

Synthesis report on mapping of interventions targeting 25+ NEETs

OUTPUT 5.4

Juliet Tschank, Centre for Social Innovation (ZSI)

Stella Wolter, Centre for Social Innovation (ZSI)

Katharina Koller, Centre for Social Innovation (ZSI)

Eszter Kósa, Binda Consulting International (BCI)

2023

IN THE FRAMEWORK OF THE PROJECT 'LOST
MILLENNIALS – TRANSNATIONAL RESEARCH
NETWORK FOR THE EVALUATION OF INITIATIVES
TARGETING 25+ NEETS'

Country specific contributions

Austria: Centre for Social Innovation (ZSI)
Bulgaria: Center for the Study of Democracy (CSD)
Czech Republic: IREAS, Institute for structural policy
Finland: Demos Research Institute
Greece: Institute of Entrepreneurship Development (IED)
Hungary: HETFA Research Institute
Iceland: Bifröst University
Malta: Binda Consulting International (BCI)
Norway: Nord University
Poland: Evidence Institute Foundation (EIF)
Romania: Sapientia University of Cluj Napoca
Slovakia: Slovak Business Agency (SBA)
Spain: University of Burgos (UBU)

Please cite as *Tschank, J., Wolter, S., Koller, K., Kósa, E. (2023). Synthesis report on mapping of interventions targeting 25+ NEETs. Centre for Social Innovation and Binda Consulting International. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETS. Available at <https://lostmillennials.eu>*

Project summary

The project ‘Lost Millennials’ focuses on a regularly neglected group of the generation of Millennials: young people aged 25-29 neither in employment or education and training (25+ NEETs). This generation started their working life shortly after the economic crisis of 2008, perceiving uncertainty and lack of security for work and well-being, they are more likely to be inactive or in precarious jobs. The main objective of the project is to contribute to the successful integration of 25+ NEETs to the labour market through increasing knowledge on the effects of employment initiatives on 25+ NEETs, building capacity of stakeholders to perform impact studies and thus improving the quality of labour market interventions. This objective will be achieved through the creation of the transnational research network which will share know-how and good practices, the evaluations of governmental and community-based initiatives targeting 25+ NEETs, as well as the engagement of stakeholders to increase the policy-relevance of project results.

For more information, please visit our [website](#), contact us on lm.leadpartner@hetfa.hu and follow our social media ([Facebook](#), [LinkedIn](#)).

The Lost Millennials project is funded by Iceland, Liechtenstein and Norway through the EEA and Norway Grants Fund for Youth Employment.

Implemented by



Table of Contents

1. Introduction	5
2. Methodology.....	7
2.1 Source of data	7
2.2 Methodological approach.....	9
2.2.1 Terminologies of ‘Initiatives’.....	10
2.2.2 Inclusion criteria.....	16
2.2.3 Terminologies of ‘Supported Activities’.....	18
2.3 Conclusion: Methodology	23
3. Analysis of Labour Market interventions.....	25
3.1 Education	26
3.1.1 Country examples: education interventions targeting 25+ NEETs.....	26
3.1.2 Target groups of education interventions	28
3.1.3 Financing education interventions	29
3.2 Training and training jobs	30
3.2.1 Country examples: training and training jobs interventions targeting 25+ NEETs	30
3.2.2 Target groups of training and training jobs interventions.....	33
3.2.3 Financing of training interventions.....	35
3.3 Employment Services	36
3.3.1 Country examples: interventions providing employment services, targeting 25+ NEETs .	37
3.3.2 Target groups of employment services	38
3.3.3 Financing of interventions offering employment services	40
3.3.4 Good practice example from Finland - individual and group coaching for NEETs	41
3.4 Start-up incentives	41
3.4.1 Target groups	44
3.4.2 Financing of interventions offering start-up incentives	46
3.4.3 Budget allocation	46

3.4.4	Territorial coverage.....	47
3.4.5	Outcomes.....	48
3.4.6	Summary.....	50
3.5	Mobility support	51
3.5.1	Target groups.....	52
3.5.2	Financing of interventions offering mobility support.....	53
3.5.3	Territorial coverage.....	54
3.5.4	Outcomes.....	55
3.5.5	Summary.....	55
3.6	Subsidies.....	56
3.6.1	Target groups.....	57
3.6.2	Financing of interventions offering subsidies.....	58
3.6.3	Territorial coverage.....	58
3.6.4	Outcomes.....	59
3.6.5	Summary.....	59
3.7	Direct job creation.....	60
3.7.1	Target groups.....	61
3.7.2	Financing of interventions supporting direct job creation.....	62
3.7.3	Territorial coverage.....	62
3.7.4	Outcomes.....	63
3.7.5	Summary and good practice examples.....	63
3.8	Other activities.....	65
3.8.1	Supported activities.....	66
3.8.2	Target groups.....	67
3.8.3	Financing of interventions offering 'other' support measures.....	69
3.8.4	Budget allocation.....	69
3.8.5	Territorial coverage.....	70
3.8.6	Outcomes.....	70

3.8.7	Examples of interventions in the ‘other’ categories which target 25+ NEETs	71
3.8.8	Summary	72
4.	Conclusions and Outlook	73
5.	References	76
6.	Annex.....	78
6.1	Annex 1: Guideline for the research of initiatives	78
6.2	Annex 2: Internal template for the research of initiatives.....	79
6.3	Annex 3: Methodology of mapping of initiatives	80
6.4	Annex 4: Good practice case studies structures.....	81

List of Figures

Figure 1. Number of ‘initiatives’ per country (absolute + %)	10
Figure 2: The four different understanding of projects according to the Lost Millennials beneficiary partners.....	16
Figure 3. Number of initiatives per supported activity across countries.	25
Figure 4. Share of education interventions out of all interventions mapped.	27
Figure 5. Target groups of interventions supporting education activities (absolute numbers).	28
Figure 6: Financing of interventions in education (absolute numbers)	29
Figure 7. Share of interventions offering training out of all mapped interventions.	31
Figure 9. Share of interventions offering training jobs out of all mapped interventions.	31
Figure 9. Target groups of interventions providing training (absolute numbers).....	33
Figure 10. Target groups of interventions providing training jobs (absolute numbers).	34
Figure 11. Financing of interventions providing training (absolute numbers).	35
Figure 12. Financing of interventions providing training jobs (absolute numbers).	36
Figure 13. Share of interventions offering consultancy, orientation and counselling, job search assistance out of all mapped interventions.	37
Figure 14. Target groups of interventions offering consultancy, orientation and counselling, job search assistance (absolute numbers).	39
Figure 15. Financing of interventions offering consultancy, orientation and counselling, job search assistance (absolute numbers).	40
Figure 16. Share of start-up incentives out of all interventions by country.....	42
Figure 17: Financing of start-up incentives (absolute numbers).....	46
Figure 18. Territorial coverage of the start-up incentives selected by the Lost Millennials beneficiary partners (absolute numbers).	48
Figure 19. Share of mobility support initiatives out of each country's total number of initiatives (in %).	51

Figure 20. Target groups of initiatives interventions offering in mobility support (absolute numbers). . 53

Figure 21. Financing of interventions in mobility support (absolute numbers)..... 54

Figure 22. Territorial coverage of interventions offering mobility support (absolute numbers) 55

Figure 23. Number of interventions offering subsidies in each country (absolute numbers) 56

Figure 24. Target groups of interventions offering subsidies (absolute numbers). 57

Figure 25: Financing of interventions offering subsidies (absolute numbers) 58

Figure 26. Territorial coverage of interventions offering subsidies (absolute numbers)..... 59

Figure 27. Share of interventions aimed at job creation out of all mapped interventions by country ... 60

Figure 29. Target groups of interventions supporting in direct job creation (absolute numbers). 61

Figure 29. Financing of interventions in direct job creation (absolute numbers) 62

Figure 30. Territorial coverage of interventions in direct job creation (absolute numbers). 63

Figure 31: Share of ‘other’ activities out of all interventions by country..... 65

List of Tables

Table 1: Specific approach of the Lost Millennials beneficiary partners for the mapping exercise	16
Table 2: Activities offered by interventions offering start-up incentives.....	43
Table 3: Interventions supporting start-up incentives explicitly targeting 25+ NEETs among other groups	44
Table 4: Interventions supporting start-up incentives according to target groups (excluding those explicitly targeting 25+ NEETs and those focussing on a single target group).....	45
Table 5: Number of projects and persons supported by start-up incentives in the Lost Millennials beneficiary countries by allocation in EUR and country. Highlighted cells represent the interventions only focusing on start-up incentives.....	49
Table 6: Supported activities of the interventions under the 'other' category	66
Table 7: Target groups of interventions in the 'other' category	68
Table 8: Sources of funding of interventions under the 'other' category	69
Table 9: Budget allocation of interventions in the 'other' category.....	69
Table 10: Territorial coverage of interventions under the 'other' category	70

1. Introduction

The following synthesis report provides an overview of interventions targeting 25+ NEETs, i.e., young people aged 25 to 29 who are neither in employment, education, or training. It is based on a collection of interventions conducted in the so-called *beneficiary* countries of the Lost Millennials consortium, specifically Bulgaria, Czech Republic, Greece, Hungary, Malta, Poland, Romania, Slovakia, and Spain. The main objective of the project is to contribute to the sustainable integration of 25+ NEETs into the labour market. Contributing to this objective, this report provides a review of existing employment initiatives and identifies common trends and gaps across partner countries which is illustrated with examples of implemented interventions mapped by *beneficiary* partners.

The review of interventions presented in the subsequent chapters is structured based on the categories provided by the methodological guideline of Eurostat's labour market polices database (Eurostat, 2006), i.e., education programs, training, direct job creation, start-up incentives, labour market services, subsidies, mobility promotion, and others. The review comprises an overview of interventions and details several of their characteristics within a comparison across countries. In this context, the report also identifies whether the mapped interventions are funded at the EU level and/or at the national and/or regional level, presents the interventions in terms of their territorial coverage, i.e., they cover more than one country, the whole country, and/or several regions, provides an overview of the target groups targeted by the interventions in the different countries, as well as presents whether the interventions were evaluated. Furthermore, the report also highlights good practices from Austria, Finland, Iceland, and Norway for activities such as job creation or personal and group coaching.

It should also be noted that the review of interventions and its presentation faces two main challenges. First, a successful intervention or a good practice is not objectively defined but contested term that entails normative assumptions about political discourses, institutional arrangements, and financial allocations. In the case of this report, we relied on the Lost Millennials project's *expertise* partners to carefully choose and review a good practice intervention while considering their country-specific context and challenges, which have been mapped in a previous report (Koller, Wolter, Tschank & Vana, 2022).

Secondly, the authors of this synthesis report understand that the countries analysed face different challenges regarding 25+ NEETs and accordingly apply various strategies to deal with the needs occurring. Because of this, most of the interventions mapped should primarily be interpreted in their national context and the opportunity to make well-founded comparisons is rather limited. Since all the nine *beneficiary* countries are members of the European Union, the common EU level strategies, policies, and available funding sources leave their fingerprints on the individual country's responses to youth unemployment, social integration of young people and the barriers of employability of young adults. However, if we dig deeper, one can find that the concrete programmes, projects, financial incentives,

and schemes have their own characteristics which reflect the given country's or region's special social, demographic, economic, institutional, and political situation.

The report begins with an overview of the methodology, in which the data that form the basis of this report is explained. This chapter goes on to describe the *beneficiary* partners' understanding of the terminology used and consequently of their task in the mapping exercise. In doing so, it identifies some limitations as well as mitigating measures put in place to ensure accurate analysis and interpretation of the data. The subsequent chapter presents the analysis of labour market interventions, in which the different activities supported in the identified interventions are described in detail in terms of their target groups, sources of funding, territorial coverage, budget and where possible, identified outcomes. Finally, the report concludes with a summary of the findings as well as the lessons learnt, not only from the interventions supporting 25+ NEETs but also in the multi-agency approach of data collection.

2. Methodology

This chapter presents the methodology used in this report, including the sources of data and variables the analysis is based on, the terminologies used for defining main concepts, and inclusion criteria for incorporating data points in the data set. As the methodological approach is characterised by limitations regarding the different understandings and conceptualisations of the terminology used, efforts have been taken to make this process transparent and comprehensible.

2.1 Source of data

The aim of this report is to provide an overview of the ‘initiatives’¹ implemented in the Lost Millennials *beneficiary* countries to support 25+ NEETs. The nine countries defined as *beneficiaries* in the framework of the Lost Millennials project are: Bulgaria, the Czech Republic, Greece, Hungary, Malta, Poland, Romania, Slovakia, and Spain. Moreover, the four countries defined as *expertise* partners are: Austria, Iceland, Norway, and Finland. The analysis and results presented in the subsequent chapters are based on the following data:

1. **Completed internal templates for the selection of initiatives** of the nine *beneficiary* countries: IREAS, the Lost Millennials partner from the Czech Republic, developed an internal template for collecting information on initiatives in *beneficiary* partners supporting 25+ NEETs (see Annex 1 in section 6.2 of this report). With this template, the *beneficiary* partners carried out desk research to determine which initiatives from 2007 supported 25+ NEETs and entered them into the template. The completed templates are not available publicly.
2. **Database of initiatives supporting 25+ NEETs** in the nine *beneficiary* countries: based on all the internal templates completed by the *beneficiary* partners, IREAS selected the relevant initiatives and created a database to provide an overview of the initiatives as well as to ease further analysis. The database included the variables listed below. It should be noted that some of the variables (territorial coverage, supported activities, and target groups) were multiple choice, i.e., one initiative could fit into several categories of these variables.
 - Country,
 - name of initiative,
 - name of project,

¹ ‘Initiatives’ has been set in quotes due to the different understanding of the term among the project partners. More details are available in chapter 2.2.1.

- type (programme, initiative, project)²,
- budget allocation, source of funding (EU, national, regional/local),
- territorial coverage (more countries, one whole country, several regions, local/one region),
- supported activities (education, training, training jobs, jobs creation (social entrepreneurship), support of creating own businesses, guarantees in creating own businesses, consultancy, support of mobility, psychological support, other). This variable was used as to structure the analysis and the results of this report. It is important to note that many of the interventions cover more than one activity, thus the partners completing the templates could make multiple selections depending on the programme. This is the reason why the percentages presented in section 3 do not necessarily add up to 100.
- target groups (25+ NEETs, young people 16-35, 50+, other age categories, unemployed in general, disadvantaged jobseekers, people with disabilities, new entrants to the labour market, minorities, other)
- results (numbers of projects realised, number of projects supported, number of persons supported, evaluation available: yes/no)

3. **Methodology of mapping of initiatives** supporting 25+ NEETs from each of the nine *beneficiary* partners. After the mapping exercise, the *beneficiary* project partners were requested to describe how they went about with the mapping exercise. This was considered important due to the inconsistencies in the use and understanding of the different terminologies included in the internal template (see Annex 3 in section 6.3).

4. **Country reports** of the nine *beneficiary* partners on initiatives supporting 25+ NEETs³: Based on the desk research in each *beneficiary* country, the partners drafted country reports of the initiatives supporting 25+ NEETs based on a template developed by IREAS. These reports therefore follow this structure:

- Introduction
- Institutional context of initiatives and programmes
- Focus of initiatives/programmes

² This variable and information for this variable was not initially available. Due to discussions leading up to drafting of this report, the *beneficiary* partners were requested to complete this table for all their initiatives. However, this variable was not further analysed based on the fact that not all the *beneficiary* partners completed this information, and it was also evident that the people involved had different understanding of the terminologies.

³ See the list of country reports in the references chapter – page 77.

- Typology of initiatives/programmes and their supported activities
- Geographic coverage of NEETs support
- Financial aspects of initiatives and programmes
- Implementation of initiatives and programmes
 - Project implementers
 - Target groups of NEETs
- Conclusions
- References

5. **Good practice examples** from the *expertise* partners of the Lost Millennials consortium: Austria, Iceland, Norway, and Finland. All the *expertise* partners except for Norway which submitted two practices provided one practice each. In this report, these practices have been included in the relevant sections.

2.2 Methodological approach

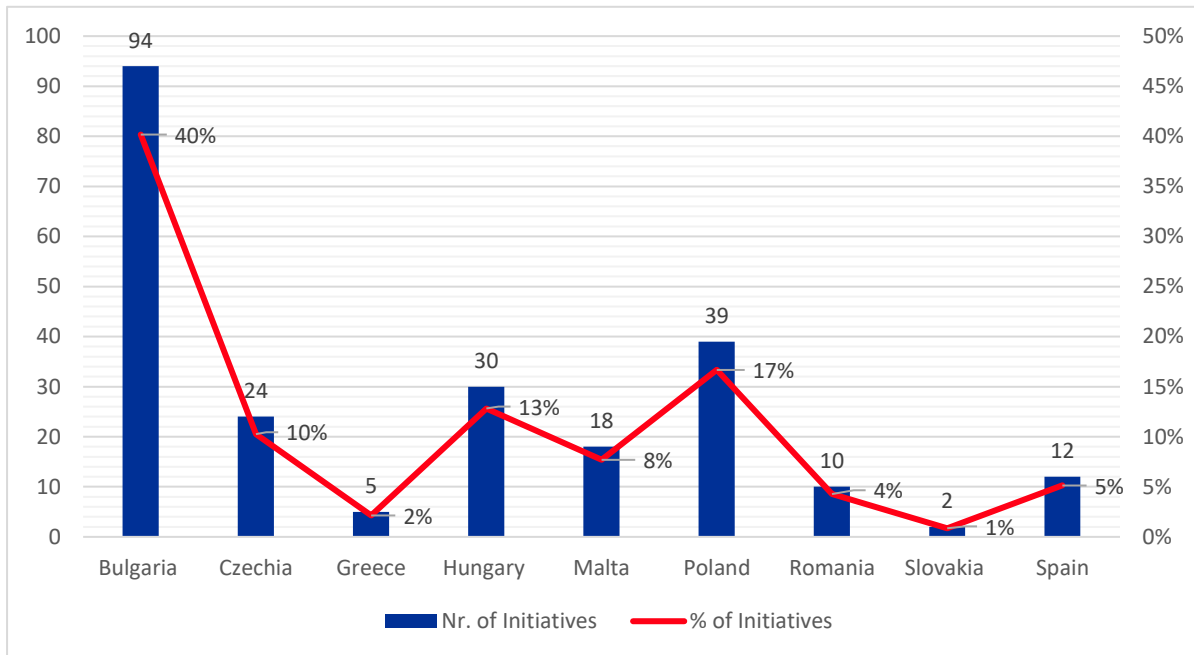
As a first step, IREAS or the Institute for Structural Policy, one of the *beneficiary* partners in the Lost Millennials consortium, which is in charge of the project activities⁴ that this report falls into, developed the methodology guideline for the mapping of initiatives supporting 25+ NEETs in the *beneficiary* countries (see Annex 1 in section 6.1 of this report), the ‘internal’ (Annex 2 in section 6.2) and ‘external’ templates for the *beneficiary* partners as well as the template for the collection of good practice examples by *expertise* partners of the consortium (Annex 4 in section 6.4).

Through secondary research, the *beneficiary* partners collected relevant ‘initiatives’ supporting 25+ NEETs. IREAS then entered all the information of the ‘initiatives’ that were considered relevant⁵ into a database that was then presented to ZSI and BCI, the partners in charge of writing this report. The amount of collected ‘initiatives’ showed a rather wide range (from 2 to 94 ‘initiatives’), even considering sociodemographic data of the countries, suggesting an inconsistency in the process across the different partners.

⁴ Work Package 5: Mapping of initiatives and evaluation practices

⁵ All the collected interventions that were considered Erasmus+ individual projects were excluded. This only applied to Bulgaria. All the interventions collected by all the other partners were included in the database.

Figure 1. Number of 'initiatives' per country (absolute + %)



Source: Lost Millennials initiatives database

Additionally, the discussion of the collected material raised some clarification questions in terms of terminologies, which resulted in a request to the *beneficiary* partners, asking to complete the template on the methodology of mapping of initiatives (Annex 3 in section 6.3) as well as the completion of the column 'type' (project, programme and initiative) in the database. The inconsistency was caused by the fact that the terms 'programmes', 'initiatives' and 'projects' were not clearly differentiated and often used interchangeably in the guidelines, resulting in the conclusion that the project partners involved may have different understanding of the terms, leading to such big differences in the number and type of 'initiatives' collected. The methodology of the mapping of initiatives template was therefore geared not only to prove or disprove the hypothesis that there was different understanding of the terms, but more so to support the analysis and understanding of the data for this report. The completed methodology reports from each of the *beneficiary* partners were the inductively coded using the MaxQDA software.

2.2.1 Terminologies of 'Initiatives'

The template for the methodology of the mapping of initiatives asked the *beneficiary* partners whether they had experienced any difficulty in determining what measures they were required to map. Four of the nine *beneficiary* partners indicated that they had not faced any difficulty, while the remaining five partners did. Of the five partners who understood what measures they were to research, one indicated that the reason they did not endure any difficulties was because in their national contexts, the terms 'programmes', 'initiatives' and 'projects' are also used ambiguously.

*'In [country]*⁶ documents these terms were sometimes used interchangeably, something that was called a program should rather be considered as a project. Similarly, initiatives and projects, which are smaller scale interventions are often treated as synonyms.'*

[Extracted from methodology of mapping of initiatives]

The same was the case for the one of the other partners, although they, on the contrary, indicated that they had trouble in determining the measures they were supposed to include from their research.

*'In the *[country] case it seemed that this 'difficulty in understanding' what 'a programme', 'a project' and 'an initiative' is (and how one differs from another) had transpired in the national governance and strategic processes. Because the funding schemes on a national level were a bit discombobulated to begin with, some initiatives were formally named 'projects' while others were named 'programme' without there being any particular distinction between the two.'*

[Extracted from methodology of mapping of initiatives]

The other project partners who also experienced difficulty in determining the measures they were supposed to include mentioned that the definition of 'programmes'⁷ that was provided was 'confusing', the terms were 'not always used consequently in the guidelines and the different templates' and that 'the term 'project' was not defined anywhere in the guidelines or templates.

To get further insight into the understanding of the partners with regards to the different terminologies described in the section above, the Lost Millennials *beneficiary* partners were requested to explain what they understand by each of the different terms and how they differ from one another.

2.2.1.1 Programme

There was a consensus among the *beneficiary* partners that programmes are bigger and broader than initiatives, initiated by governments or public bodies, addressing multiple target groups and which set strategic priorities, financial allocation, and management and control systems.

⁶ This section has been anonymised to avoid causing the partners who carried out the mapping exercise any humiliation and placing blame as the methodology of the mapping exercise was primarily aimed to shed more light on the research approach and interpretation of the data and not point fingers on any of the partners who carried out the exercise in a different manner

⁷ The programmes represent more extensive and complex forms of financing for different types of target groups, among which it will be possible to identify NEETs as well.

'We see programmes as activities representing larger and more complex forms of funding for different types of target groups, among which NEETs may be identified.'

[Extracted from methodology of mapping of initiative]

'Programmes are detailed plans that set strategic priorities, financial allocations, and management and control systems.'

[Extracted from methodology of mapping of initiatives]

The implementation structures of programmes differ among the Lost Millennials *beneficiary* partners in that for some, these are initiatives while for others, these are projects.

'...multiple initiatives can work together to achieve the larger goal set in the programme.'

[Extracted from methodology of mapping of initiatives]

'Within the 'program' various 'initiatives' can exist.'

[Extracted from methodology of mapping of initiatives]

'A programme is the most structured and complex category, usually aimed at a wider target group. It covers and funds initiatives, which are implemented through projects.'

[Extracted from methodology of mapping of initiatives]

"'Programmes' are more complex interventions which are implemented through 'specific projects'"

[Extracted from methodology of mapping of initiatives]

Some partners gave specific examples to describe 'programmes' for example, programmes being 'calls-for-proposals level' for EU funded projects 'funding schemes' or 'operational programmes'.

'Programmes and initiatives are the 'call for proposals'-level in the EU-funded development policy framework.'

