their staff into local facilities. The young people we spoke to criticize this as they trust a person they know more than to a stranger that they only see once.

“The best Job orientation I received was here with J. (social worker open social youth work) because he is my trusted person and he really makes in-depth counselling. In the job counselling of the YEA everything is so artificial. But J I can trust and can always come back to him.”⁸¹

Cost assessment: The program has not been fully evaluated yet. Also, the YEA consists not only of one self-contained system with financial plans but of different providers of statutory social services each with its own budget. Some of the clients require jobseekers benefit or unemployment insurance; others take part in a measure for VET preparation. Therefore a cost per client calculation is not possible. The cost accounting in 2.3 shows the annual budget for the specific providers.

From 2014-2020 Hamburg receives €78 million from the ESF and adds another 72€million. With this volume the ESF is an important instrument for the local labour market policies. In the Operational Program, several **measures** are foreseen to accompany the **YEA** program.⁸²

As mentioned before, it is not yet possible to make a cost-benefit assessment of the new programs at the transition between school and employment as the evaluation of the new structures will be carried out between 2015- 2018. However, double structures have been eliminated through the fusion of providers and the freed resources were used for additional supported VET training places and more AV-Dual places⁸³.

Limitations of project: Experts of social youth work and the YEA stated that, although the new structure of the YEA is helpful in many ways, it is not able to integrate all young people

⁸⁰ Freie und Hansestadt Hamburg 2014:16

⁸¹ Woman, 19, self-employed make-up artist, began studies in 2014. NH2_Y5

⁸² <http://www.esf-hamburg.de>

⁸³ Information of project manager of the YEA.

into the first labour market as there will always be problems remaining which develop in other and wider societal contexts:

“As long as you can earn money much easier illegally than legal, there is nearly no chance to make employment tempting for some of the people”⁸⁴

“Three main problems that cannot (yet) be affected by the YEA are a) couch hopping of young people who do not want to live with their parents anymore but have to because of their dependency of the families jobseekers alliance; b) psychiatric help has far too long waiting lists and many young people need exactly this measures which are often linked to labour market participation; c) the development of goals and interests starts too late. If you ask people what they desire it’s just: to chill and smoke pot”⁸⁵

“Spaces are changing. You cannot find young people and their gangs in the streets anymore. They are online. It’s harder to reach them through youth work and for counselling, especially if the social workers who they trust are cut off.”⁸⁶

“There is a trend against VET. It is getting unpopular among young kids. They tend to either longer education or want to make quick and easy money.”⁸⁷

Also, the practice of the YEA is not able to influence developments on the overall employment market. Companies and businesses have to take their share of responsibility and create places for young people, also for those with lower degrees. This is important against the background of demographic changes and an expected lack of labour force in the future.

6. Final reflections

6.1 The role of the pilot/project/practice

- To integrate young people into labour market, independence and society.
- Relieve the system of state transfer and social benefits

6.2 Innovation

The recently established YEA can certainly be seen as a major social innovation in Hamburg’s struggle to tackle youth unemployment.

Key innovative elements/ as in 4.7:

1. Objective: nobody should be lost
2. Involvement of school level
3. Coordination of all support programs
4. Inclusion of all partners
5. One-stop-shop
6. Outreach approach

⁸⁴ Staff of the Youth Employment Agency YEA, DE_D_EX3

⁸⁵ See above

⁸⁶ See above

⁸⁷ Counsellor for job orientation from the Employment Agency who visits neighbourhoodschools, DE_D_EX4

Typology/ as in 2.5.:

Concerning the typology of innovation in WP3, the practice can be placed in the field no. three: Services. As stated as good practice hints towards social innovation tackling exclusionary servicing (WP3, chapter 3), the one-stop-shop approach of the YEA addresses the confusing patchwork of services. Exclusionary forms of services could be improved by its reliable and robust funding frameworks, trust, responsive communication processes, connectivity, interdependencies and diversity of services (see WP3:41 and Jalonen/ Juntunen 2011).

In the typology of WP6 the categories 1 and 2 are most suitable to describe the practice:

1. Learning and counselling; social capital; matching/bridging;
2. Offering opportunities;

Needs/ as in 4.2:

More young people were already reached during their time in school and by this the whereabouts of all pupils can be traced. All persons are offered counselling and a measure for transition (further education, VET, preparation for VET etc.)

6.3 Success factors

- Internal:
 - Cooperation between providers is improved and communication is faster and easier
 - Understanding of each other's tasks and hand-in-hand approach
- External:
 - One-stop-shop approach
 - Easier to access by clients and surrounding social workers etc.
 - Clear and transparent approach
 - Clients already reached during school
 - More people make a better and faster transition into employment or VET.

6.4 Policy recommendations, transferability

This innovative practice was implemented top-down as part of a wider reform of labour market policies and agencies. As a "one-stop-shop" its implementation requires the building of a partnership between state-run, as well as NGO, services working for statutory youth systemic integration services. The involvement of local authorities and other stakeholders in the field of VET, transition from school to labour market is crucial for its transferability.

The innovative one-stop-shop approach can reduce multi-layered and redundant structures that had grown over time and often lead to unsustainable measures like preparation schemes or misleading counselling structures. It is important to notice, however, that improved strategies of access to education and employment are only one side of the coin. They do not affect the *quality* of education nor the quality and availability of training and employment schemes. This would require a significant change in policy and a different perception of youth.

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