[Extracted from methodology of mapping of initiatives]

'By 'programme' we understood the established funding scheme which was executed by a particular donor. E.g., each ERASMUS project was considered 'a project' or 'an initiative', while the funding scheme ERASMUS was considered 'a programme'.'

[Extracted from methodology of mapping of initiatives]

*'According to the abovementioned definition, in *[country] only the Operational Programs will be considered programs while, if we are right, all the rest would be initiatives.'*

[Extracted methodology of mapping of initiatives]

As can be seen from the first quotation in the paragraph above, some partners saw 'programmes' and 'initiatives' being at a similar level, only differing in terms of geographical coverage, budget, and target group.

'Programmes and initiatives are the same level, they differ only in scale: programmes are larger-scale (covering a larger geographical area, e.g., the whole country/a NUTS-2 region; also targeting more people and have larger budgets)'

[Extracted from methodology of mapping of initiatives]

2.2.1.2 Initiative

Most of the *beneficiary* partners understand initiatives as being shorter, having a smaller financial scope and implementation structure compared to programmes. Additionally, there was general agreement that initiatives cannot only be implemented by government bodies, but also NGOs. Only for one partner, can initiatives be implemented additionally by businesses.

'The initiative contains plans and actions, implemented independently, by regional authorities, non-profit organisations or businesses.'

[Extracted from methodology of mapping of initiatives]

Differences in understanding of the term ‘initiative’ can also be seen in terms of for example the level of government bodies involved. For some of the *beneficiary* partners, all levels, national, regional, and local governments, can be involved.

‘An initiative means any form of support for NEETs, which may generally have a smaller financial scope and implementation structure compared to programs. They can be administered both by public administration institutions (i.e., the state, regional authorities, municipalities/cities), as well as by non-governmental organisations’

[Extracted from methodology of mapping of initiatives]

For others, initiatives are only implemented at regional and local government levels.

‘An initiative is a smaller-scale, usually local intervention, either initiated by the (local) government or by NGOs’

[Extracted from methodology of mapping of initiatives]

*‘To the best of our knowledge, most of the national and regional-level measures in *[country] are programs while initiatives is the name that implementing institutions use for smaller and local-level ones.’*

[Extracted from methodology of mapping of initiatives]

Furthermore, some partners see a direct link between programmes and initiatives in that initiatives act as ‘bridges’ to programmes or that many initiatives form a programme, however, for other project partners, initiatives are independent of programmes.

‘An initiative can consist of several projects, and multiple initiatives can work together to achieve the larger goal set in the programme. Initiatives are, therefore, a bridge between programmes and projects. Projects are the logical extensions of initiatives, as they represent the link between tasks and a more strategic level of planning. ’

[Extracted from methodology of mapping of initiatives, Pos. 4]

'Initiative is any kind of independent support, that has a smaller financial and geographical scope'

[Extracted from methodology of mapping of initiatives]

One partner's understanding of initiatives was particularly different to the general understanding described above; in that they understand initiatives as being synonymous to projects.

"Project' and 'initiative' were generally used interchangeably to refer to the action which was undertaken in the short-time framework e.g., each ERASMUS project was considered 'a project' or 'an initiative'"

[Extracted from methodology of mapping of initiatives]

Similarly, although one of the partners had a clear differentiation of the three terms, in practice while drafting the external report, they decided to also use 'project' and 'initiative' interchangeably, as a conclusion from the definitions provided for 'programmes' and 'interventions' as well as the apparent use of 'initiatives' as an umbrella term for 'initiatives' and 'projects' in the relevant documents provided to them to complete this task and not from own understanding.

'Based on the [definitions provided], I understand that Initiatives' is a collective term covering all kinds of interventions ('any form of support'), that is why the report titles used exclusively this term'

[Extracted from methodology of mapping of initiatives]

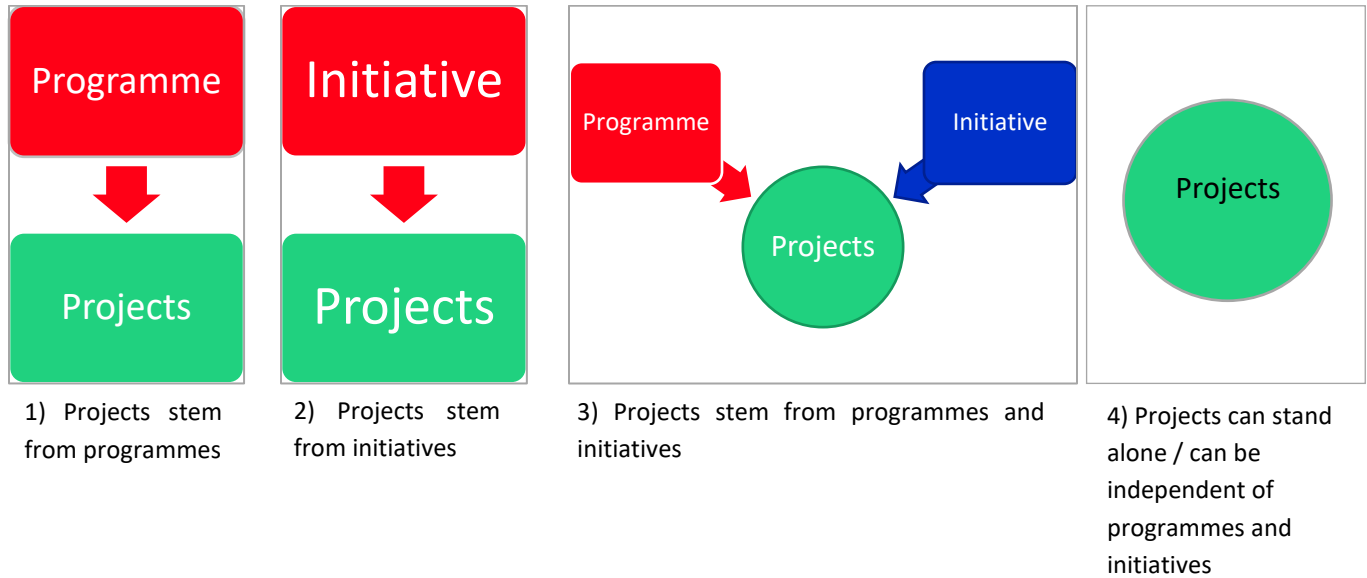
'In the External Report I used initiatives/projects as synonyms (smaller scale interventions)'

[Extracted methodology of mapping of initiatives]

2.2.1.3 Project

In terms of the term 'project', the partners' understanding is very similar but also characterising slight differences. In general, projects are understood as smaller interventions compared to both programmes and initiatives, with more concise target groups and goals, but smaller budgets. For some partners, projects can exist independently, for others they exist under a programme, an initiative or both. Overall, four main conceptualisations of a project became evident, which are presented in Figure 2.

Figure 2: The four different understanding of projects according to the Lost Millennials beneficiary partners



Source: Lost Millennials methodology of initiatives templates

2.2.2 Inclusion criteria

Other than defining the terms programme, initiative, and project in their own terms to understand their application, the *beneficiary* partners were also asked about their specific approach in the mapping exercise; for instance, did they select all interventions that fall under the three terms, only under one of the terms, or something else? The table below shows the approach of the different project partners involved in this exercise.

Table 1: Specific approach of the Lost Millennials beneficiary partners for the mapping exercise

Interventions included in the collection	Explanation	Number of beneficiary partners to use approach
Only programmes	<p>'We focused on identifying 'programmes' and 'initiatives'. This is how we understood the assignment. However, during the filling in this questionnaire we realised that in principle we could talk about...'</p> <p>[Extracted from methodology of mapping of initiatives]</p> <p>... a couple of programmes that could further be divided into a number of initiatives. However, due to the small financial scope of the initiatives, it was decided to collect interventions only at the programme level.</p>	2

	<p><i>[Paraphrased to from methodology of mapping of initiatives to ensure anonymity]</i></p> <p><i>'According to the abovementioned definition, in *[country] only the Operational Programs will be considered programs while, if we are right, all the rest would be initiatives. However, we have kept the name used by the implementing institutions and all the measures that we have selected are called 'programs' by them.'</i></p> <p><i>[Extracted from_ Methodology of mapping of initiatives]</i></p>	
Programmes and initiatives	<p><i>'Most cases in *[country] are programs or initiative being implemented. Thus, we mainly selected programmes either currently being implemented or being completed during the last 5 years and projects included in the selected programmes.'</i></p> <p><i>[Extracted fro methodology of mapping of initiatives]</i></p> <p><i>'I selected interventions that belonged to the 'Programme' or the 'Initiative' category. The number of projects within a programme/initiative is just technical information, it rarely affects the content or design of the programme/initiative.'</i></p> <p><i>[Extracted from methodology of mapping of initiatives]</i></p>	2
Programmes and projects	<p><i>'Based on my understanding, all cases are 'initiatives' since it is a collective term as the titles of the Reports suggest. In the Internal Template under 'Type of Initiative' (again, this question suggests to me that 'initiative' is a collective term): I used 2 categories: (a) Programme (more complex intervention) (b) Project (specific intervention, smaller scale).'</i></p> <p><i>[Extracted from methodology of mapping of initiatives]</i></p> <p><i>'We've selected cases that mostly fit in one category [Programmes], although there were cases that fit in more. However, we've found at least few actions that fit in each category, to show their scope. In a few cases, we have given the example of a program determined at the national level and regional programs and projects operating on its basis. The easiest ones to find were projects, as it's the most popular form of helping'</i></p> <p><i>[Extracted from methodology of mapping of initiatives]</i></p>	2
Only projects	<p><i>'Since both programmes and initiatives are implemented in projects, we have mapped the different projects of the *[name of programme], as they were explicitly addressed to the target group. In addition, we mapped projects that were not linked to effective programmes and initiatives but focused on this target.'</i></p> <p><i>[Extracted from methodology of mapping of initiatives]</i></p>	1

<p>Programmes, initiatives, and projects</p>	<p><i>'The *[name of organisation] team sought activities from all three groups (projects, programmes and initiatives).'</i> <i>[Extracted from_ Methodology of mapping of initiative]</i></p> <p><i>'We completed a template for each programme and each project relevant to NEETs/25+ NEETs in *[country] which we could find through our desk research - we described in individual templates all programmes and initiatives which are included in the *[name of action plan] Action Plan.'</i> <i>[Extracted from_ Methodology of mapping of initiatives]</i></p>	<p>2</p>
---	---	----------

As is evident by the information in the table above, five different approaches were used by the nine Lost Millennials *beneficiary* partners while undertaking the mapping exercise required as a basis for this report. This fact together with the understanding of the different terminologies described in the previous sub-chapter shows that the data that forms the basis of this report includes different information depending on the partners' own interpretation of the terms as well as the approach they decided to use. This explains the rather big differences among the number of 'initiatives' collected. For this report, the term 'intervention' will be used to refer to the programmes, initiatives and projects included in the database, that forms the basis of the analysis for this report, to avoid any confusion.

2.2.3 Terminologies of 'Supported Activities'

ZSI and BCI, responsible for this report, also inquired whether the partners completing the template on the interventions supporting 25+ NEETs in their countries had the same understanding of some of the terms listed under 'supported activities' of the 'internal template' (see Annex 2 in section 6.2). The elements that were considered problematic were: distinguishing among 'education', 'training' and 'training for jobs'; 'job creation (social entrepreneurship)', 'support in creating own businesses' and 'guarantees in creating own businesses'; and the understanding of the term 'consultancy'.

Like the terminologies addressed in the previous chapter, the Lost Millennials *beneficiary* partners were first asked whether all the activities listed under 'supported activities' in the template were generally clear to them. For five of the nine Lost Millennials *beneficiary* partners, these terms were generally clear, whereas for the two of the four remaining partners, some of the terms such as 'job creation (social entrepreneurship)', 'training jobs' and 'consultancy' and the difference between 'support in creating own businesses' and 'guarantees in creating own businesses' were unclear. Both were also of the opinion that some important activities such as mentoring, wage subsidy/hiring incentive were missing in the list of supported activities. For the remaining two partners, the list of supported activities in the template was generally clear, except for the term 'consultancy', where both correctly assumed that it referred to services such as (psychological and legal) counselling, work orientation and skills assessment.

2.2.3.1 Education, training, and training jobs

The partners' explanation of what they understood under 'education' were consistent in that they all understood this to be learning in the framework of formal education.

With regards to 'training' the partners were in unison that it is the learning or refining of skills (social or professional) outside of formal education settings. However, one inconsistency that was identified was that some of the partners understood training as taking part in 'workplaces' leading the authors of this report to doubt whether they confused this with on-the-job trainings.

The responses from the partners showed that the term 'training jobs' was understood quite differently. IREAS, the partner responsible for the development of the template understood this term to mean on-the-job training as evidenced by the quote below.

'Job training (un)employees receive right in the working place. This type of training is useful because it provides hands-on experience. Job training could be realised as an internship, shadowing, etc.'

[Extracted from methodology of mapping of initiative]

Two other partners interpreted this term similar to the authors of the template. However, this term was understood quite differently by most of the other partners:

- training tailored towards a specific job:
'Training jobs are trainings preparing for a specific job position, enabling to acquire specific skills and readiness for the profession.' [Extracted from methodology of mapping of initiatives]
'It is a practical method for gaining new competences and skills needed for a job.'
[Extracted from methodology of mapping of initiatives]
- 'Training of trainers':
'when the supported activity is the training of trainers' [Extracted from methodology of mapping of initiatives]
- As entry-level-jobs which may have aspects of on-the-job training:
'Under 'training jobs' were listed projects and programmes, which provided the beneficiaries with employment within a particular organisation or company but these were 'entry-level' jobs which would implicate a certain degree of 'on-the-job' training involved.' [Extracted from methodology of mapping of initiatives]

Some of the partners did not provide their understanding of these terms as they did not identify any interventions covering these activities.

2.2.3.2 Job creation (social entrepreneurship), support in creating own businesses and guarantees in creating own businesses

According to the authors of the template, 'job creation (social entrepreneurship) refers to 'creating jobs for people from disadvantaged social groups'. This activity was understood in the same way by at least one additional partner of the Lost Millennials *beneficiary* partners. 'Disadvantaged social groups' can be understood in varying ways depending on a number of factors. For one of the partners, it involves NEETs and the unemployed in general.

'Job creation' was marked in cases where established companies or organisations were funded to create new job positions for NEETs (or generally for unemployed people) where such positions were previously not available.'

[Extracted from methodology of mapping of initiatives]

This term was also understood differently by different partners. For some, it involves creating jobs but not necessarily just for disadvantaged groups.

'creating new jobs for at least middle term period which are organic parts of a competitive business models (self-employment, business start-ups, staff increase in an established company or the establishment of social enterprises)'

[Extracted from methodology of mapping of initiatives]

'Job creation (social entrepreneurship)' was used for social entrepreneurship programmes as well as for public works schemes.'

[Extracted from methodology of mapping of initiatives]

'job creation opportunities are increased within a community.'

[Extracted from methodology of mapping of initiatives]

For one of the Lost Millennials *beneficiary* partners, 'job creation (social entrepreneurship)' involves 'creation of a job with the help of a subsidy (e.g., contributions to the employee's labour cost)'.

With regards to the activity ‘support in creating own businesses’, the partner responsible for developing the template understood it as:

‘Support in creating own businesses can be, e.g., allowance for starting a business. If the unemployed are registered with the Labour Office, it is possible to apply for a contribution to the establishment of a socially useful job for self-employment. A business plan accompanies the application for the grant. If the Labour Office approves the funding, it must be used to set up the workplace, i.e., for the equipment and facilities needed to start the business, which must then be documented.’

[Extracted from methodology of mapping of initiatives]

All the other Lost Millennials *beneficiary* partners understood this activity as financial support as described above. Additionally, all of them also understood other forms of support other than financial as falling other this activity such as ‘support in marketing and branding’, ‘support in legal issues’, support in ‘applying for funding’, ‘mentoring’, ‘incubation’, ‘coworking’, ‘mediation with other companies’, ‘career-orientation’, ‘counselling’ and ‘training of would-be entrepreneurs’.

Overall, all the partners seem to have the same general understanding of the activities that fall under ‘support in creating own business’. This is unlike the understanding of support in the framework of ‘guarantees in creating own business’. The template’s author definition of this activity, which is also shared by one other partner, is:

‘Guarantee in creating own business is, for example, a situation where the bank will provide discounted loans to start-up entrepreneurs (e.g., at a rate of 0% p.a.). This may include the provision of free consultancy during the preparation and implementation phases of the project. The aim is to support the success of the entrepreneurs and the repayment of the loan.’

[Extracted from methodology of mapping of initiatives]

The understanding of the authors of this report is that this activity differs slightly to what the authors of the template had in mind, in that the partner understands ‘guarantees in creating own businesses’ as a promise by a third party or government to assume debt obligations if the entrepreneur, in this case, defaults and not necessarily ‘discounted loans’. This understanding of the authors of this report, was also shared by two of the Lost Millennials *beneficiary* partners.

‘Guarantees in creating own business are form of support in creating own business, they refer to legally binding promise of lending or giving money to the individual in order for them to create new enterprise.’

[Extracted from methodology of mapping of initiatives]

‘the possibility to get a loan to support specific enterprise, but which is secured from public sources. So there is no need to have a collateral.’

[Extracted from methodology of mapping of initiatives]

A couple of the partners’ understanding of support in the form of ‘guarantees in creating own businesses’ were on the other hand quite different to the ones described above. For one partner, it is about programme management that takes over some tasks involved in the start-up process, while for another, it is the provision of credit cards to employees.

‘Guarantees in creating own business: some tasks and duties of the start-up are hold by the programme management.’

[extracted from methodology of mapping of initiatives]

‘Guarantees in creating own business: The phrase ‘business guarantee’ describes credit cards where the company itself is accountable for the obligations accrued. Business guarantees are frequently provided when companies provide their staff access to company credit cards.’

[extracted from methodology of mapping of initiatives]

Several the partners did not provide their understanding of ‘guarantees in creating own businesses’ as they did not find any interventions fitting this category.

2.2.3.3 Consultancy

‘Consultancy’ was one of the activities that had the least common understanding among the *beneficiary* partners of the Lost Millennials project, who carried out the mapping exercise of interventions supporting 25+ NEETs. From discussions with the authors of the template, it was clear that the confusion resulted from translation of this and other terms into English for use within the consortium. For the

authors of the template, 'consultancy' should have correctly been translated as 'counselling'. Their definition of this activity was:

'Consultancy can consist of an entrance counselling interview (individual counselling), which helps the Labour Office better understand the unemployed and can be offered activities according to their individual needs, enabling or facilitating their return to the labour market. Other options can be Group counselling or Counselling programmes, which are longer-term follow-up activities to the initial interview - individual counselling is the offer of group counselling (e.g., job club, motivation course). This activity aims to engage the unemployed person and reassure them about their involvement's effectiveness, help them address their current difficult situation, and answer the questions that are currently bothering them.'

[Extracted from methodology of mapping of initiatives]

Thankfully, most of the *beneficiary* partners understood this activity as referring to counselling and involving activities such as: 'career counselling', 'mentoring', 'coaching', 'guidance', 'psychological counselling', 'psychological counselling', 'work orientation', 'skills assessment', 'needs assessment'. Due to the lack of understanding of this term, some partners created their own categories namely 'counselling/job search assistance' and 'mentoring' which relate to the definition of this activity.

Nevertheless, for a number of the *beneficiary* partners, the understanding of this activity was completely different from that of the others. In this case it was understood as 'expert advice for people working in a specific professional or technical field', 'research projects into the problem of unemployment'

'With the term 'consultancy' we mean providing expert advice to people working in a professional or technical field.'

[Extracted from methodology of mapping of initiatives]

'Under 'consultancy' we listed projects which were funded for research or analysis into the problem with unemployment. One such case was state funding into statistical analysis for the purposes of integrating its conclusions in the [name of strategy] Strategy.'

[Extracted from methodology of mapping of initiatives]

2.3 Conclusion: Methodology

This chapter has described the source of data that will be used as a basis for this report as well as the steps carried out before the analysis of the data, that is, the development of the template for the mapping exercise, the creation of the database of the interventions supporting 25+ NEETs in the Lost

Millennials *beneficiary* countries as well as the discussions arising from the collected data. Unfortunately, a number of inconsistencies with regards to the partners' understanding of their task and terminologies have been pointed out. Nevertheless, these were vital tasks and important discussions to ensure that the ensuing data was appropriately analysed and interpreted for the purpose of this report. Based on all the information and discussions held prior to drafting this report, listed below are a number of key features that form the cornerstones of this report.

1. The Lost Millennials database of 'initiatives' is the primary source for the results presented in this report. It includes all the 'initiatives' selected by IREAS until the end of September 2022.⁸
2. Although the official name of this report should be 'Synthesis report and typology on mapping of **initiatives** targeting 25+ NEETs', due to the inconsistencies in the understanding of the terms programmes, initiatives, and projects and the fact that there were numerous approaches used to select these, in this report, the term '**interventions**' will be used as an umbrella term to refer to all the programmes, initiatives and projects included in the Lost Millennials database and analysed for this report.
3. The data provided in each of the chapters below should be interpreted with caution, as the partners involved in the mapping were able to choose more than one supported activity for each of the intervention. This is also logical considering that most interventions usually support numerous activities. Moreover, some of the supported activities contain only few interventions
4. The sub-chapters under 'activities supported by interventions supporting 25+ NEETs' follow the categories of active labour market measures provided in methodological guideline of the labour market policies by Eurostat (2006). Although in the sections above have demonstrated that some of the activities were understood differently by different partners, their definitions for this report are those found in Eurostat (2006).
5. The good practice examples provided by the *expertise* partners of the Lost Millennials consortium have been included in the relevant sections in the form of info boxes.

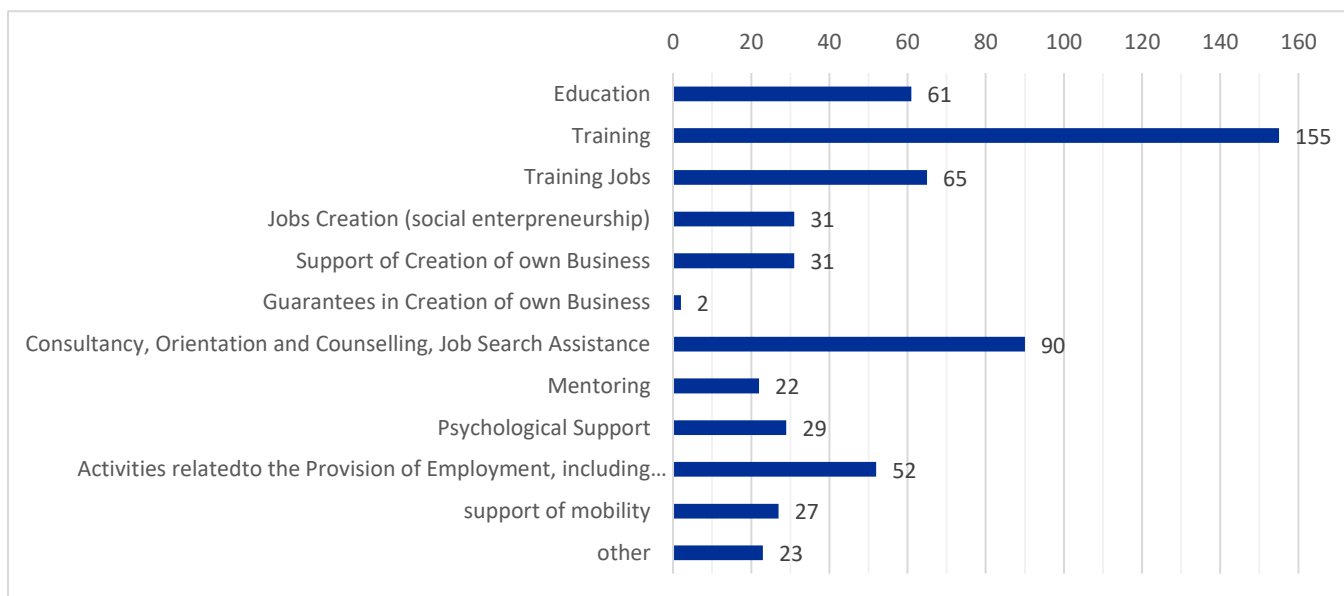
⁸ At the end of November 2022, the Slovakian partner provided information on three initiatives which are part of a programme that was already included increasing the number of interventions for 25+ NEETs from two to five. Unfortunately, as this data was provided as this report was being finalised, it could no longer be taken into consideration for this report.

3. Analysis of Labour Market interventions

This section shows the labour market interventions mapped in the nine *beneficiary* countries, structured according to the activities they support. The following subsections present results on these activities across countries, structured by Eurostat's labour market polices database (Eurostat, 2006). These contain education; training and training jobs; employment services, which includes consultancy, orientation and counselling, job search assistance as well as psychological support and mentoring; start-up incentives, which comprises support of creation of own business and guarantees in creation of own business; mobility support; subsidies, which includes the provision of employment, including subsidized employment, job placement (recruitment) and wage subsidy; direct job creation, which contains the supported activity jobs creation (social entrepreneurship); and other activities.

Figure 3 shows the overall frequency of supported activities in the collected interventions. In total, 234 interventions were mapped by the Lost Millennials *beneficiary* partners. By far the most common activity includes training, followed by employment services (also including psychological support and mentoring), training jobs, and education. Some of the interventions also offer activities such as the provision of employment, job creation, or support in creating one's own business. Almost none of the interventions support guarantees in the creation of one's own business. The following section will describe the interventions supporting each activity with regards to their characteristics and compare across countries, in as far as it is possible (see limitations described in the introduction).

Figure 3. Number of initiatives per supported activity across countries.



Source: Lost Millennials initiatives database

3.1 Education

Education is the process of teaching and learning (transmission of knowledge and skills) among formal circumstances (in schools or school-like environments), with an officially recognised outcome (attainment level). Formal education is defined by Eurostat (2022 a) as ‘education that is institutionalised, intentional and planned through public organisations and recognised private bodies, and – in their totality – constitute the formal education system of a country. Formal education programmes are thus recognised as such by the relevant national education or equivalent authorities, for example any other institution in cooperation with the national or sub-national education authorities.’ It is essential to make a distinction between education and training. While both aim at capacity building, training programmes are non-formal and usually target specific job-related areas to equip learners with particular knowledge and skills.

Eurostat data demonstrate that educational attainment level affects a certain share of NEETs⁹. In 2021, in the European Union, the NEET rate¹⁰ among young people between 25 and 29 years of age with a low level of education was 42.9%; among those with a medium level of education it was 16.5%; and among those with a high level of education, it was 13.0%. (The overall NEET rate in this age bracket was 17.3%.)

The impact of education on young people’s successful labour market integration is even more relevant in some countries, as mentioned in the Spanish country report. The report explains that the literature emphasises the importance of education and training as the main reasons why most of the NEETs in Spain actively search for a job and are still unemployed (Delgado-García et al, 2022, p. 2)

3.1.1 Country examples: education interventions targeting 25+ NEETs

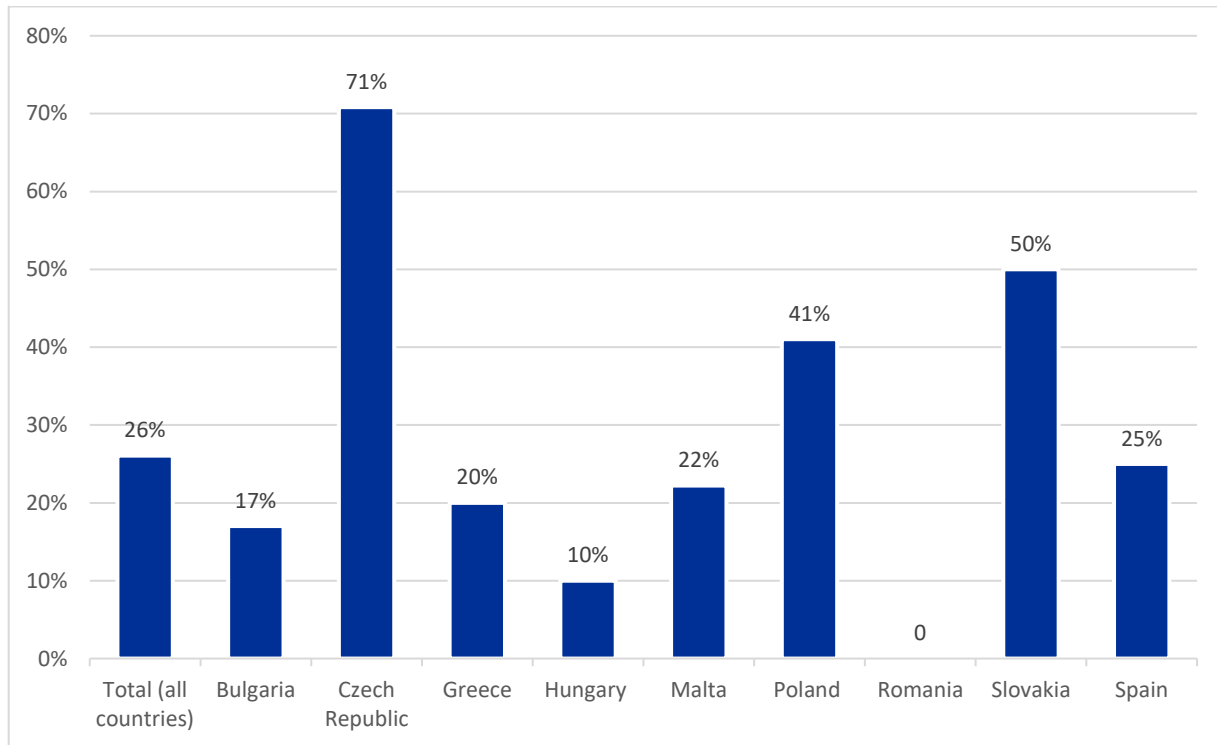
Mapped interventions (potentially) addressing 25+ NEETs in the different countries reflect on the importance of education. One-fourth of all interventions mapped (61 out of 234) aim to equip young people with the necessary knowledge and skills for successful labour market integration through education programmes and projects. The countries represent a high level of variety: out of the nine countries, Czech Republic has the highest proportion of education interventions of all interventions mapped (71%), while in Romania no programme or project was identified with an education thematic focus. Unsurprisingly, the primary target group of education interventions in most of the countries are young people (age 16-35).

⁹ Eurostat (2022 b)

¹⁰ Eurostat (2022 c) Young people neither in employment nor in education and training by sex, age, and educational attainment level (NEET rates). EDAT_LFSE_21

https://ec.europa.eu/eurostat/databrowser/view/EDAT_LFSE_21_custom_3867142/default/table?lang=en

Figure 4. Share of education interventions out of all interventions mapped.



Source: Lost Millennials initiatives database

The Bulgarian country report points out that education and training programmes’ activities are dedicated to building key competencies, professional qualifications, and motivation. Some interventions have been aimed at helping participants acquire more basic skills, such as literacy, social skills, and work-related habits (Bogdanova et al, 2022, p. 13).

The Hungarian interventions strongly reflect the correlation between educational attainment and labour market status. In Hungary, most employment-related programmes target ‘disadvantaged jobseekers’ or those outside the labour force. Someone ‘having at most a primary level of educational attainment’ is recognised as a disadvantaged jobseeker and, as such, is eligible for participating in employment-related programmes (Bördős, 2022, p.16).

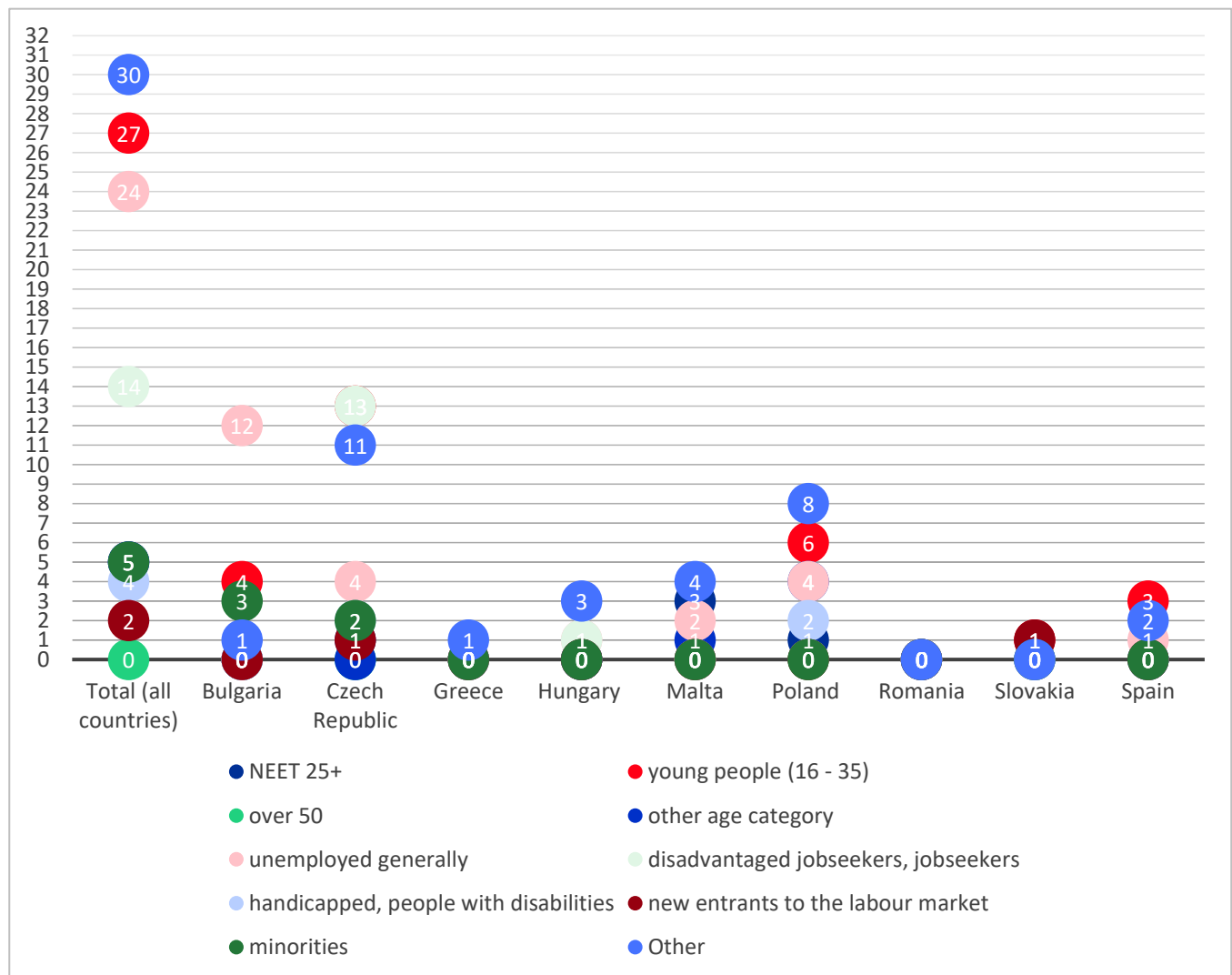
The Hungarian country report calls attention to the importance of education infrastructure development besides education programmes. Among other goals, the TÁMOP (Social Infrastructure Operational Programme 2007-13) intervention aimed at increasing labour market participation by developing the education infrastructure (Bördős, 2022, p. 4)

In Poland, numerous interventions targeting NEETs were carried out under the ‘Knowledge Education Development Program,’ focusing primarily on improving the access and quality of education and training. (Gajderowicz et al, 2022, p. 3)

3.1.2 Target groups of education interventions

The mapped education interventions target different social groups, but young people (age 16-35), unemployed persons and disadvantaged jobseekers are the primary beneficiaries of these interventions in most of the countries.

Figure 5. Target groups of interventions supporting education activities (absolute numbers).



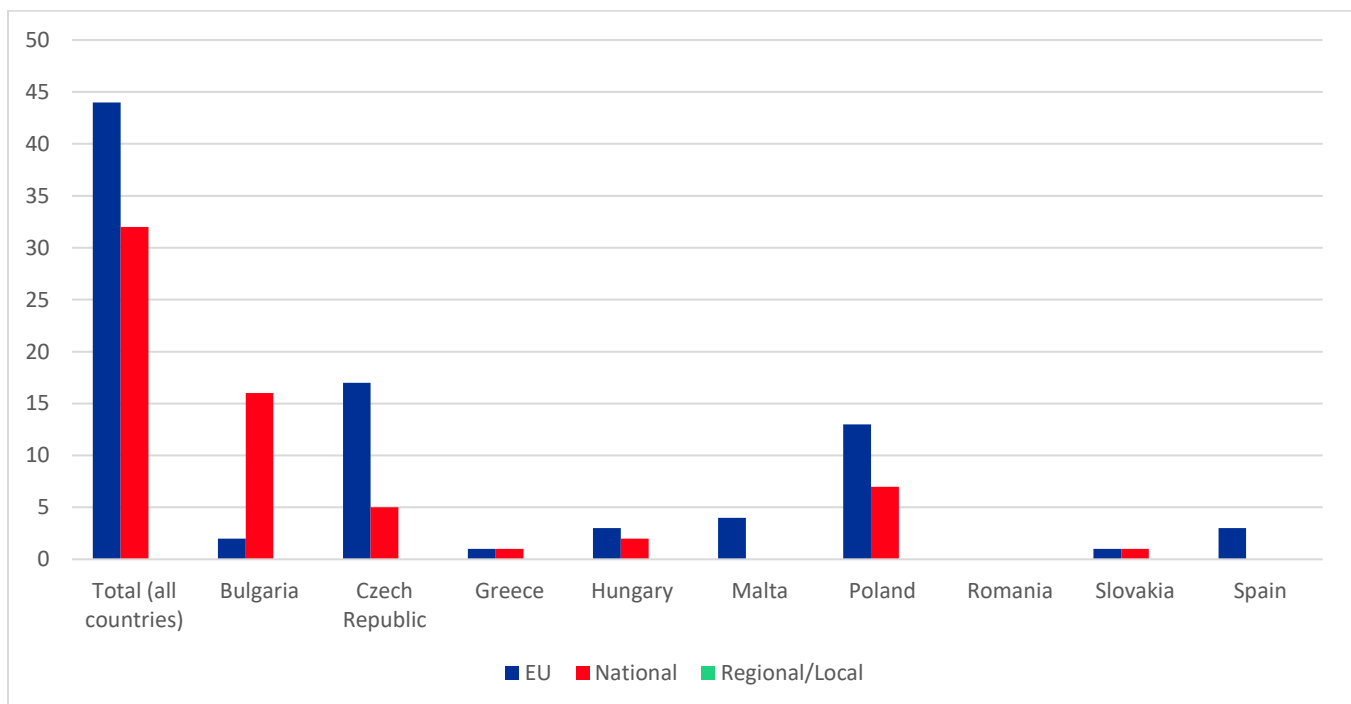
Source: Lost Millennials initiatives database

3.1.3 Financing education interventions

European Funds, especially the European Social Fund (ESF) (and since 2021 ESF+), play crucial roles in employment-related interventions, including education interventions. This role is unsurprising since the ESF **‘works by investing in Europe’s human capital – its workers, its young people and all those seeking a job. ESF financing is improving job prospects for millions of Europeans, in particular those who find it difficult to get work.’**¹¹

A large share of all the identified interventions received European funding. In Spain and Malta, European sources funded all education interventions mapped (potentially) targeting 25+ NEETs. In Bulgaria, national funding dominates education interventions¹².

Figure 6: Financing of interventions in education (absolute numbers)



Source: Lost Millennials initiatives database

¹¹ European Commission’s website

¹² **Note to funding of ALL interventions identified in Bulgaria:** *The financial allocation of key programmes and initiatives of relevance to NEETs are included in the annual National Employment Action Plan. Because of that their funding source was described in the reports as "national funding". However, it is possible that EU funds are the original funding source even of programmes and initiatives which, according to the National Employment Action Plan, have been ‘financed under the state budget’. This is possible as social policy in Bulgaria is highly centralised and there is insufficient transparency regarding funding and expenditure when it comes to active labour market policies.*

3.2 Training and training jobs

Training interventions aim at enabling persons to acquire vocational and other skills to increase their employability. Training jobs are implemented in the workplace to prepare and familiarise people for independent work. Eurostat (2022 a) defines training and training jobs as ‘non-formal education and training is defined as any institutionalised, intentional, and organised/planned learning activities outside the formal education system. According to the classification of learning activities (CLA 2016), non-formal education and training comprises courses, seminars and workshops, private lessons or instructions and guided on-the-job training.’

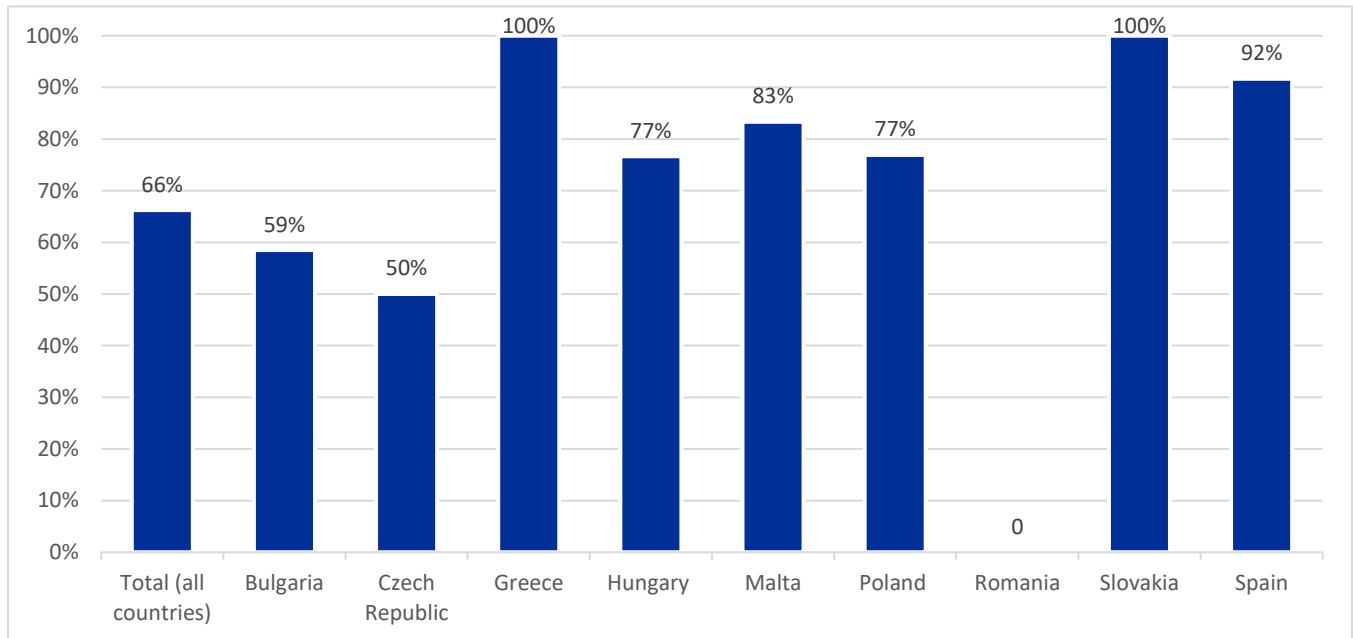
3.2.1 Country examples: training and training jobs interventions targeting 25+ NEETs

Two-thirds of all mapped interventions in the nine countries provide training since the greatest obstacle to labour market integration is a mismatch between unemployed people’s skills and knowledge with labour market demands¹³. This discrepancy is true for the general unemployed population and 25+ NEETs. In Greece and Slovakia, all identified interventions that (potentially) address 25+ NEETs cover training activities. Romania has the lowest proportion of interventions offering training among all mapped interventions (20%).

The share of interventions providing training jobs presents a more diverse picture. While 28% of all interventions mapped in the nine countries offer training jobs, in Slovakia, all of them do, and in Greece, no intervention was identified with this activity.

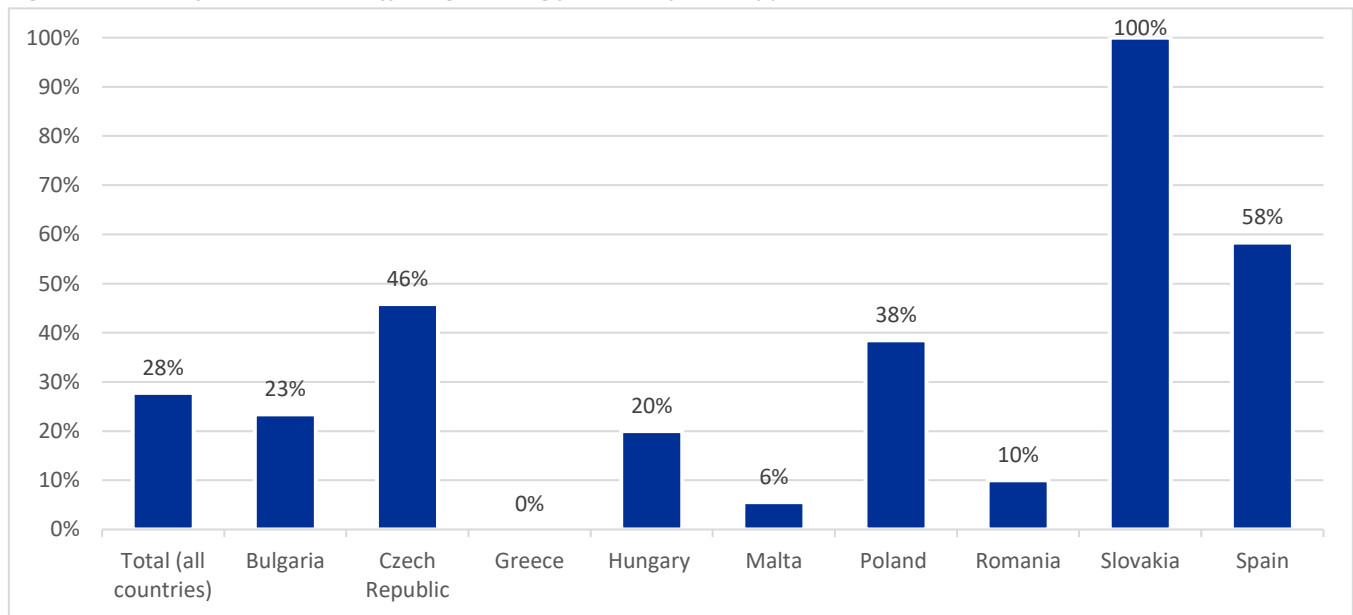
¹³ ‘The vacancy rate is a measure of unmet demand for labour in the economy. Its decade-long increase could be viewed as surprising given that 13.27 million persons are unemployed in the EU as of February 2022. Although factors such as pay and employment conditions also influence recruitment patterns, a high vacancy rate and persistent unemployment also suggest that jobseekers do not have the requisite skills to fill vacancies on offer.’ Source: PES Network Stakeholder Conference (2022). p. 12

Figure 7. Share of interventions offering training out of all mapped interventions.



Source: Lost Millennials initiatives database

Figure 8. Share of interventions offering training jobs out of all mapped interventions.



Source: Lost Millennials initiatives database

In the Czech Republic, all regions of the country implement the ‘Vocational training for young people under 30 years old’ and ‘The Youth Guarantee’. These interventions’ supported activities include training and jobs for registered job seekers (Fanta, et al, 2022, p. 10)

In Greece, a unique intervention was identified, namely the ‘Voucher scheme for a first work experience for young people aged up to 29’ (2011-2022). The «TRAINING VOUCHER» is supported by an integrated information system and focuses on the management of the training life cycle. The unemployed young person receives a voucher which then directs them to the relevant training provider. For young people aged 25 to 29, the scheme involves theoretical training, work experience placement in a private sector company, and guidance and counselling for the entire duration of the placement (IED, 2022, p.4.).

The Hungarian country report calls attention to the fact that Hungary is among the countries with the lowest spending on (active) labour market programmes (ALMPs) within the European Union. Increasing ALMP expenditure and focusing more on training and services in preference of public works schemes are regularly suggested in the country-specific recommendations made by the European Commission (Bördös, 2022, p 2). The mapped training programmes (potentially) addressing 25+ NEETs in Hungary prioritise disadvantaged job seekers and inactive people.

In Malta, Jobsplus (the Public Employment Service) implemented the two largest training programmes mapped during the research. The *Vaste Programme*, in partnership with the Lino Spiteri Foundation, offered training assistance to improve job seekers' skills entering the labour market and to upgrade the existing skills of individuals wishing to re-enter the labour market. The other Jobsplus intervention was the *Training for Employment Programme*, implemented via four different financial support schemes (i.e., Work Exposure Scheme, Training Pays Scheme, Work Placement Scheme and Traineeship Scheme) (Kósa, 2022, p.10).

The Slovakian country report introduces a measure called ‘graduate practice’ designed for graduates no more than two years after leaving secondary or higher education, aged up to 26 years, in which young people gain work experience of 20 hours per week, for a maximum of 6 months. (SBA, 2022, p. 4)

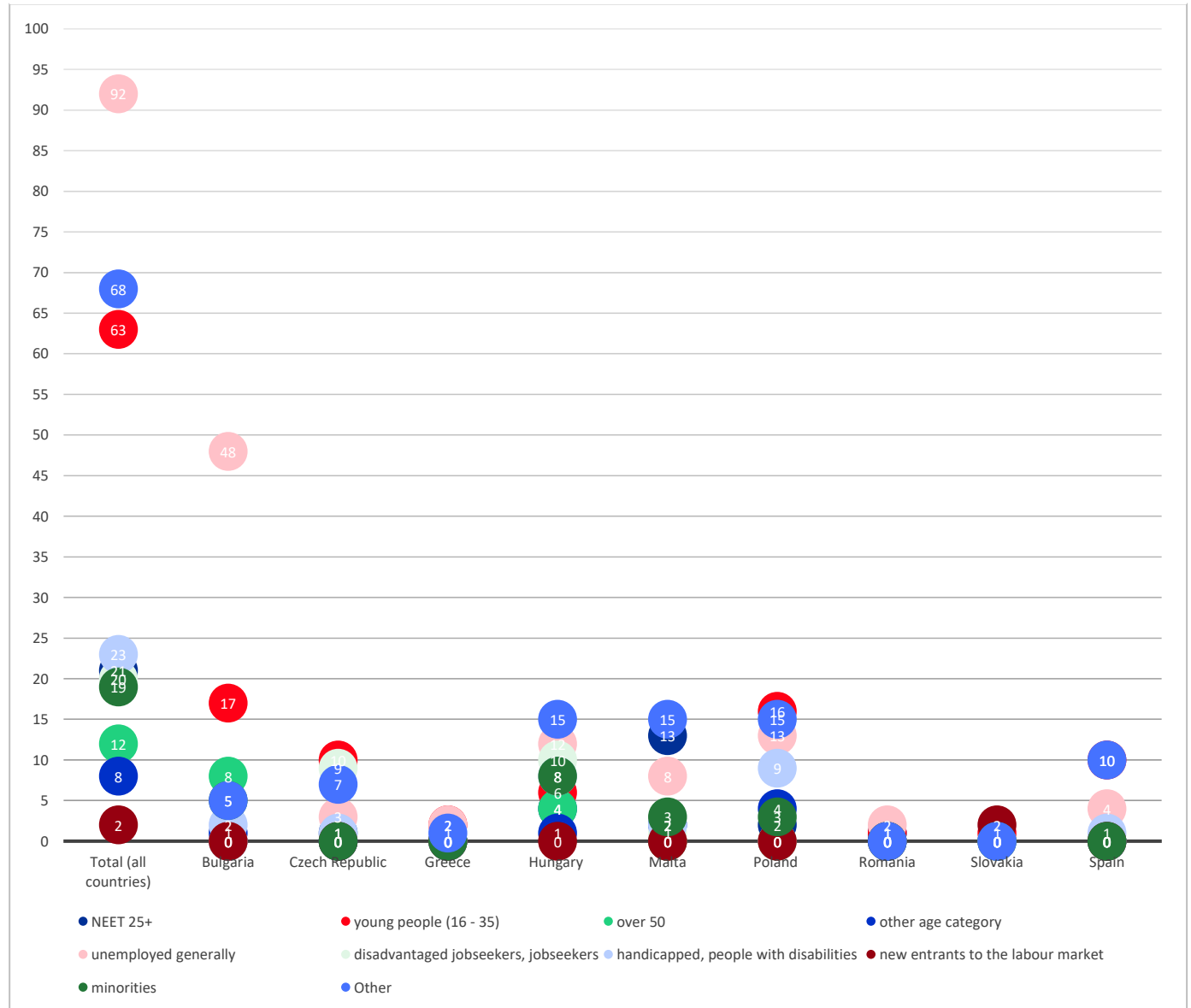
Based on the country report, Poland’s most effective way of activating NEETs in the labour market is through interventions offering internships (training jobs). Most internships last three to six months, and after that period, there is a possibility to get a full-time employment. (Gajderowicz, 2022, p. 6)

As the Spanish country report explains, despite having a high number of people with no qualifications and a high rate of early school leaving, Spain also has one of the highest rates of overqualification. Accordingly, most of the interventions mapped in Spain aim to fight one end of the problem (people without qualification) by offering training to those who have difficulties accessing it, such as people with disabilities, the Roma population, or early school leavers (Delgado-García, 2022, p. 2).

3.2.2 Target groups of training and training jobs interventions

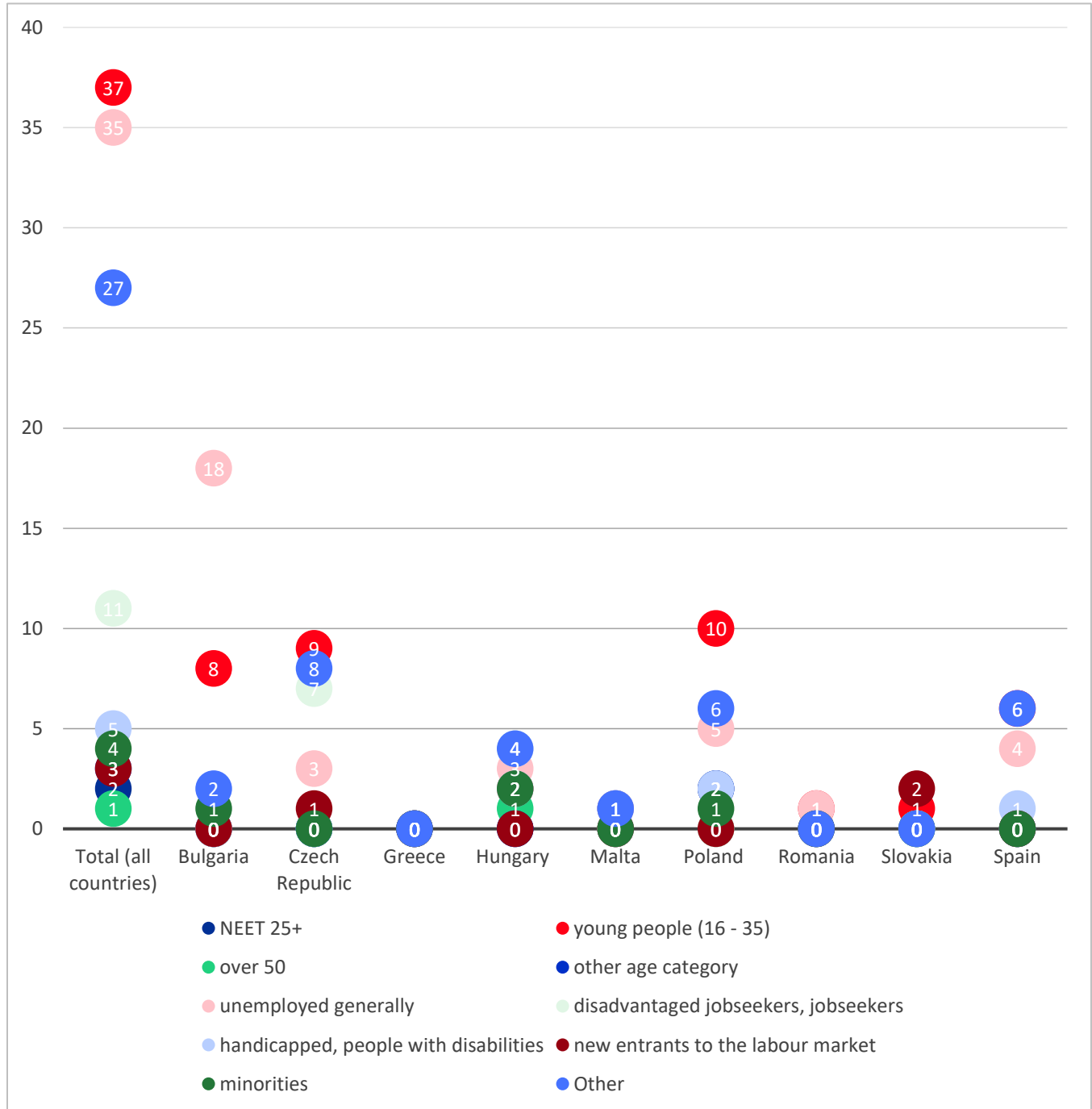
The primary target groups of mapped interventions providing training and/or training jobs are unemployed people in general and young people (age 16-35). Obviously, on the-job-training activities focus on youth even more.

Figure 9. Target groups of interventions providing training (absolute numbers).



Source: Lost Millennials initiatives database

Figure 10. Target groups of interventions providing training jobs (absolute numbers).

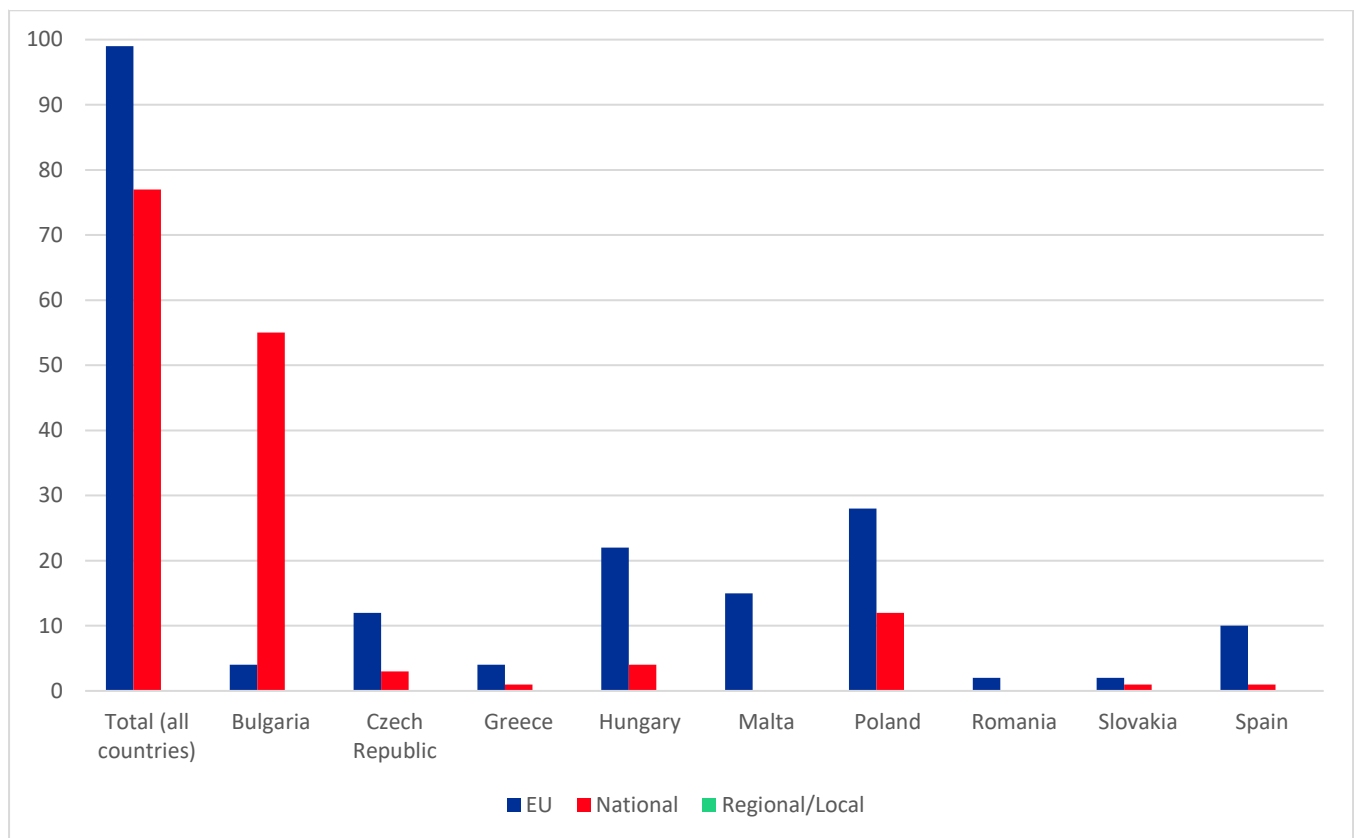


Source: Lost Millennials initiatives database

3.2.3 Financing of training interventions

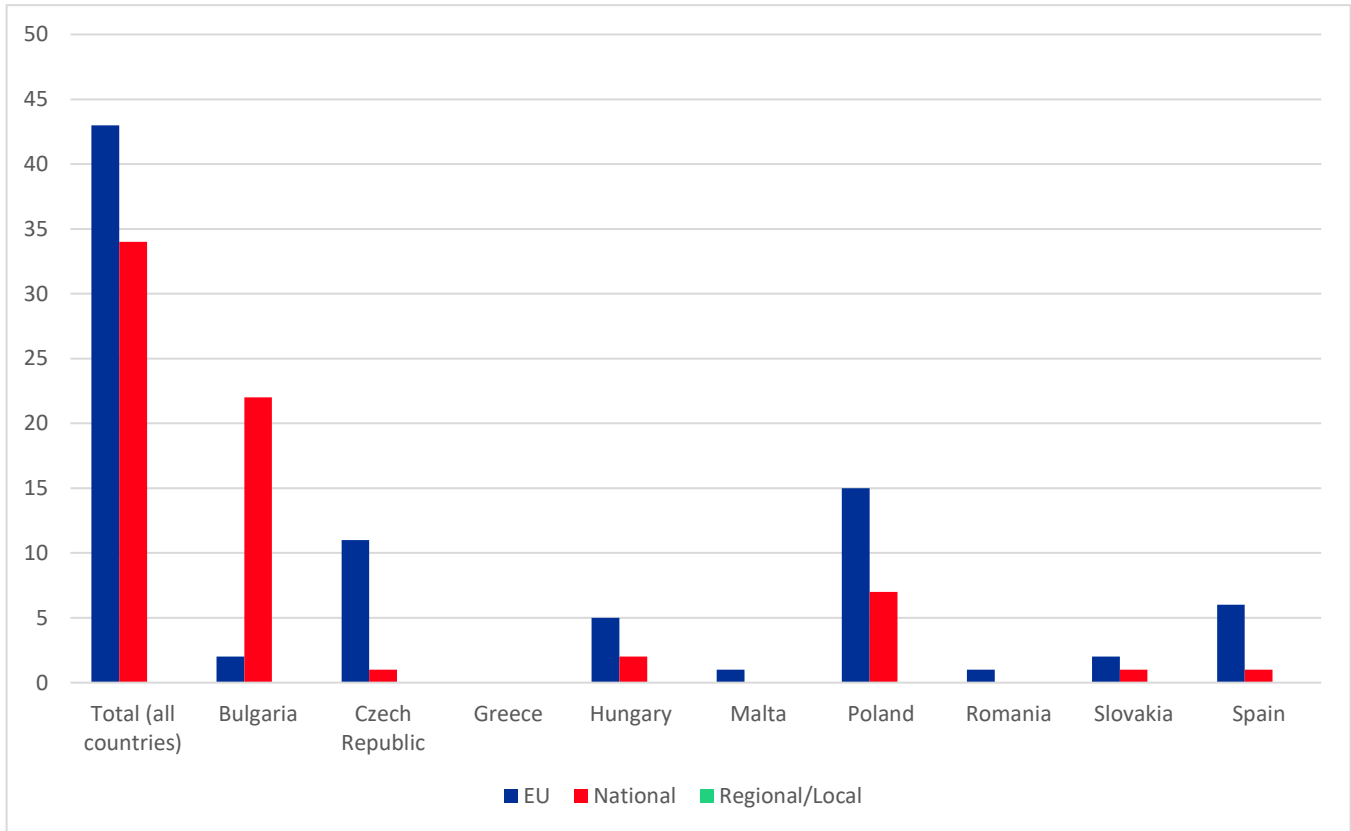
Structural Funds, available for the member states aimed at reducing regional differences and building cohesion within the European Union, prioritise investment in training and vocational training (especially through the ESF and recently through the ESF+, where youth unemployment is a designated target area). Because of this, in all the nine countries, European Funds are the main financial sources of interventions supporting training activities and on-the-job trainings.

Figure 11. Financing of interventions providing training (absolute numbers).



Source: Lost Millennials initiatives database

Figure 12. Financing of interventions providing training jobs (absolute numbers).



Source: Lost Millennials initiatives database

3.3 Employment Services

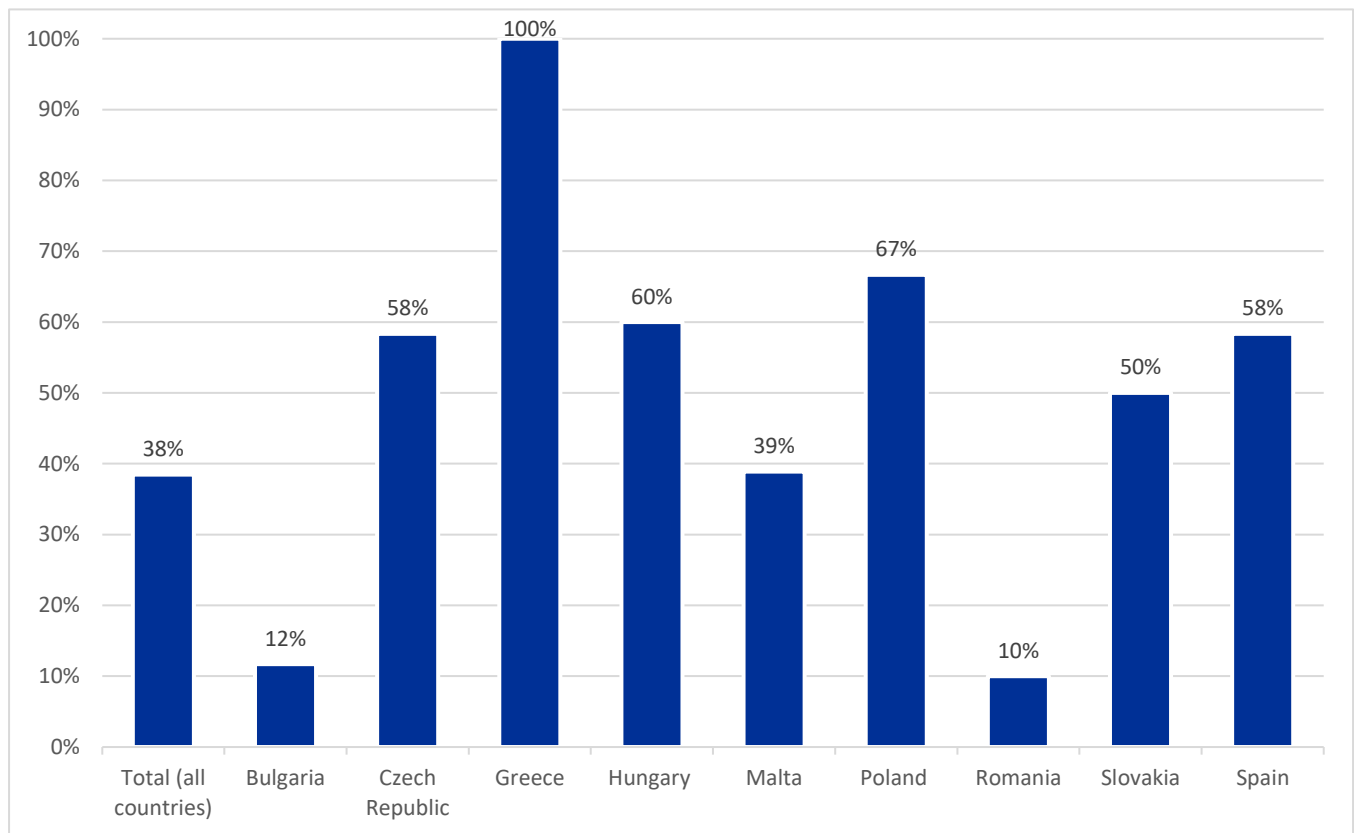
Counselling and job search assistance are among the most important active labour market programme (ALMP) measures. As the European Commission’s Fact Sheet¹⁴ explains, ‘these measures are mostly useful for short-term unemployed, but they may still play a valuable role beyond this if they form part of an individualised or ‘tailor-made’ approach to support the unemployed.’ Reflecting personal needs, these services may also include support measures like mentoring and psychological support.

¹⁴ European Commission (2017) p.8.

3.3.1 Country examples: interventions providing employment services, targeting 25+ NEETs

Interventions supporting counselling and job search assistance, (potentially) addressing 25+ NEETs exist in all nine countries. In Greece, all mapped interventions support counselling, while in Romania, 10% of the interventions contain this element.

Figure 13. Share of interventions offering consultancy, orientation and counselling, job search assistance out of all mapped interventions.



Source: Lost Millennials initiatives database

Besides counselling and job search assistance, in six of the nine countries, some mapped interventions provide psychological support for unemployed young people. (Bulgaria, Czech Republic, Greece, Hungary, Poland, and Spain). In three of the nine countries mentoring is a supported activity among the mapped interventions (potentially) addressing 25+ NEETs (Czech Republic, Hungary, and Malta).

The Czech country report calls attention to an important phenomenon in the so-called 'coal regions', where additional support for young people is concentrated because of the social disadvantages present in the area. The activities in these programmes are mainly: education, training, training jobs,

consultancy, and internships abroad. However, the absence of psychological support is problematic, as the 25+ NEETs group in the region faces particular challenges (Fanta et al, 2022, p.10).

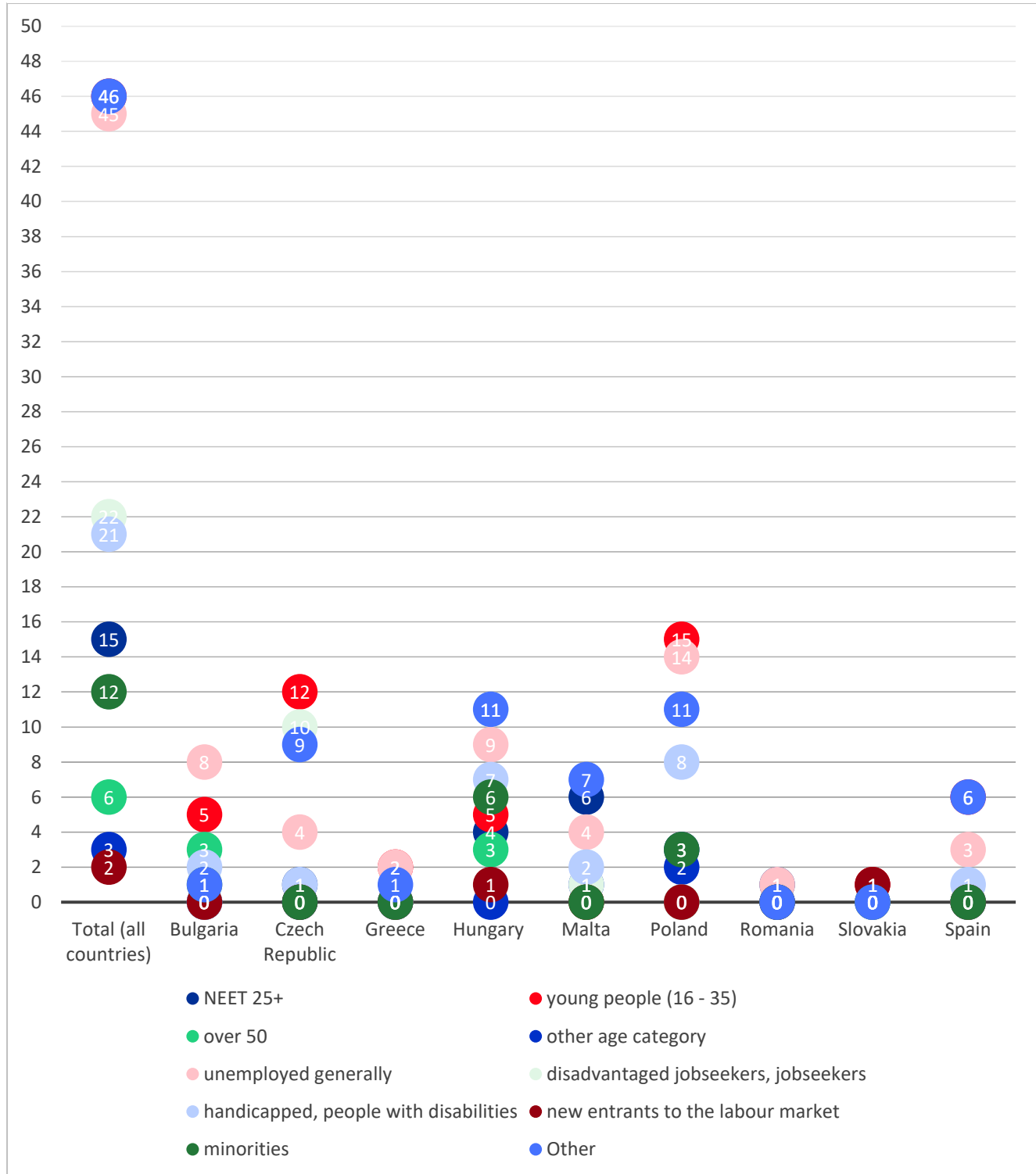
The Hungarian report classifies the mapped interventions based on the supported activities. ‘Complex programmes’ typically cover active measures, including mentoring, job search assistance and counselling sessions. ‘Entrepreneurship programmes for youth’ programmes also support mentoring and counselling, while in the case of ‘Training programmes’ mentoring is provided along with training (Bördös, 2022).

In Poland, reflecting the target group's needs, young people identified as NEETs typically receive training and career counselling. Psychological support is also an important element of the mapped interventions in Poland, targeting the young unemployed (Gajderowicz et al, 2022).

3.3.2 Target groups of employment services

Target groups of counselling and job search assistance present a rather diverse picture. In Slovakia employment service interventions target young people (age 16-35) and new entrants to the labour market, while in Romania unemployed people and 25+ NEETs are addressed by the mapped interventions. Regarding all interventions mapped in the countries; young people, unemployed people, disadvantaged jobseekers, and people with disabilities are most often targeted by employment services.

Figure 14. Target groups of interventions offering consultancy, orientation and counselling, job search assistance (absolute numbers).

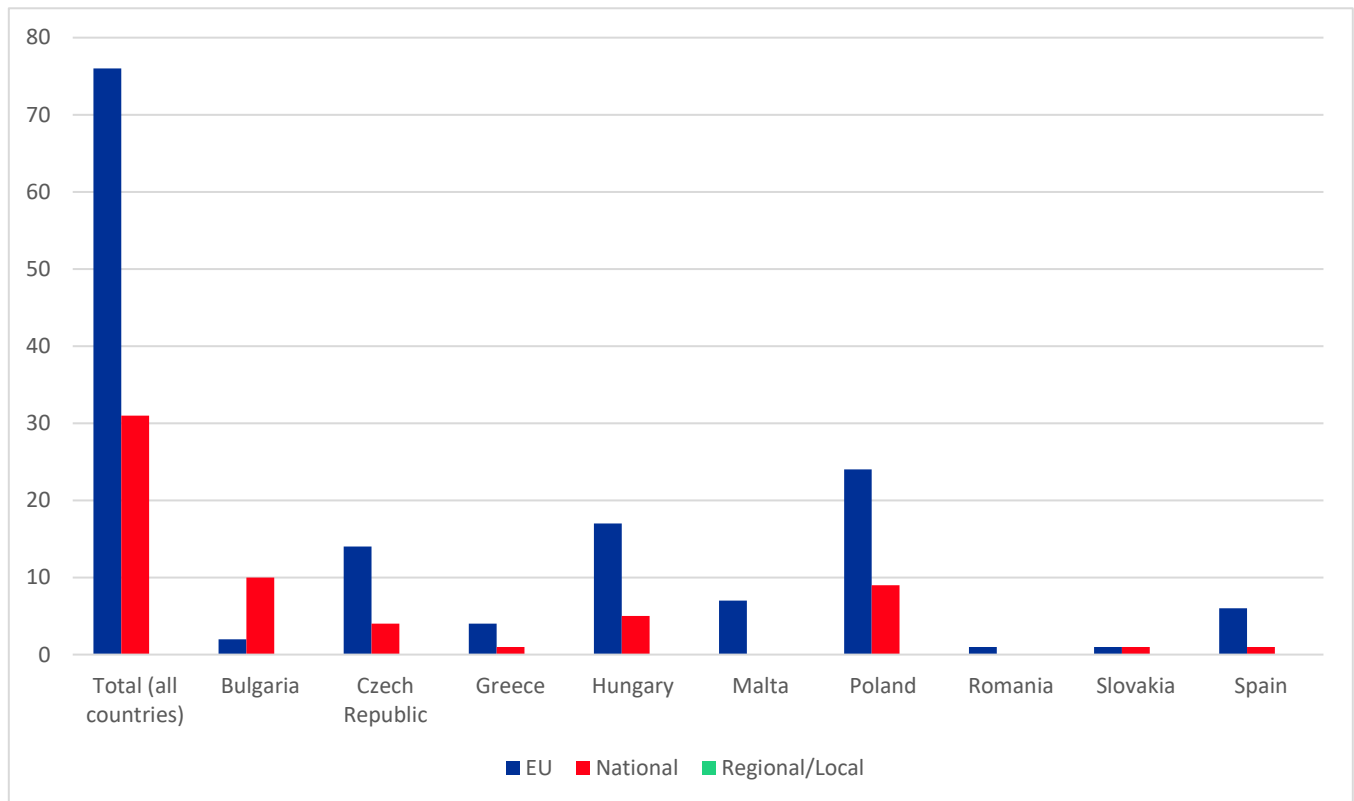


Source: Lost Millennials initiatives database

3.3.3 Financing of interventions offering employment services

The funding of interventions supporting activities of counselling and job search assistance, (and also of mentoring, and psychological support which are not shown in the chart below) is dominated by European sources (except for Bulgaria).

Figure 15. Financing of interventions offering consultancy, orientation and counselling, job search assistance (absolute numbers).



Source: Lost Millennials initiatives database

3.3.4 Good practice example from Finland - individual and group coaching for NEETs

‘Vamos’ is an ongoing policy that has been operating since 2008 and has reached a total of about 13,000 young people in Finland. Approximately 2,000 young people participate in the Vamos service every year. The provider of ‘Vamos’ is the Helsinki Deaconess Institute Foundation sr, a social enterprise with 155 years of history.

The ‘Vamos’ social program offers individual and group coaching for 16 to 29-year-olds with challenging life situations outside work and education in ten locations (mostly in big cities such as Helsinki, Tampere, and Oulu). There are two streams of assistance: *Vamos individual coaching*, intended for young people who are out of education and work or would otherwise like a change in their life situation. *Group coaching*, on the other hand, is designed for young people who need support in managing everyday life, developing social skills, and strengthening their self-esteem and resources, and intensive coaching to find a job or study.

There is preliminary causal evidence that ‘Vamos’ seems to be an effective way to get young people back on study and work paths. ‘Vamos’ people are more likely to go to study than young people in a similar situation without support from ‘Vamos’ and receive fewer basic benefits. They are also less likely to be entirely out of work or long-term unemployed. Similarly, the share of those on income support is falling more than that of young people in a similar situation

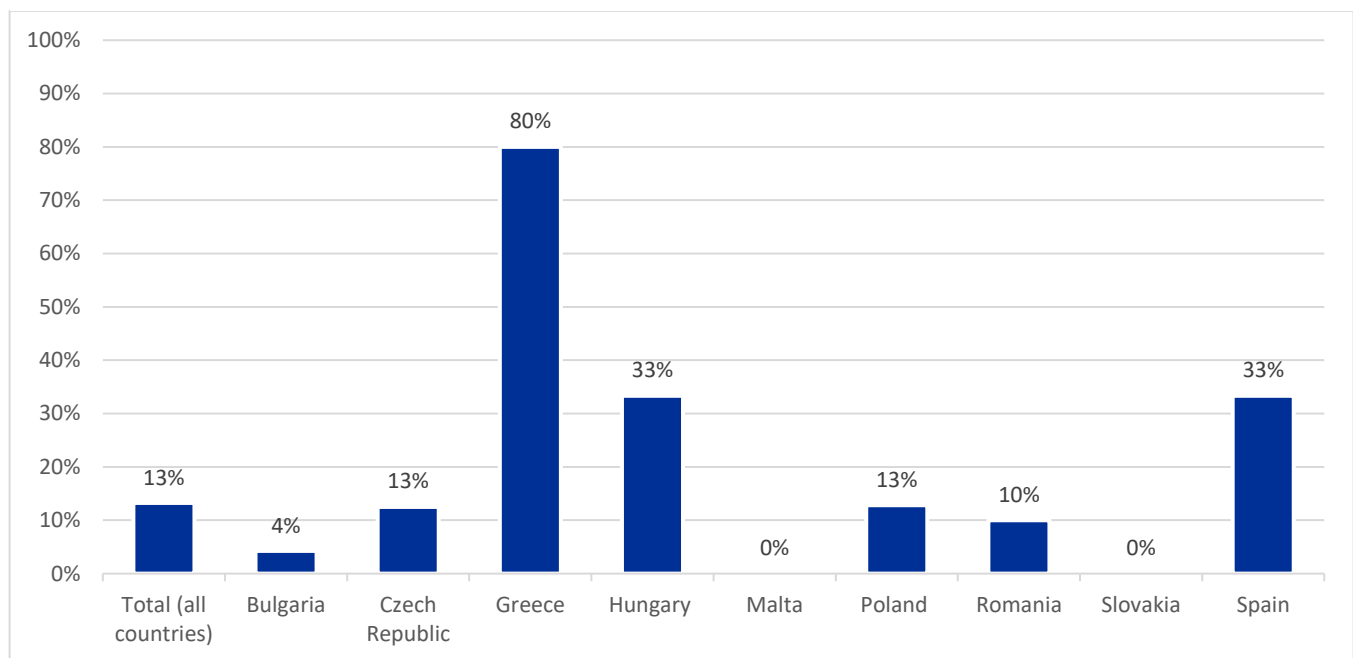
3.4 Start-up incentives

According to the methodological guideline of the labour market policies by Eurostat (2006: 17), start-up support refers to ‘measures that promote entrepreneurship by encouraging the unemployed and other target groups to start their own business or to become self-employed.’ The type of support that is usually included in these types of incentives include: Financial (either direct cash benefits or indirect in terms of loans), facilitating access to financial resources, giving opportunities of existing opportunities, advice in business management, provision of facilities etc.

Of the 234 interventions aimed directly or indirectly at 25+ NEETs that the Lost Millennials *beneficiary* partners selected, 33 offer (among others) start-up incentives. For 31 of these, the corresponding Lost Millennials partners selected ‘support of creation of own businesses’ and for two, ‘guarantees in creation

of own business’ under ‘supported activities’ in the provided template. Except for Malta and Slovakia, all the other seven *beneficiary* countries identified at least one intervention as ‘supporting the creation of own businesses’ where 25+ NEETs can be identified among the target group addressed. In contrast, for the option, ‘guarantee in creation of own businesses’ only two of the nine *beneficiary* countries, Poland, and Spain, indicated the presence of such interventions in their countries with 25+ NEETs falling under the target group. Both these interventions, however, were also marked under ‘support in creating own businesses’ and were therefore only counted once for the rest of the analysis.

Figure 16. Share of start-up incentives out of all interventions by country



Source: Lost Millennials initiatives database

In general, start-up incentives seem to be particularly important active labour market measures especially in Greece, Hungary, and Spain, where in Greece 80% of the interventions selected focussed on this topic. 33% of the selected interventions apply to Hungary and Spain each. For the rest of the countries that selected at least one intervention in the framework of start-up incentives (except Malta and Slovakia, which had none with 25+ NEETs targeting), these interventions represented between 4% (Bulgaria) and 13% (Czech Republic and Poland) of their selected interventions.

Only two of the 31 interventions identified as start-up incentives solely provided such assistance. All the other 29 interventions also offered one or more types of activities as shown in the table below. The most commonly combined activity is ‘labour market services’ in 25 of the interventions, closely followed by ‘training’; in 24 of the interventions then ‘subsidies’ in 10, ‘mobility support’ in 9, ‘job creation’ in 7 and ‘education’ in 5.

Interpretation of the table below: The first column shows the main intervention in this case ‘start-up initiatives’. According to the data provided, such interventions can also include provision of other interventions such as education, training etc. These are represented in columns two to six. Therefore, as an example the first row represents two initiatives that offer start-up initiatives alone. The second shows that one of the interventions combined ‘start-up incentives’ with ‘education and so on.

Table 2: Activities provided by interventions offering start-up incentives

Activity 1	Activity 2	Activity 3	Activity 4	Activity 5	Activity 6	Total
Start-up incentives						2
Start-up incentives	Education					1
Start-up incentives	Education	Training	Labour market services			2
Start-up incentives	Education	Training	Labour market services	Mobility support		1
Start-up incentives	Education	Training	Labour market services	Mobility support	Direct job creation	1
Start-up incentives	Training					2
Start-up incentives	Training	Labour market services				6
Start-up incentives	Training	Labour market services	Direct job creation			3
Start-up incentives	Training	Labour market services	Direct job creation	Subsidies		1
Start-up incentives	Training	Labour market services	Subsidies			1
Start-up incentives	Training	Labour market services	Mobility support	Subsidies		6
Start-up incentives	Training	Direct job creation				1
Start-up incentives	Direct job creation	Mentoring *				1
Start-up incentives	Labour market services	Mobility support				1
Start-up incentives	Labour market services	Subsidies				2
Total						31

3.4.1 Target groups

None of the interventions identified as providing start-up incentives only targeted 25+ NEETs¹⁵. Seven however, explicitly targeted the group of 25+ NEETs but among other target groups such as ‘unemployed in general’, ‘50+’, ‘disadvantaged job seekers’, ‘people with disabilities’, ‘minorities’, ‘parents of young children returning from parental leave’, ‘single parents’ and ‘those receiving employment substitution benefits’.

Table 3: Interventions supporting start-up incentives explicitly targeting 25+ NEETs among other groups

Target group 1	25+ NEETs	25+ NEETs
Target group 2	The unemployed in general	The unemployed in general
Target group 3		50+
Target group 4		Disadvantaged jobseekers
Target group 5		People with disabilities
Target group 6		Minorities
Target group 7		Parents of young children returning from parental leave
Target group 8		Single parents
Target group 9		Those receiving employment substitution benefit
Total number of interventions	4	3

Worth noting, these seven interventions represent only four of the nine Lost Millennials *beneficiary* partners: Hungary with four of the interventions and Czech Republic, Poland, and Romania each with one.

The 13 of the 24 remaining interventions that do not explicitly target 25+ NEETs aimed at two or more target groups under which 25+ NEETs could possibly fall. Nine of these interventions targeted the unemployed in general and additionally one or more groups as distinguished in the table below.

¹⁵ One intervention from Greece did not indicate the target group. However, considering that start-up incentives in all the other Lost Millennials *beneficiary* countries supported 25+ NEETs together with other target groups or supported target groups where 25+ NEETs can be identified, it is highly unlikely that this intervention explicitly and solely supported 25 NEETs.

Interpretation of the table below: The first column represents the common target group of the remaining start-up interventions, in this case 'the unemployed in general'. Such incentives that targeted this group, also targeted one or more groups. These are represented in column two to seven. As an example, the first row indicated that one intervention targeted 'the unemployed in general' and 'people with disabilities'. Whereas in the second row, three intervention in total targeted 'the unemployed in general' as well as 'young people (16-35)'.

Table 4: Interventions supporting start-up incentives according to target groups (excluding those explicitly targeting 25+ NEETs and those focussing on a single target group)

Target group 1	Target group 2	Target group 3	Target group 4	Target group 5	Target group 6	Target group 7	Total number of interventions
The unemployed in general	People with disabilities						1
The unemployed in general	Young people (16-35)						3
The unemployed in general	People with disabilities	Young people (16-35)					1
The unemployed in general	People with disabilities	Young people (16-35)	Minorities	Disadvantaged jobseekers	Single parents		1
The unemployed in general	People with disabilities	Young people (16-35)	Minorities	Women	Low-qualified	Former farmers	2
The unemployed in general	People with disabilities	Disadvantaged jobseekers	New entrants to the labour market	Those living in extreme poverty	Those discriminated on the basis of age	Women	1
Total							9

11 of the 24 remaining interventions that do not explicitly target 25+ NEETs only focussed on one target group under which 25+ NEETs could also fall: Unemployed people in general (n=6), young people 16-35 (n=3), disadvantaged jobseekers (n=1) and people with disabilities (n=1).

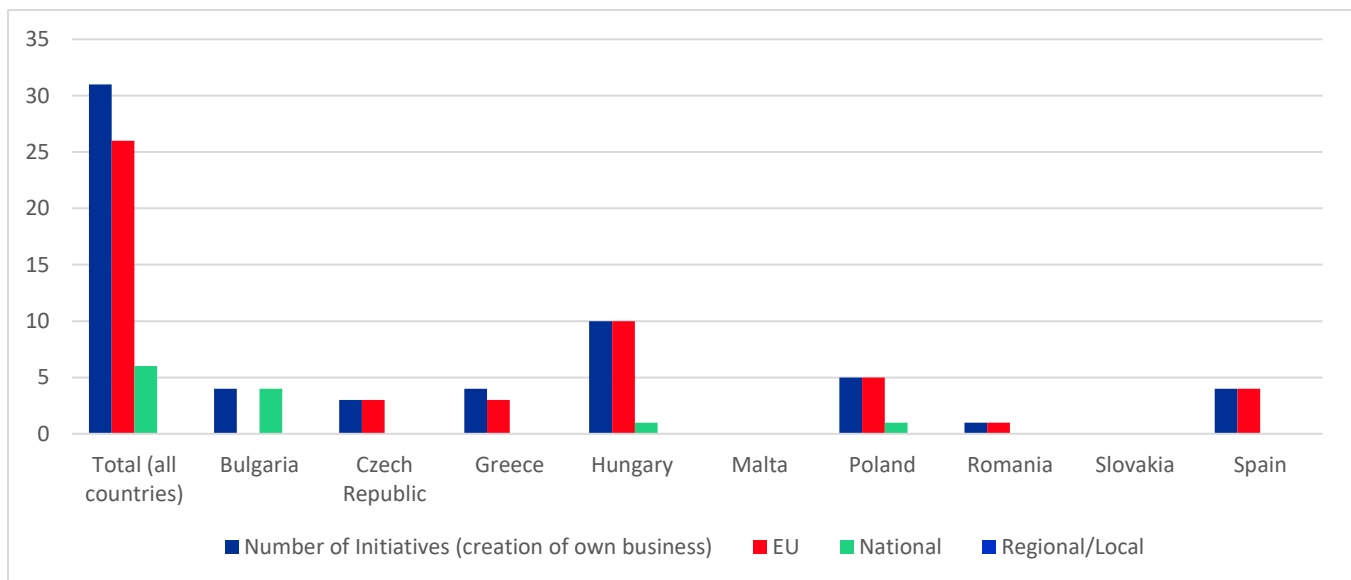
3.4.2 Financing of interventions offering start-up incentives

A majority of the start-up incentives selected (n=26 or about 84% from 31) were either purely (n=24 or 77%) or partially financed by EU funds. The two interventions, one each from Hungary and Poland that were only partially financed by EU funds, were additionally funded by national funds.

Of the five remaining interventions that were not financed by EU funds, four, all from Bulgaria were fully funded by national funds. Notably, in Bulgaria only four start-up incentives were identified, all which were funded nationally, compared to such interventions in the rest of the Lost Millennials *beneficiary* countries that were majorly funded by the EU. The remaining intervention, from Greece, did not indicate the source of funding.

None of the start-up interventions were funded by regional or local funds.

Figure 17: Financing of start-up incentives (absolute numbers)



Source: Lost Millennials initiatives database

3.4.3 Budget allocation

Considering that the major financing of start-up incentives stem from the EU, funding for interventions providing such incentives range from about 224 thousand Euros to 598 million Euros with the mean lying around 69 million Euros. The budget of six of the start-up incentives was not indicated.

These figures are to be taken with caution as from the previous section, it is clear that most of such incentives are only part of the activities (except for two interventions) and when 25+ NEETs are explicitly included as a target group, they are part of a number of different target groups and in many cases, 25+

NEETs are not explicitly targeted but the assumption is that they can be found in the target groups being focussed on e.g., the unemployed in general. Furthermore, the scope of the interventions selected vary greatly depending on the partners' understanding of the terminologies (see methodology section), hence these incentives could be part of big programmes, initiatives, or even individual projects.

The two interventions that only offered start-up incentives, 'Promoting entrepreneurship' and 'Encouraging Unemployed Persons to Start Own Business by Establishing Micro Enterprises', were both from Bulgaria and had a budget of 224,481.33 Euros and 1,801,292.07 Euros respectively.

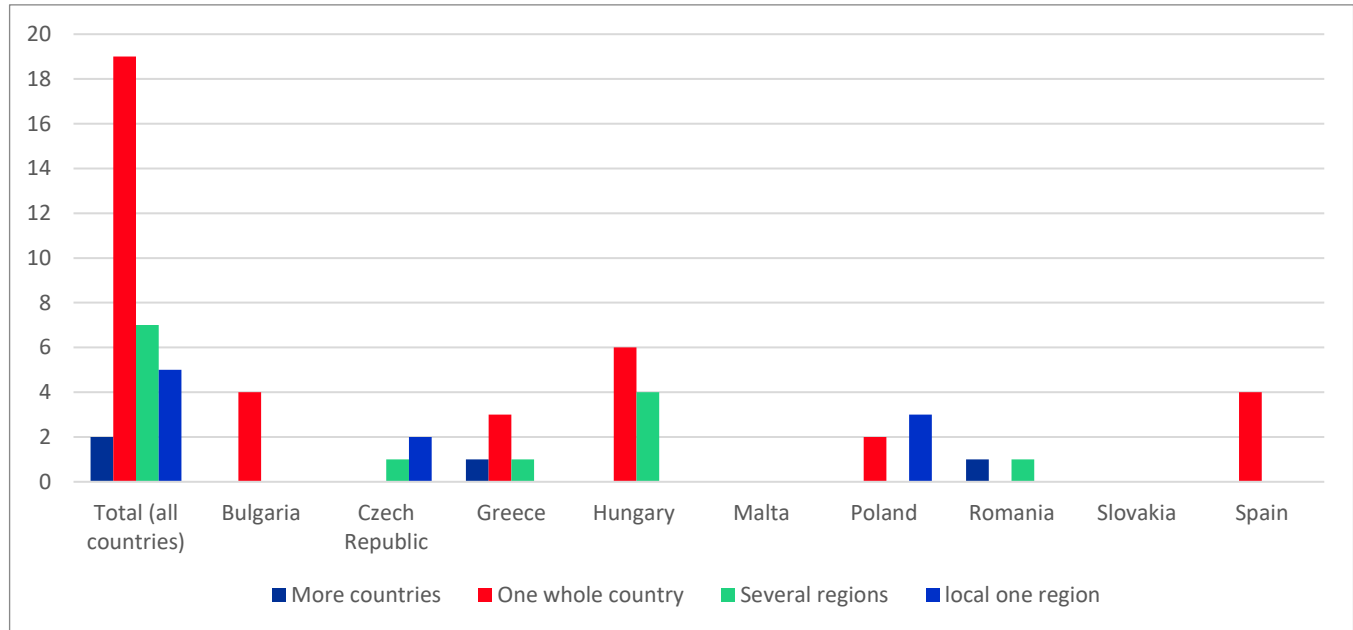
3.4.4 Territorial coverage

More than half of the start-up incentives (58% or n=18) exclusively covered the whole country in which they were implemented, and no special focus was placed on specific regions within the country. This applies to all the start-up incentives identified in Bulgaria and Spain and 40% of selected start-up incentives in Poland, 60% in Hungary and 50% in Greece.

Interestingly, 5 of the 31 start-up incentives (about 16%) were focussed on one specific local region each. This applies to the rest of the selected incentives in Poland (60%) and in all but one of the of the selected incentives in the Czech Republic.

Six of the 31 of the start-up incentives identified in the Lost Millennials partner countries focused on several regions. This applies to the remaining incentive from the Czech Republic (the rest focussed on one region each), the remaining incentives from Hungary, about 40%, the rest covered the whole country and one of the Greek incentives (2 of 4 covered the whole country and the last, additionally to a national coverage, it also involves several countries). Romania is the only other Lost millennials partner country after Greece to select a start-up incentive that also included other countries. Unlike the Greek case, this incentive did not additionally focus on the whole country but rather on several regions.

Figure 18. Territorial coverage of the start-up incentives selected by the Lost Millennials beneficiary partners (absolute numbers).



Source: Lost Millennials initiatives database

3.4.5 Outcomes

The Lost Millennials *beneficiary* partners who carried out the research on the interventions supporting 25+ NEETs were required to indicate the ‘results’ of the interventions in terms of the numbers of projects and persons supported in the template, in as far as this information was available. For eight of the start-up incentives, information on number of persons supported was not available. The number of projects supported in comparison was only available for only 13 of the start-up incentives. For the latter, the number of projects supported ranged from 1 to 90 with the mean around 20 projects. The number of persons supported by such interventions ranged from 40 to 309,219 with the mean lying at about 51.527 persons. This rather large difference in the range of number of projects and persons supported can probably be traced back to the types of interventions selected by the Lost Millennials *beneficiary* partners depending on their understanding of the terminologies and tasks (see methodology chapter). Additionally, considering that all but two of the interventions selected were provided start-up incentives among other kinds of support, these numbers should be taken with caution. The two interventions that only provided start-up incentives, ‘Encouraging Unemployed Persons to Start Own Business by Establishing Micro Enterprises’ (budget of about 1.8 million Euros) and ‘Promoting entrepreneurship’ (budget of about 224 thousand Euros) supported 1,627 and 300 people respectively. The former also supported 12 projects. This information was not available for the latter.

Table 5: Number of projects and persons supported by start-up incentives in the Lost Millennials beneficiary countries by allocation in EUR and country. Highlighted cells represent the interventions only focusing on start-up incentives.

Country	Allocation in EUR	Number of projects supported	Number of persons supported
Bulgaria	224.481,33	12	300,00
Poland	241.496,25	Information not available	Information not available
Czech Republic	408.176,53	Information not available	Information not available
Poland	456.480,34	Information not available	40,00
Greece	746.679,19	Information not available	182.812,00
Poland	1.160.397,84	Information not available	100,00
Czech Republic	1.247.434,45	Information not available	685,00
Bulgaria	1.387.644,11	2	3.131,00
Romania	1.500.000,00	Information not available	1.888,00
Bulgaria	1.801.292,07	Information not available	1.627,00
Poland	2.778.653,85	Information not available	400,00
Spain	7.780.000,00	Information not available	Information not available
Bulgaria	10.439.413,00	6	11.179,00
Poland	11.851.056,67	Information not available	Information not available
Hungary	18.356.258,26	1	Information not available
Hungary	39.778.990,65	48	10.911,00
Czech Republic	56.000.000,00	13	14.514,00
Hungary	67.204.776,79	19	17.117,00
Hungary	72.369.500,56	26	16.637,00
Hungary	76.557.834,45	2	5.764,00
Hungary	84.273.968,56	90	22.610,00
Hungary	109.403.299,23	42	
Greece	151.000.000,00		160.662,00
Hungary	419.578.692,89	3	57,89
Hungary	598.316.119,24	2	204.000,00
Spain	Information not available	Information not available	309.219,00
Spain	Information not available	Information not available	
Spain	Information not available	Information not available	175.775,00
Hungary	Information not available	Information not available	700,00
Greece	Information not available	Information not available	Information not available
Greece	Information not available	Information not available	45.000,00

As demonstrated in the table above, it is not possible to gain an idea of the relationship between the available budget for such an intervention and the number of projects or persons supported – some of the lower budgeted programmes seem to have supported more persons and vice versa.

12 of the 31 or about 39% of the start-up incentives mapped in the course of the Lost Millennials project as supporting 25+ NEETs were evaluated. Hungary and Spain had the highest rate of evaluation of these incentives with 80% of the relevant interventions from Hungary being evaluated and 50% from Spain. Although such incentives from Bulgaria, Poland and Romania were mapped (total of 10), none of them was evaluated. One such intervention mapped in the Czech Republic (1 of 3) and Greece (1 of 4) each were evaluated.

3.4.6 Summary

In summary, the start-up incentives in the Lost Millennials *beneficiary* partners seem to be part of interventions that also offer other kinds of support. Only two of the selected interventions offered solely start-up incentives. The activities that are most often combined with start-up incentives are labour market services which among others can include counselling, mentoring, guidance, orientation, information, and psychological support as well as training. With regards to focus of such incentives, although some explicitly focus on 25+ NEETs, this group is not focussed on exclusively and is often combined with other target groups such as the unemployed in general, young people up to the age of 35, disadvantaged jobseekers, people with disabilities and minorities. In many cases start-up incentives do not focus on 25+ NEETs as a group however, they focus on other target groups such as the unemployed in general, where this target group can be identified, especially going on the characteristics of the target group detailed in Koller et al, 2022. This suggests that at least in the Lost Millennials *beneficiary* countries, 25+ NEETs as a group is not a widespread phenomenon. Most of the incentives receive some form of EU funding exclusively or in addition to national funds. Only such incentives in Bulgaria do not receive any EU funding. As such, their territorial coverage is mostly national with a few examples where more countries are involved, several regions or specific regions are targeted, and the budget allocation has a wide range from 224 thousand Euros to 598 million Euros. Although, the Lost Millennials *beneficiary* partners indicated the outcomes of such incentives in the provided templates in terms of number of projects and persons supported, the numbers are difficult to interpret due to the fact that these incentives are largely parts of bigger programmes that also offer other activities. From the two interventions that focus on start-up incentives alone, one of the projects supported 12 projects and 300 people (budget of about 224 thousand Euros) while the other supported 1,627 people (budget

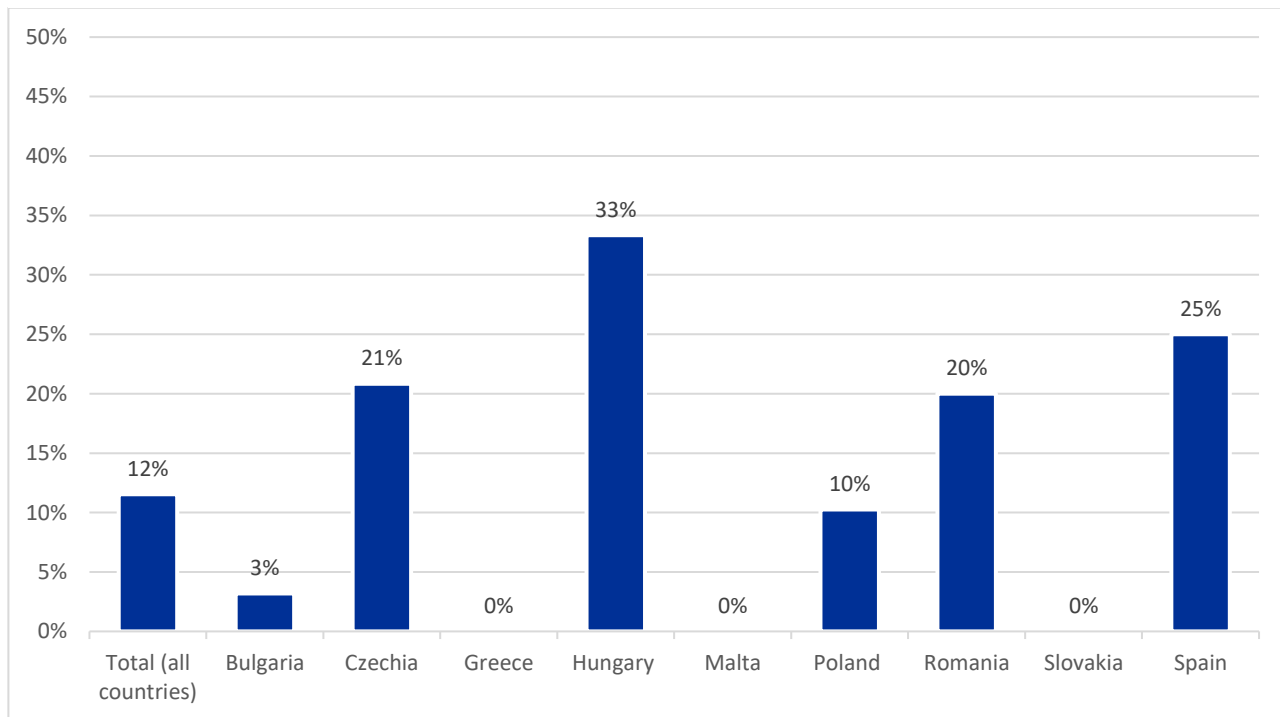
of about 1.8 million Euros). Only 39% of the interventions mapped in this category were evaluated. The two interventions focussing only on start-up incentives were not evaluated¹⁶.

None of the good practice examples from the *expertise* partners of the Lost Millennials consortium covered start-up incentives.

3.5 Mobility support

In total, 27 interventions offering mobility support were mapped: three mobility interventions from Bulgaria, five from the Czech Republic, 10 from Hungary, four from Poland, two from Romania and three from Spain. No interventions supporting 25+ NEETs offering mobility support were mapped for Greece, Malta, and Slovakia. Looking at the percentage of interventions supporting mobility in relation to all the mapped interventions, it is clear that Hungary with 33%, Spain with 25% and Romania with 20% are among the countries with the highest share of interventions offering mobility support among the nine *beneficiary* countries, whereas Poland with 10% and Bulgaria with 3% show relatively few interventions supporting mobility (see Figure 19).

Figure 19. Share of mobility support initiatives out of each country's total number of initiatives (in %).



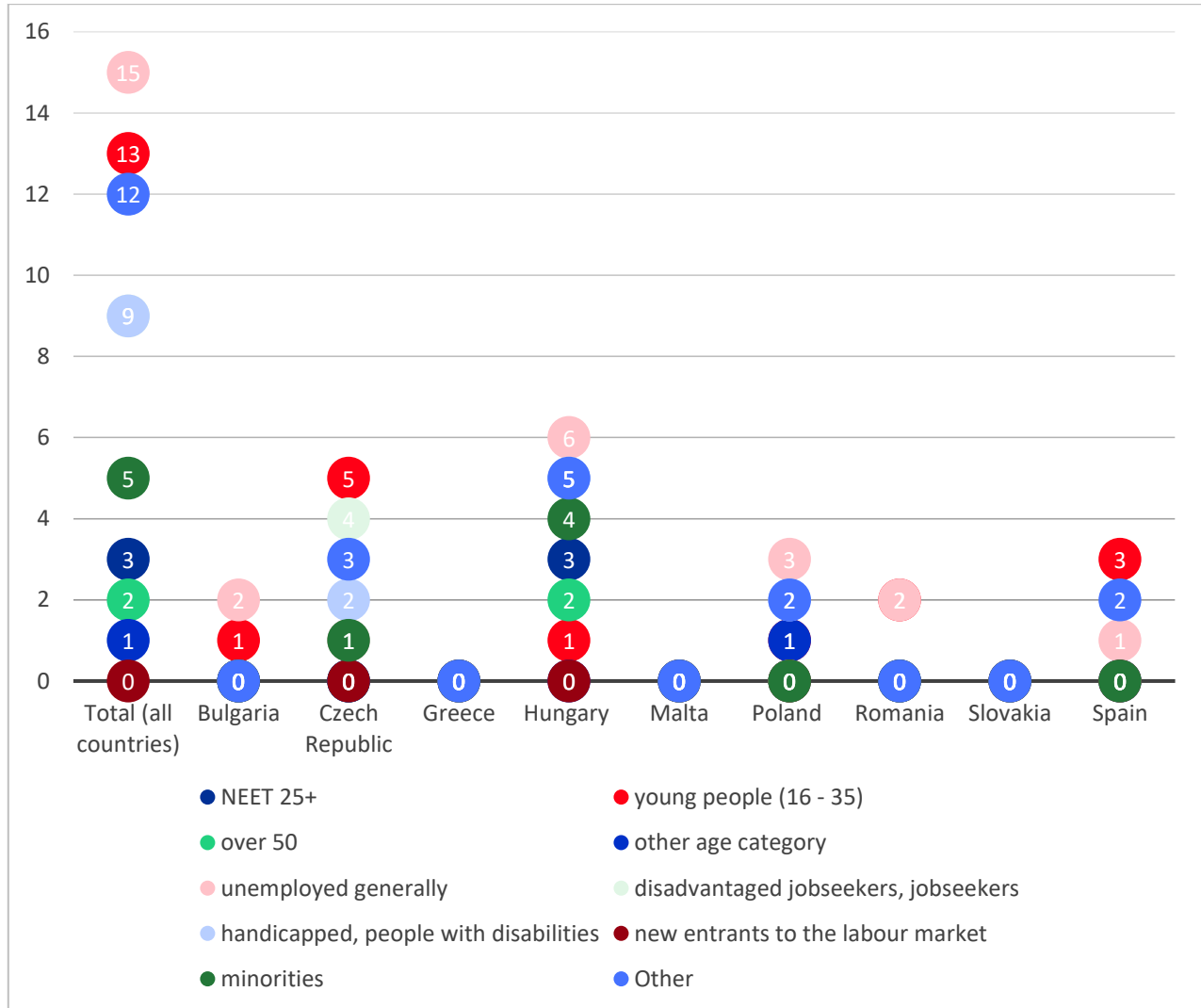
Source: Lost Millennials initiatives database

¹⁶ Please note that the reason that these interventions may be among others, the fact that they may still be ongoing. This information was not checked for this report

3.5.1 Target groups

The target group of the interventions offering mobility support that the partners were able to find in their countries are aimed at the unemployed and generally at younger people between 16 and 35. Fewer interventions target people over 50 and especially few target NEETs over 25, but even here there are differences across countries. For example, the interventions offering mobility support and supporting 25+ NEETs found in the Czech Republic are rarely aimed at the unemployed, but rather at young people between 16 and 35 in general and disadvantaged jobseekers. In general, the interventions in the Czech Republic, Hungary and Poland target different groups, while in Spain, Romania, and Bulgaria the interventions mapped target only young people and the unemployed (see Figure 20).

Figure 20. Target groups of initiatives interventions offering mobility support (absolute numbers).

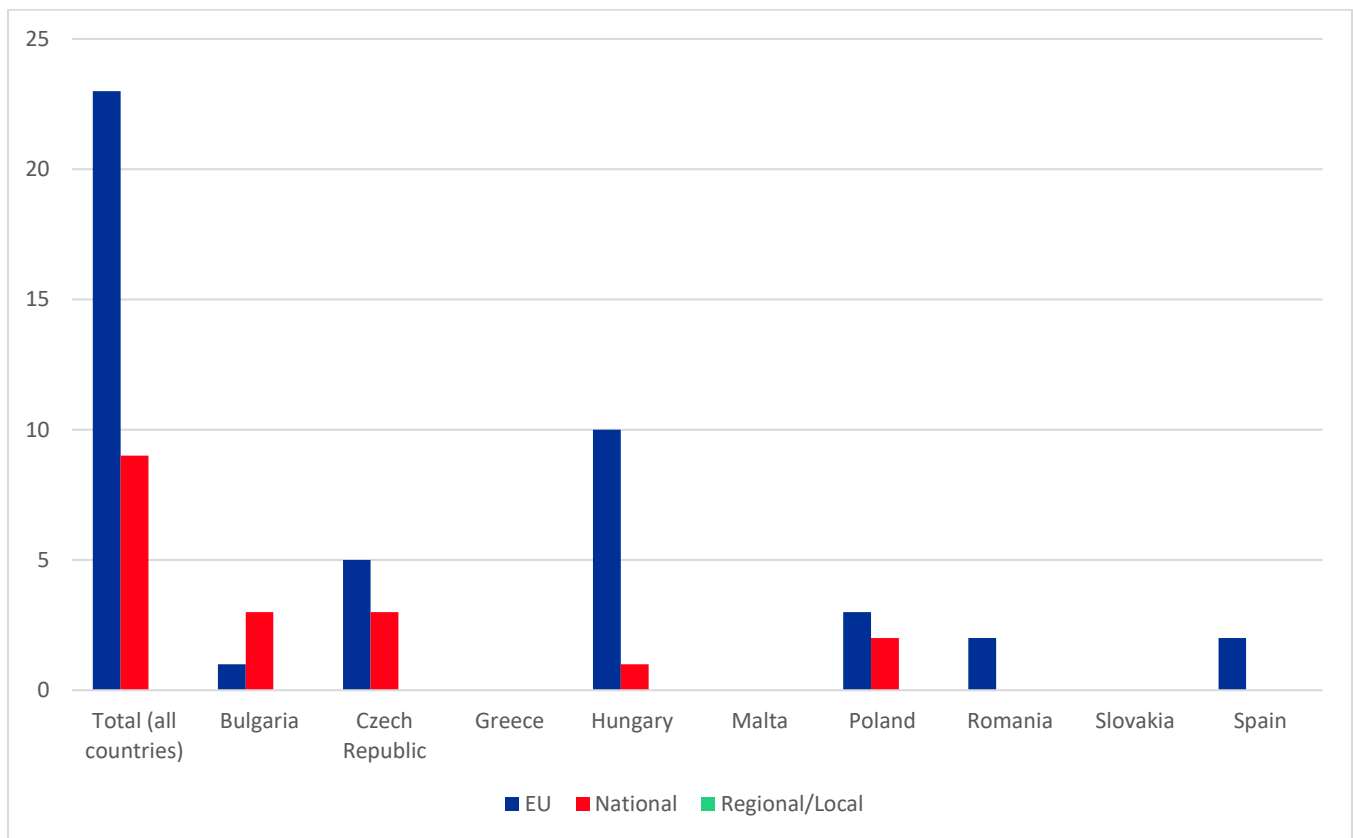


Source: Lost Millennials initiatives database

3.5.2 Financing of interventions offering mobility support

Regarding the funding of mobility support interventions, most are funded by the EU. No intervention mapped is financed by a regional or local fund. However, the level of EU and/or national funding varies. While the interventions found in Bulgaria are more often financed by national funds, the interventions found in Hungary more often receive EU funding. In the Czech Republic and Poland, these interventions are almost equally often funded at EU and national level, but more often funded by the EU. In Spain and Romania, the interventions identified by the partners were exclusively funded by the EU (see Figure 21).

Figure 21. Financing of interventions in mobility support (absolute numbers)

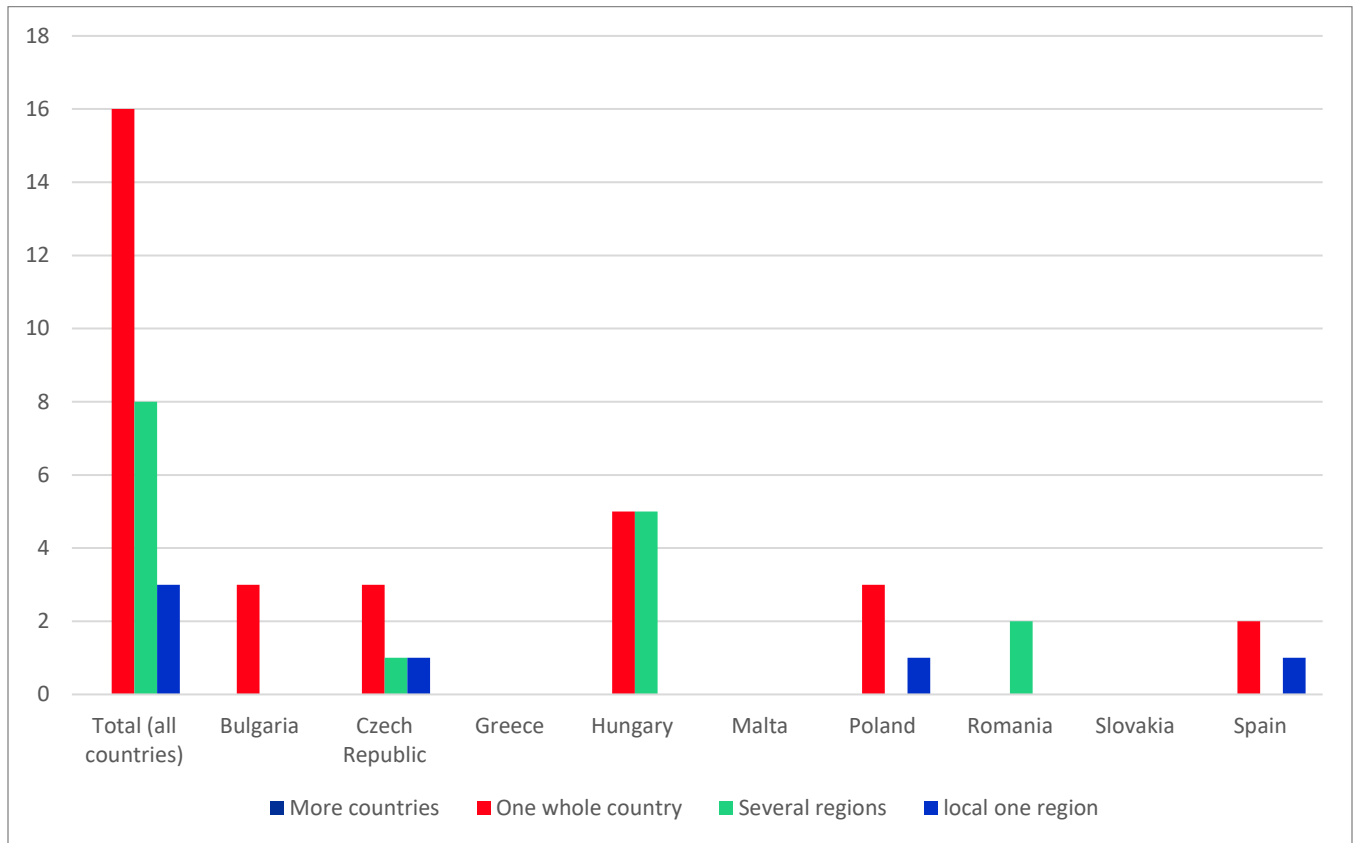


Source: Lost Millennials initiatives database

3.5.3 Territorial coverage

Looking at the territorial coverage of the mobility promotion interventions, most of them cover the whole country. The others cover several regions and very few interventions target only one region. None of the interventions targets or operates in more than one country. However, when looking at the different partner countries, the territorial coverage varies here as well. While there are interventions for a whole country in all countries except Greece, Malta, and Slovakia, where the partners did not map any interventions supporting the mobility of 25+ NEETs, the related interventions in Romania only refer to individual regions. Likewise, in Bulgaria, only interventions for the whole country were elaborated. In Hungary, the interventions cover both the whole country and several regions. In the Czech Republic, the interventions cover all different territorial levels, although most are at the level of the whole country. In Spain and Poland, there are no related interventions at the level of several regions, but many interventions at the level of the whole country, compared to the local level (see Figure 22).

Figure 22. Territorial coverage of interventions offering mobility support (absolute numbers)



Source: Lost Millennials initiatives database

3.5.4 Outcomes

Of all 27 interventions providing mobility support, a total of 14 were evaluated. In Spain, all the interventions mapped as offering mobility support were evaluated. In Hungary, almost all related interventions have been evaluated; for 8 out of 10 interventions. In the Czech Republic, of the five interventions mapped in this category of offering mobility support, an evaluation is available for three of the interventions. In Poland, Bulgaria, and Romania, however, none of the interventions mapped in this category were evaluated.

3.5.5 Summary

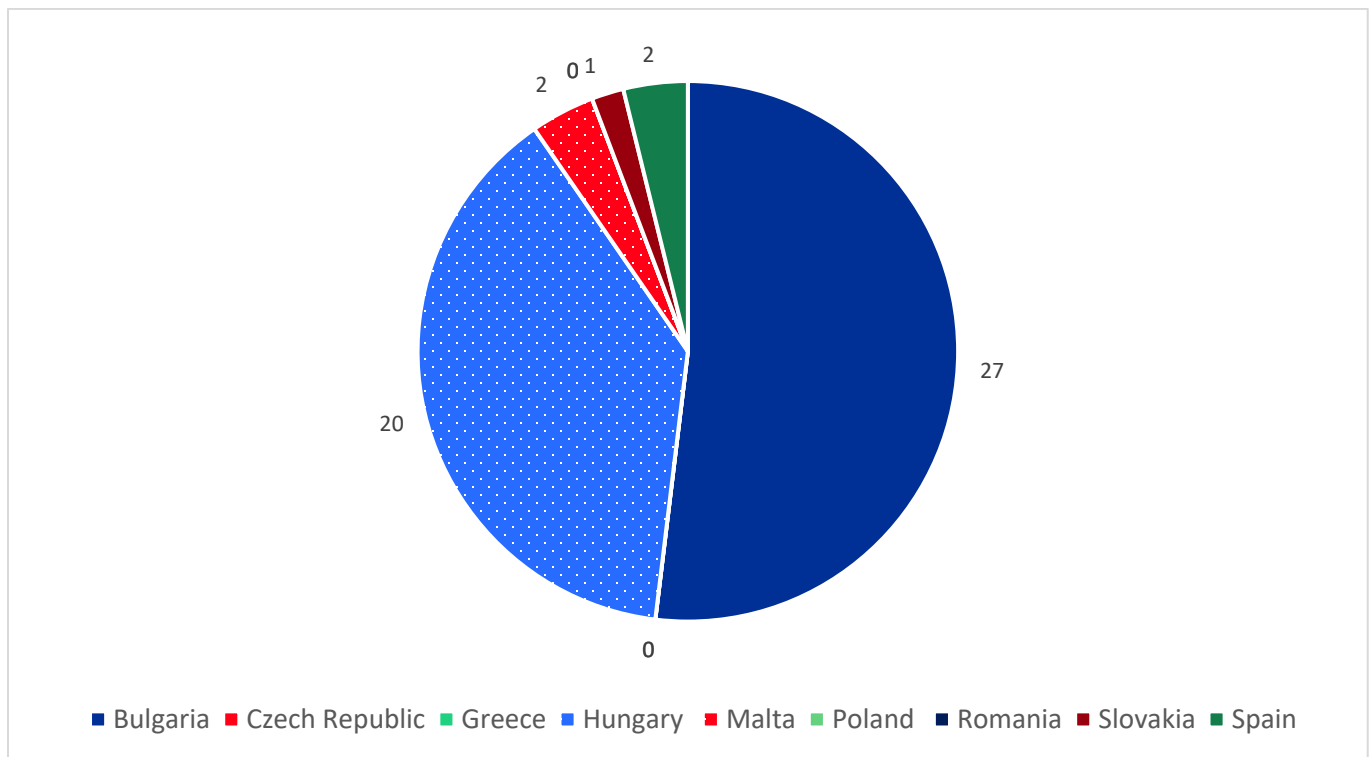
In summary, most of the mobility support interventions mapped by the partners are funded by the EU, cover the whole country, and primarily target the unemployed and young people aged 16-35. The interventions do not focus specifically on NEETS aged 25 and over, but this group can possibly be identified under interventions targeting the unemployed and young people. Therefore, most of the mobility support interventions are targeted at NEET 25+, albeit not explicitly. Nevertheless, the funding, territorial coverage and target group of the interventions differ from country to country. In terms of

evaluation, it is clear that some countries evaluate (almost) all their interventions, such as Spain, and some do not, such as Poland. In any case, there is an imbalance between countries, especially in terms of evaluation.

3.6 Subsidies

By interventions offering subsidies, activities related to the provision of employment, including subsidized employment, job placement (recruitment) and wage subsidy is meant. In total, there are 52 interventions offering subsidies mapped: 27 from Bulgaria, 20 from Hungary, two from Malta, one from Slovakia and two from Spain. No interventions offering subsidies were mapped for the Czech Republic, Greece, Poland, and Romania (see Figure 23). Comparing the number of interventions offering subsidies to the total number of interventions mapped in each country, 67% of all interventions mapped for Hungary are interventions related to subsidies. In Slovakia, this accounts to 50% of all the mapped interventions. In contrast, only 29% of those mapped for Bulgaria, 11% for Malta and 17% for Spain are subsidy-related interventions.

Figure 23. Number of interventions offering subsidies in each country (absolute numbers)

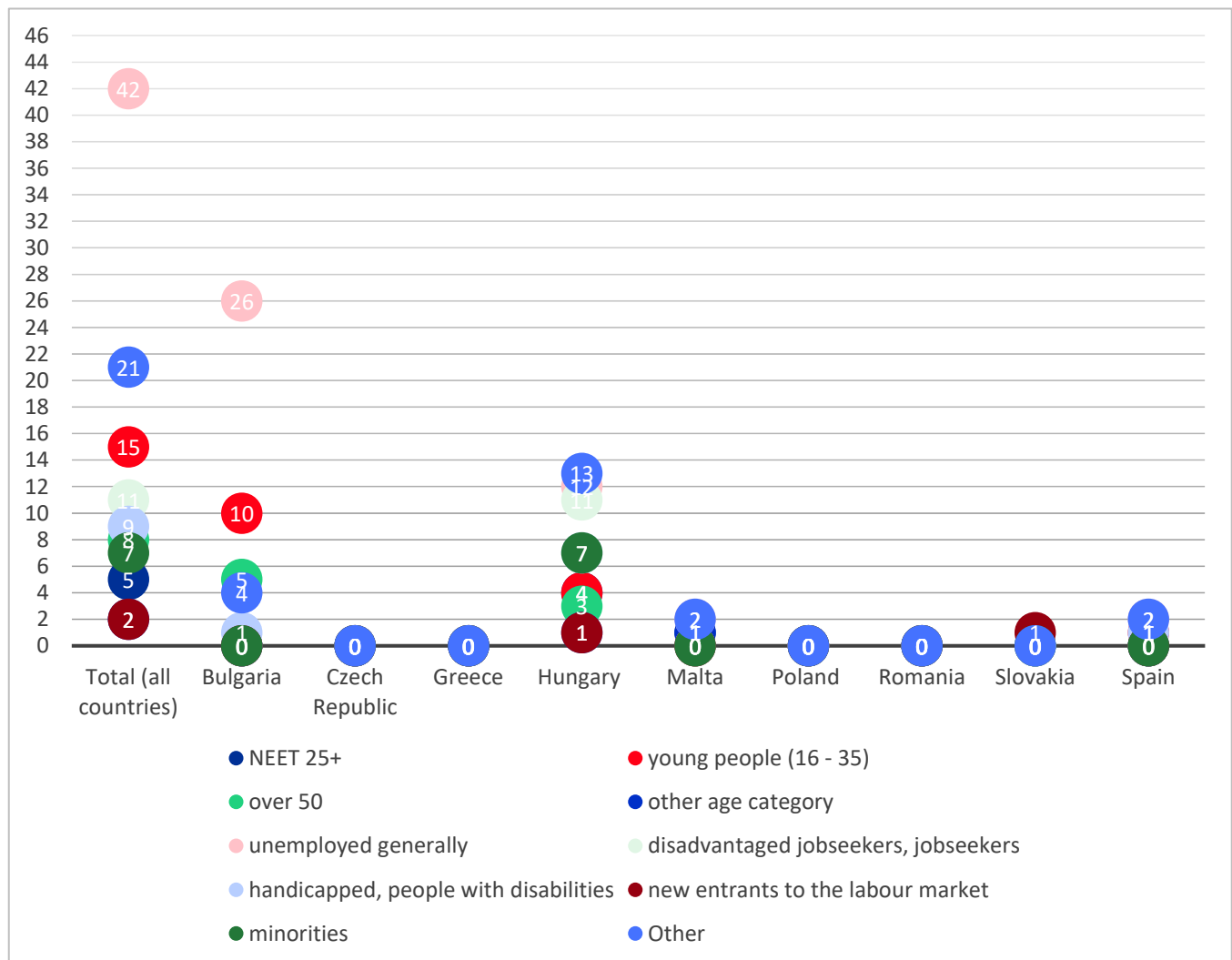


Source: Lost Millennials initiatives database

3.6.1 Target groups

In terms of the target groups of the interventions offering subsidies, most are aimed at the unemployed in general, which is true for 42 of the 52 interventions. After that, most target groups are young people aged 16-35, disadvantaged jobseekers and people with disabilities. Only five of the 52 interventions offering subsidies indicate that they specifically target NEET 25+. However, it can be assumed that 25+ NEET are implicitly targeted by interventions targeting unemployed people, young people (16-35) and also people with disabilities. Looking at the countries and their mapped interventions related to subsidies, in terms of target groups, it is clear that in all countries, the interventions focus primarily on the unemployed and/or young people (see Figure 24). In Hungary, it is of particular interest that some of the interventions mapped also target people with disabilities.

Figure 24. Target groups of interventions offering subsidies (absolute numbers).

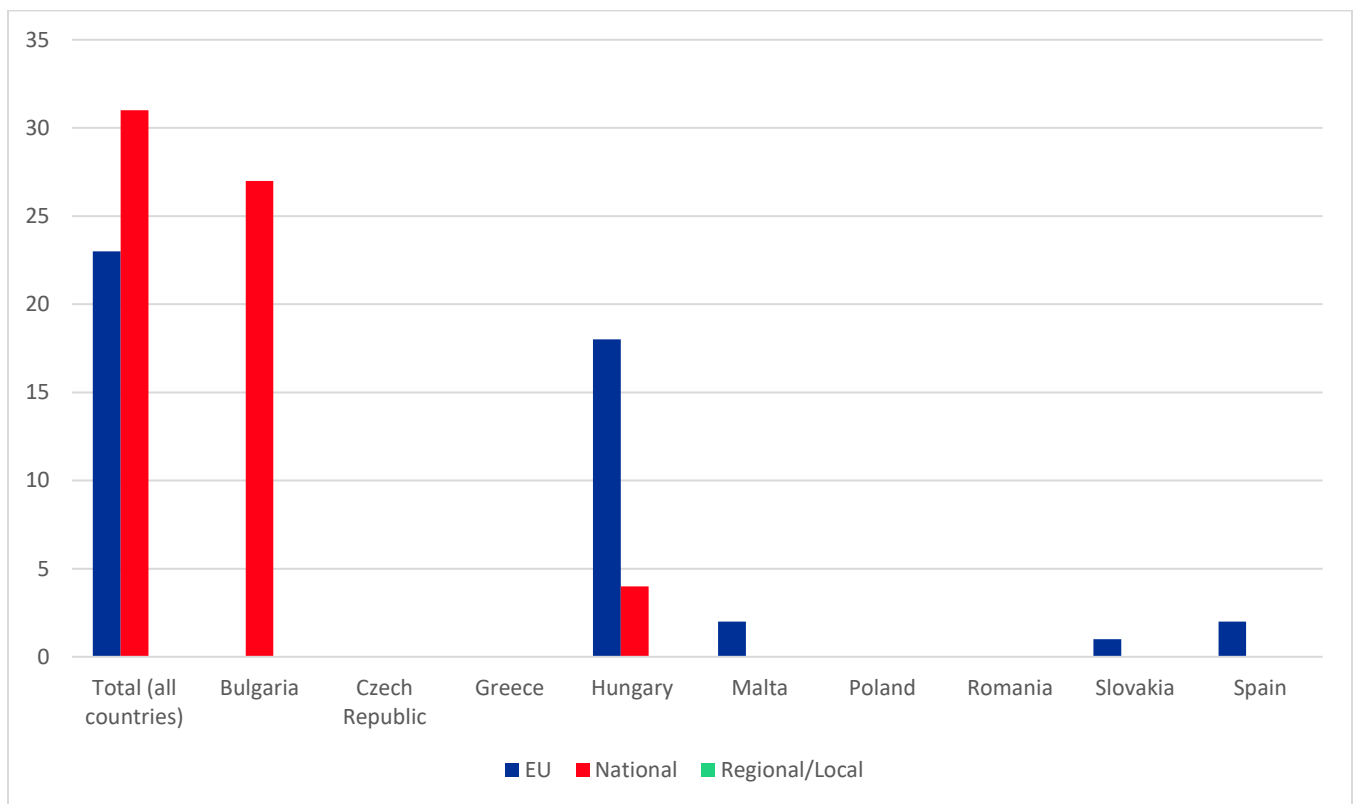


Source: Lost Millennials initiatives database

3.6.2 Financing of interventions offering subsidies

Most of the interventions offering subsidies are financed at the national level; in total, 31 of the 52 related interventions are (also) financed at the national level. However, there are also interventions that are funded by the EU. There are no initiatives funded or co-financed by regional or local funds. As far as EU and national funds are concerned, this varies from country to country. While in Bulgaria the elaborated interventions are exclusively financed by national funds, in Hungary most of the interventions are financed or supported by the EU and some also by the national level. In Malta, Slovakia and Spain, these interventions are funded only by EU funds (see Figure 25).

Figure 25: Financing of interventions offering subsidies (absolute numbers)

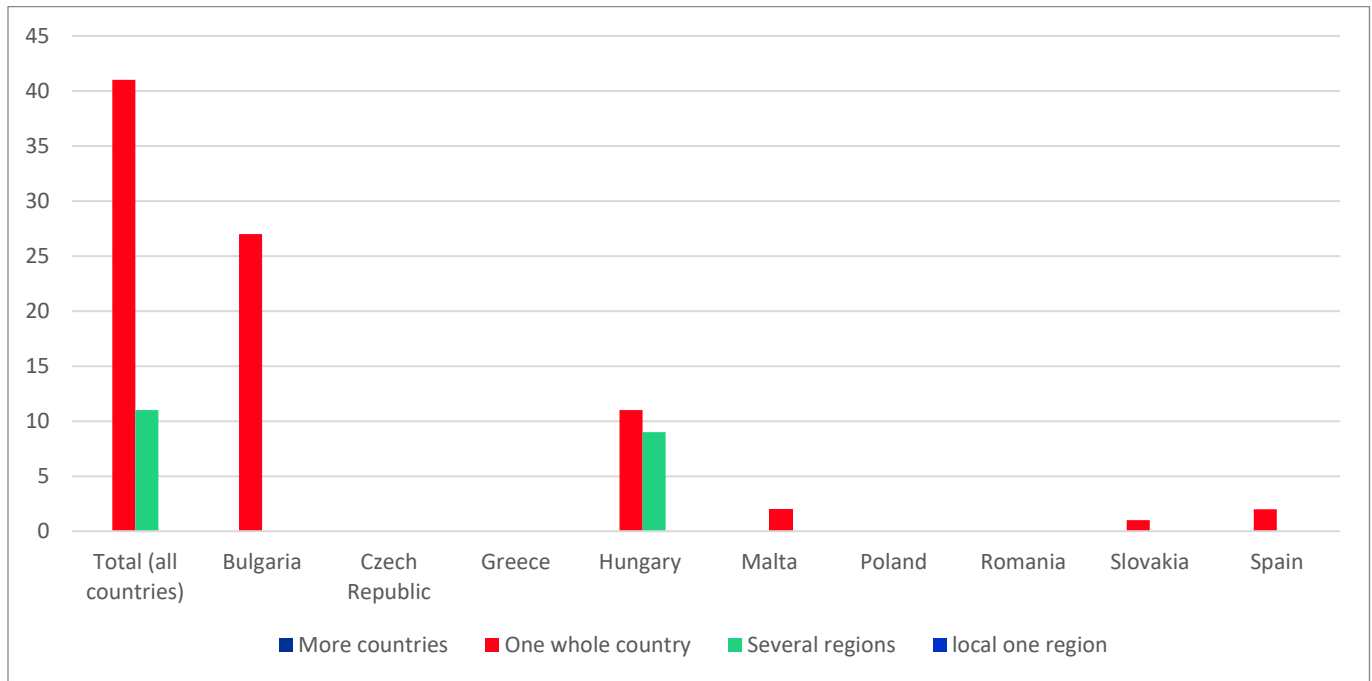


Source: Lost Millennials initiatives database

3.6.3 Territorial coverage

In terms of territorial coverage of the interventions offering subsidies, of the 52 initiatives funded, 41 cover the entire state level. This is followed by the individual regions. There are no initiatives covering more than one country or only one region. In Bulgaria, all interventions cover only the entire country, as well as in Slovakia, Malta and Spain. In Hungary, there are interventions that cover the whole country and/or several regions (see Figure 26).

Figure 26. Territorial coverage of interventions offering subsidies (absolute numbers)



Source: Lost Millennials initiatives database

3.6.4 Outcomes

A total of 17 of 52 interventions identified as supporting 25+ NEETs by means of subsidies were evaluated. In Spain, one of two interventions in this category was evaluated. The largest number of evaluated interventions in this category is available in Hungary, where evaluations are available for 13 of the 20 interventions. In Bulgaria, some of the interventions in this category were also evaluated. However, no evaluations are available for interventions mapped in this category for Malta and Slovakia.

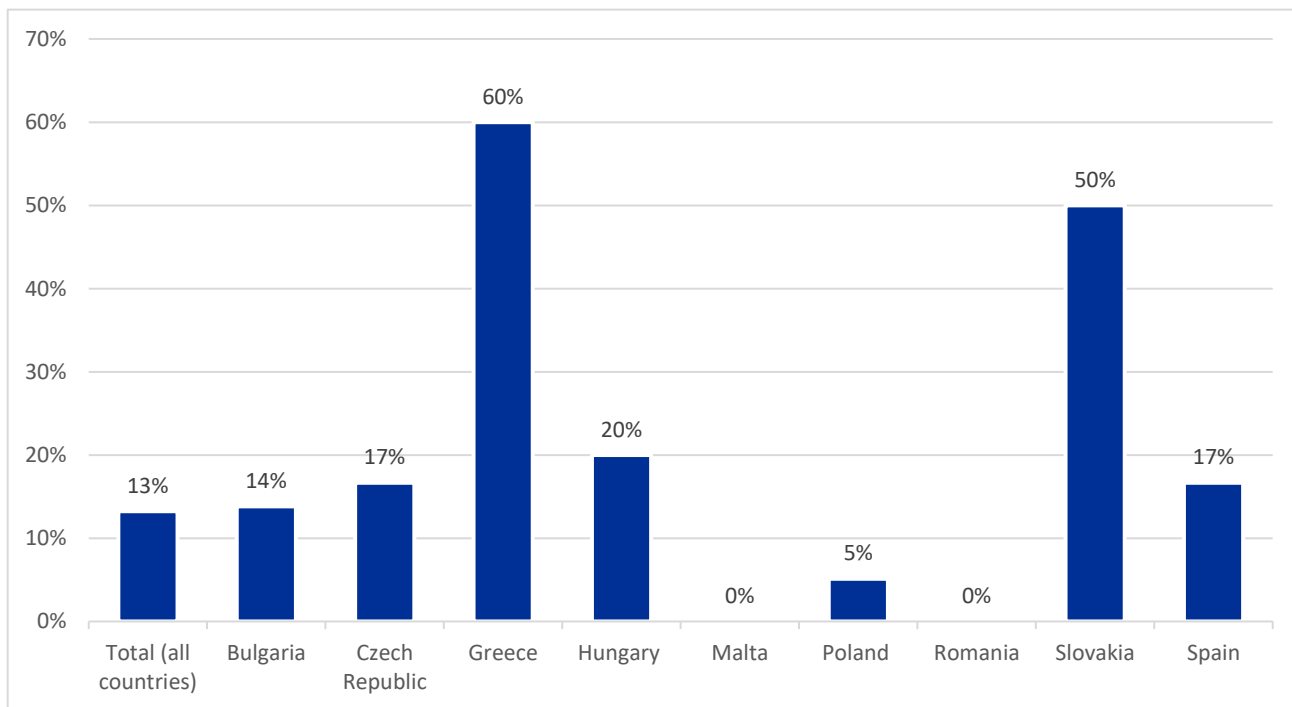
3.6.5 Summary

To sum up, most activities related to job provision, including subsidized employment, job placement (recruitment), and wage subsidies, are funded at the national level. Most interventions cover the entire country and/or multiple regions. Moreover, the main target group of most interventions are mainly unemployed people. However, there are also initiatives targeting young people between 16 and 35 years old, as well as disadvantaged job seekers and people with disabilities. However, the latter are the target group only for the interventions in Hungary. Therefore, there are differences from country to country, especially in terms of evaluations, with Spain and Hungary, for example, evaluating the most interventions in this category, while no evaluations are available in Malta for the specific interventions, but available for the Operational Programmes covering them.

3.7 Direct job creation

According to Eurostat (2006) direct job creation ‘covers measures that create additional jobs, usually of community benefit or socially useful, in order to find employment for the long-term unemployed or persons otherwise difficult to place’. Referring to the methodology chapter of this report (see chapter 2.2.3.2), this activity was one of which was problematic for some of the beneficiary partners, who carried out the mapping exercise, to understand. In the template provided to them, this activity was listed under ‘supported activities’ as ‘job creation (social entrepreneurship)’. Some of the partners indicated having included such interventions that are connected to social entrepreneurship but also those related to public works. As a result, the figured provided under this section provide interventions that support job creation in general. In total, there are 31 job creation related interventions: 13 in Bulgaria, four in the Czech Republic, three in Greece, six in Hungary, two in Poland, one in Slovakia and two in Spain. In Malta, no intervention aimed at job creation was mapped. 60% of all interventions mapped for Greece are related to job creation. This is 50% for Slovakia. In contrast, in the other countries, the proportion of interventions aimed at job creation compared to the total mapped interventions is 20% or less (see Figure 27).

Figure 27. Share of interventions aimed at job creation out of all mapped interventions by country



Source: Lost Millennials initiatives database

3.7.1 Target groups

As far as the target group of interventions related to job creations is concerned, most of them are aimed at the unemployed and young people between the ages of 16 and 35. There are no mapped interventions in this category specifically targeting NEETs over 25. However, it can be presumed that they are also indirectly targeted by the interventions aiming towards the unemployed and young people, as well as by those aiming towards disadvantaged jobseekers and people with disabilities. The interventions mapped in this category differ in terms of target groups, however, the interventions usually cover more than one target group, as is the case for example in the Czech Republic and Hungary. Particularly in these two countries, the mapped interventions in this category also target minorities (see Figure 28).

Figure 28. Target groups of interventions supporting in direct job creation (absolute numbers).

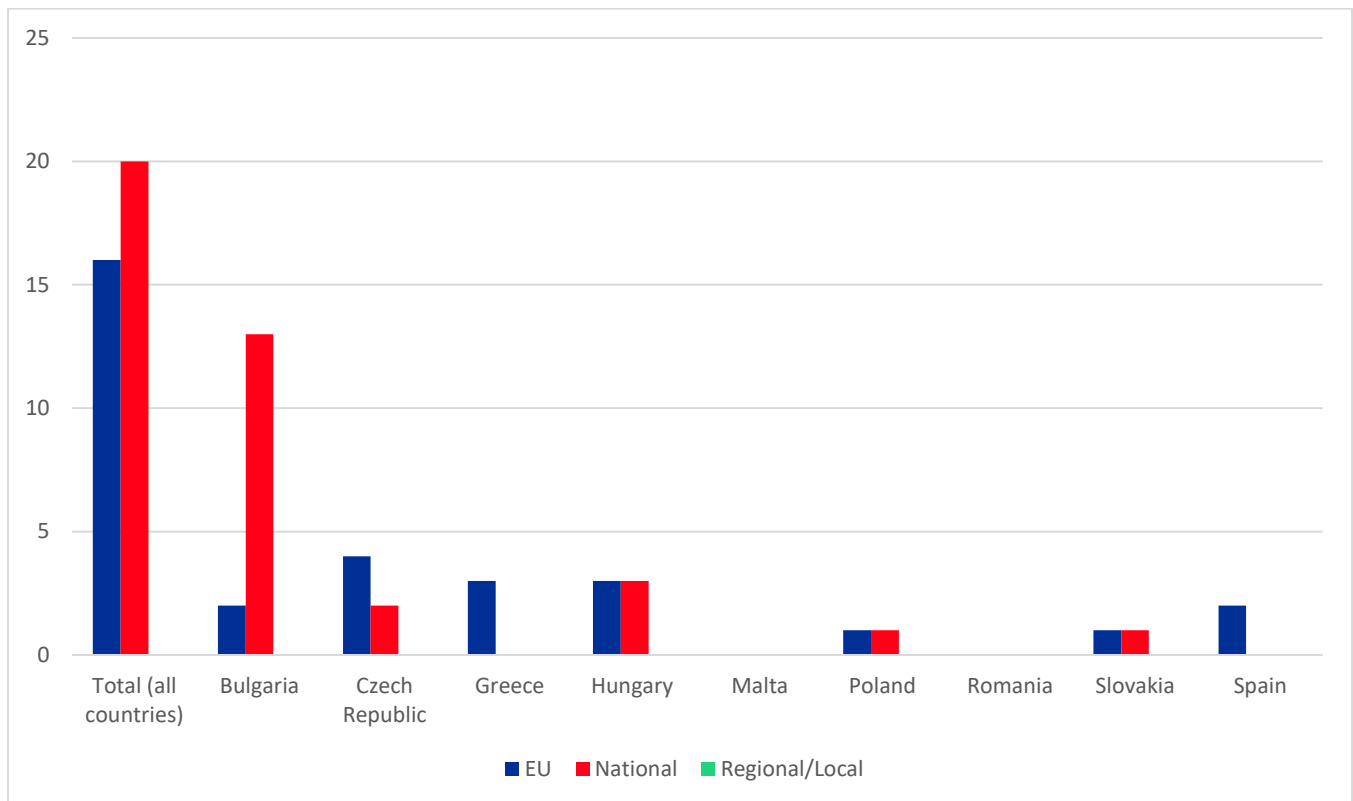


Source: Lost Millennials initiatives database

3.7.2 Financing of interventions supporting direct job creation

Most interventions involving job creation are funded by national funds, followed by EU funds. No intervention mapped in this category is funded at regional or local level. In Bulgaria, for instance, 13 interventions are funded at the national level, with two also funded by the EU. However, in the Czech Republic, there are somewhat more interventions funded by the EU than at the national level. In Spain and Greece, initiatives are funded only by the EU and not with national funds (see Figure 29).

Figure 29. Financing of interventions in direct job creation (absolute numbers)



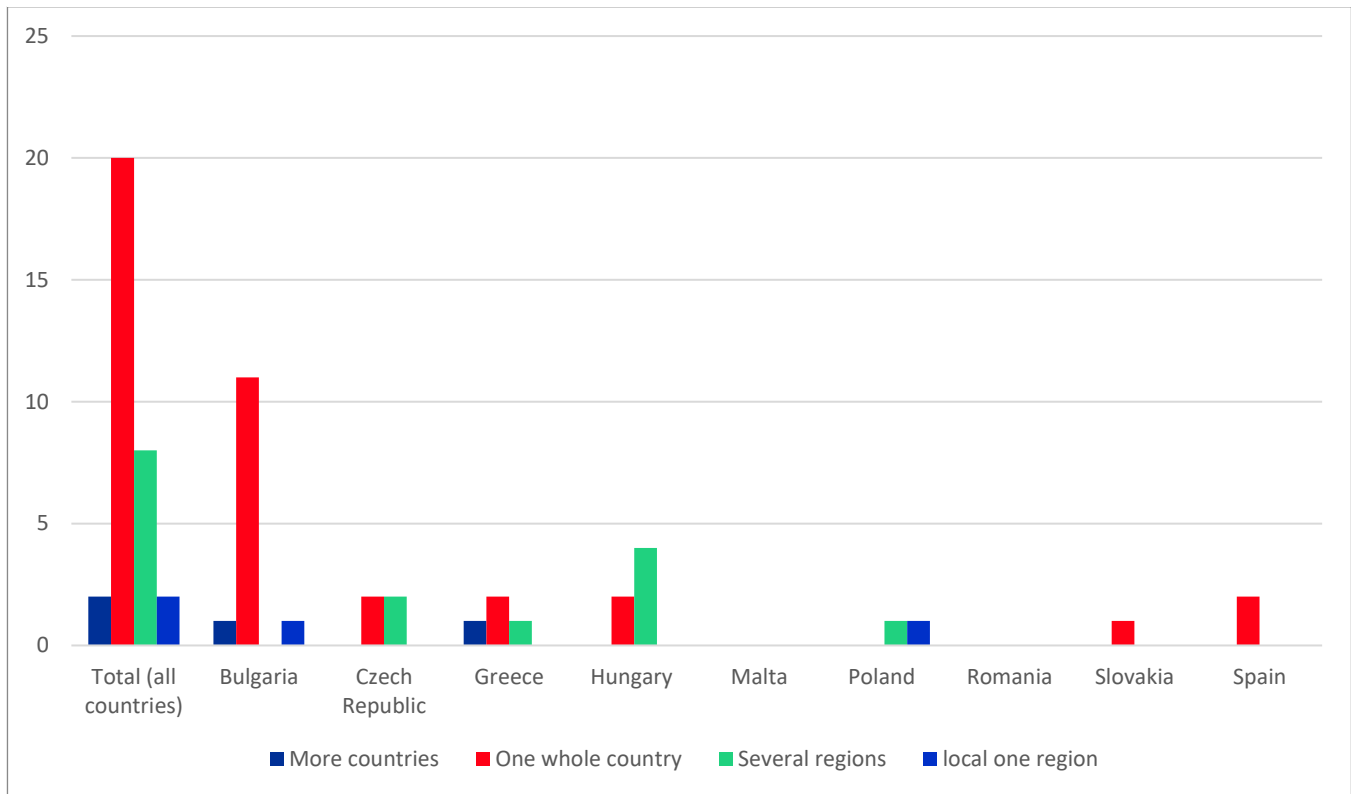
Source: Lost Millennials initiatives database

3.7.3 Territorial coverage

In the context of territorial coverage, a total of 20 out of the 31 interventions related to job creation cover the entire country. However, there are also two interventions that (also) cover more than one country, eight interventions that (also) cover several regions, and interventions that (also) cover only one region. This varies from country to country. For example, in Bulgaria the respective interventions mostly cover the whole country, while in Hungary most of the interventions mapped in this area cover

several regions. In Spain and Slovakia, the relevant interventions mapped cover the entire country (see Figure 30).

Figure 30. Territorial coverage of interventions in direct job creation (absolute numbers).



Source: Lost Millennials initiatives database

3.7.4 Outcomes

Of the 31 job creation interventions, an evaluation is available for 12. Notably, in Bulgaria, only two of the 13 interventions mapped in this area have been evaluated, while in Hungary, most of the interventions in this category have been evaluated, namely for 5 of the 6. In Poland, on the other hand, no evaluations are available for any of the mapped interventions in direct job creation.

3.7.5 Summary and good practice examples

In summary, most of the job creation interventions are funded at national level. Most of them cover the whole country level and the target group of most interventions are unemployed and young people aged 16 to 35. Again, although the interventions do not mention 25+ NEETs as a specific group, this group can be identified in the target groups addressed. The picture varies from country to country, especially when looking at the available evaluations. In Hungary, for example, evaluations are available for almost all interventions, but not in Poland.

Two of the five good practice examples compiled by the *expertise* partners can be associated with the area of direct job creation.

The “integration subsidy” is a best practice example for job creation from Austria. It is a targeted wage cost supplement offered by the Austrian employment services to employers aiming at the labour market (re)integration of specifically disadvantaged groups unemployed people including, e.g. People above 25 years of age registered as long-term unemployed. Being a wage subsidy, the integration subsidy does not only provide an insight to employers to hire people with the profiles above, but it also created additional jobs thereby reducing employment deficit. With this programme, the employee’s costs can be subsidised fully for the first three months and six months for people with disabilities, the probation period. After which, for up to 3 years or the duration of the employment relationships, their wages (monthly gross salary without bonuses, employer contributions but including a 50% lump sum for non-wage labour costs) can be subsidised up to 66.7% which equates to the monthly gross pay (excluding special payments, overtime pay, etc.).

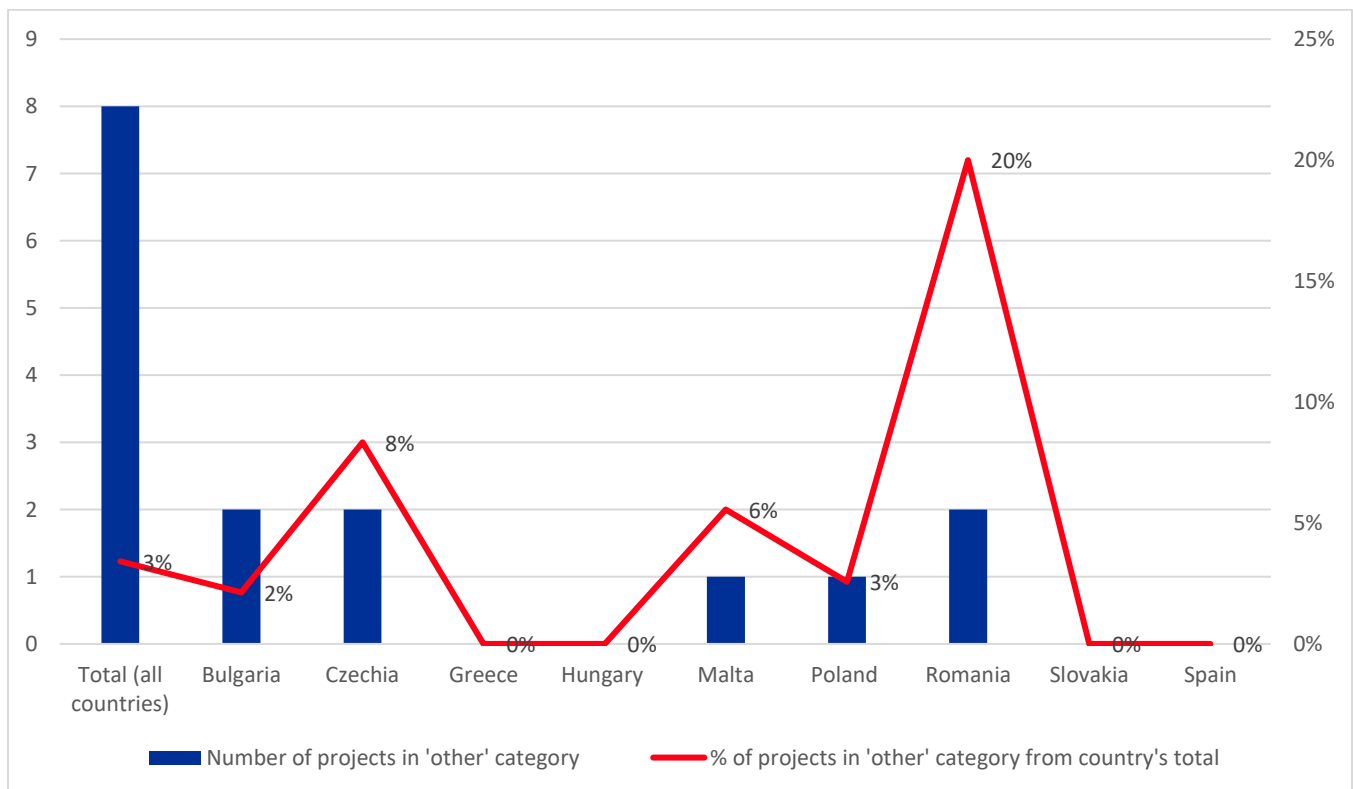
"Making Waves" is a best practice example of job creation from Norway. The intervention targets people with various forms of functional limitations due to illness, previous injury, or cognitive impairment. The philosophy is to look for people who fit the job description, not to find jobs for people. Experience has shown that this leads to more motivated employees. The advantage for the employer is that it is 'free labour' and the employer does not have the 'employer responsibility' that they normally have when hiring a person. The main objective of the recruitment process is to find the right people for the right job, thereby securing permanent jobs. Research has shown that about 80 per cent of the participants get permanent jobs after the practice phase. Furthermore, the research shows that 57 per cent of employers answer that they would not have hired these people without the support of Making waves (Tøssebro, Wik og Molden, 2017).

3.8 Other activities

For activities that did not fit into any of the categories provided in the template, there was a possibility of selecting the 'other' category and specifying. During the data cleaning process of the database provided, ZSI manually assigned some of these activities into the responding categories. This was necessary as demonstrated in the methodology chapter of this report, in some cases where the partners were unsure what a specific category meant, they created their own categories e.g. entering activities related to 'counselling' in the other category instead of under 'consultancy'. At the end of this process, only eight interventions indicated activities that could not be fitted into any of the categories provided.

The eight interventions stemmed from five of the eight lost millennials *beneficiary* countries: Bulgaria, the Czech Republic and Romania had two interventions each falling under the 'other' category, for Malta and Poland this was one each. These interventions in general represent 2% to 8% of the total number of interventions for each of the countries included in the Lost Millennials database. Romania, in this case is an outlier as the number of interventions (n=2) represent 20% of the total number of interventions (n=10) included in the Lost Millennials database.

Figure 31: Share of 'other' activities out of all interventions by country



Source: Lost Millennials initiatives database

3.8.1 Supported activities

The activities supported in the eight interventions identified under the ‘other’ category are all different. Unfortunately, due to the lack of further information, one can only assume what these activities comprise of according to the comments the partners provided, which are relatively vague. These are provided in the table below.

Table 6: Supported activities of the interventions under the ‘other’ category

Country	Name of intervention	Specified activities under the ‘other’ category
Romania	NEETs in entrepreneurship	‘Carrying out prevention activities for those who risk becoming NEETs’ [Extracted from_Romania_Internal templates_NEETs in entrepreneurship]
Romania	RAISE Youth Romania: Rural Action for Innovative and Sustainable Entrepreneurship for Youth	a. founding hubs of activity (RAISE Demo Centers) b. links and exchanges between and within countries for NEETs (study trip to Austria) c. networking locally, regionally, nationally’ [Extracted from_Romania_Internal templates_RAISE-Youth]
Poland	Rehabilitation 25 plus	‘Co-finance and provide help in all-day care services, activation in the physical, intellectual, social and professional spheres’ [Extracted from_Poland_Internal templates]
Malta	SMARTLY NEETs’ employability in the Green and Digital Economy	‘SMARTLY will generate the following results: - Survey and needs analysis with industry; - Design of Training Content in Green Jobs; - Design of Training Content in Digital Jobs; - Design and testing of enhanced Profiling Questionnaires; - Organization of multiplier events; - Wide dissemination and promotion of project results.’ [Extracted from_Malta_Internal templates]
Czech Republic	Generational Tandem - Supporting Generational Exchange in the Central Bohemian Region II	‘The project will focus on ensuring generational change and promoting intergenerational solidarity in the labour market by keeping pre-retirement-age workers in employment and strengthening the match between skills supply and labour market demand for new entrants to the labour market. It will also promote the transfer of work experience to those entering the labour market without previous work experience (graduates). The project also hopes to support the longer employability of older people of pre-retirement age.’ [Extracted from_Czechia_Internal templates_Generační tandemt]

Czech Republic	Housing first	<i>'Provision of suitable housing' [Extracted from_Czechia_Internal templates_Housing first]</i>
Bulgaria	<i>'Increasing Young People's Awareness of the Youth Guarantee in Bulgaria' Project</i>	<i>'Activities targeting NEETs are aimed at increasing young people's awareness of the practical opportunities that exist in relation to the Youth Guarantee. Among others, specific activities include the organisation of info days, seminars and a conference. Other activities relate to encouraging state institutions and other stakeholders to effectively contribute to implementing the National Plan for the Implementation of the European Youth Guarantee (2014-2020). An additional set of activities seek to enhance the administrative capacity of youth mediators working at municipal administrations in areas where the unemployment rate is higher than the national average.' [Extracted from_Bulgaria_Internal templates_Increasing awareness of youth guarantee]</i>
Bulgaria	Conducting research about the opportunities to increase income and availability of labour in Bulgaria	<i>'Research' [Extracted from_Bulgaria_Internal templates_Research about minimum wages]</i>

3.8.2 Target groups

As different as the supported activities for the interventions under the 'other' category presented above are, are the target groups rather more uniform. Both the interventions from Malta and Poland falling under this category target 25+ NEETs. The Maltese intervention targets this group exclusively, whereas the Polish one also focuses on the unemployed in general as well as people with disabilities.

All the interventions under this category except for three, target the unemployed in general solely (n=2) or together with other groups (n=2). The table below shows the target groups of each of the interventions in this category.

Table 7: Target groups of interventions in the 'other' category

Country	Name of intervention	Target group
Romania	NEETs in entrepreneurship	<ul style="list-style-type: none"> • Young people (16-35) • Unemployed generally • People wanting to start their own businesses
Romania	RAISE Youth Romania: Rural Action for Innovative and Sustainable Entrepreneurship for Youth	<ul style="list-style-type: none"> • Young people (16-35) • Unemployed generally
Poland	Rehabilitation 25 plus	<ul style="list-style-type: none"> • 25+ NEETs • Unemployed generally • People with disabilities
Malta	SMARTLY NEETs' employability in the Green and Digital Economy	<ul style="list-style-type: none"> • 25+ NEETs
Czech Republic	Generational Tandem -Supporting Generational Exchange in the Central Bohemian Region II	<ul style="list-style-type: none"> • Jobseekers • Employed of pre-retirement age
Czech Republic	Housing first	<ul style="list-style-type: none"> • Young people (16-35) <p>The target group is households in housing need with intensive support needs, preferably the most vulnerable with complex support needs. The Housing First Programme is for individuals, couples or families who are currently in housing need, and there is at least one adult in need of intensive and long-term support.</p>
Bulgaria	'Increasing Young People's Awareness of the Youth Guarantee in Bulgaria' Project	<ul style="list-style-type: none"> • Unemployed generally
Bulgaria	Conducting research about the opportunities to increase income and availability of labour in Bulgaria	<ul style="list-style-type: none"> • Unemployed generally

3.8.3 Financing of interventions offering ‘other’ support measures

Two of the eight interventions under this category are financed only by national funds. While three of these interventions are funded only by EU funding. The remaining three interventions are financed by both EU and national funds.

Of the two interventions 25+ NEETs outrightly, the Polish one is funded only by national funds while the Maltese one is funded by both national and EU funds.

Table 8: Sources of funding of interventions under the 'other' category

Country	Name of intervention	Source of funding
Romania	NEETs in entrepreneurship	EU
Romania	RAISE Youth Romania: Rural Action for Innovative and Sustainable Entrepreneurship for Youth	EU
Poland	Rehabilitation 25 plus	National
Malta	SMARTLY NEETs' employability in the Green and Digital Economy	EU
Czech Republic	Generational Tandem -Supporting Generational Exchange in the Central Bohemian Region II	EU
Czech Republic	Housing first	EU and national
Bulgaria	'Increasing Young People's Awareness of the Youth Guarantee in Bulgaria' Project	EU and national
Bulgaria	Conducting research about the opportunities to increase income and availability of labour in Bulgaria	National

3.8.4 Budget allocation

The financial scope of all but two of the interventions in this category was available. The financial allocation of these projects ranges from about 52 thousand Euros to 6 million Euros. The budget of the Polish intervention directly addressing 25+ NEETs was not available. However, the budget of the other intervention under this category directly targeting 25+ NEETs was only a little short of 400 thousand Euros.

Table 9: Budget allocation of interventions in the 'other' category

Country	Name of intervention	
Romania	NEETs in entrepreneurship	Data not available
Romania	RAISE Youth Romania: Rural Action for Innovative and Sustainable Entrepreneurship for Youth	3,100,000.00
Poland	Rehabilitation 25 plus	Data not available

Malta	SMARTLY NEETs' employability in the Green and Digital Economy	399,965.00
Czech Republic	Generational Tandem -Supporting Generational Exchange in the Central Bohemian Region II	2,586,478.08
Czech Republic	Housing first	6,000,000.00
Bulgaria	'Increasing Young People's Awareness of the Youth Guarantee in Bulgaria' Project	214,742.00
Bulgaria	Conducting research about the opportunities to increase income and availability of labour in Bulgaria	52,391.00

3.8.5 Territorial coverage

Drawing from the sources of funding, three of the six interventions that received EU funding covered more than a single country. Interestingly, one intervention with EU funding each focussed on a local region, several region and national level. Both the interventions that are exclusively funded by state funds operated at a national level.

Table 10: Territorial coverage of interventions under the 'other' category

Country	Name of intervention	Source of funding	Territorial coverage
Romania	NEETs in entrepreneurship	EU	More countries and national
Romania	RAISE Youth Romania: Rural Action for Innovative and Sustainable Entrepreneurship for Youth	EU	More countries and several regions
Poland	Rehabilitation 25 plus	National	National
Malta	SMARTLY NEETs' employability in the Green and Digital Economy	EU	More countries
Czech Republic	Generational Tandem -Supporting Generational Exchange in the Central Bohemian Region II	EU	Local
Czech Republic	Housing first	EU and national	Several regions
Bulgaria	'Increasing Young People's Awareness of the Youth Guarantee in Bulgaria' Project	EU and national	National
Bulgaria	Conducting research about the opportunities to increase income and availability of labour in Bulgaria	National	National

3.8.6 Outcomes

Only data on the number of people supported could be found on three of the interventions under this category. These were the two Romanian interventions having supported 1,600 and 5,067 people as well as the intervention on housing from the Czech Republic that provided 255 housing solutions. The latter

intervention also supported 13 projects. Both the Bulgarian interventions under this category indicated having supported one project each. Data on the persons and projects supported by the two projects directly supporting 25+ NEETs was not available, among other reasons probably because the Maltese intervention is still ongoing.

3.8.7 Examples of interventions in the 'other' categories which target 25+ NEETs

3.8.7.1 SMARTLY – NEETs' employability in the Green and Digital Economy

SMARTLY - NEETs' employability in the Green and Digital Economy

Funding programme: Erasmus+

Target group: 25+ NEETs

Duration: 2021 – 2024

Budget: EUR 399,965

Territorial coverage: Malta, Poland, Italy, Cyprus, Croatia, France

Implementor: Jobsplus (Public Employment Service)

SMARTLY will generate the following results:

- Survey and needs analysis with industry
- Design of Training Content in Green Jobs
- Design of Training Content in Digital Jobs
- Design and testing of enhanced Profiling Questionnaires
- Organization of multiplier events
- Wide dissemination and promotion of project results.

Webpage: <https://www.case-research.eu/pl/smartly-neets-employability-in-the-green-digital-economy-102026>

<https://erasmus-plus.ec.europa.eu/projects/search/details/2021-1-MT01-KA220-VET-000025354>

3.8.7.2 Rehabilitation 25 Plus

Rehabilitation 25 Plus

Funding programme: Erasmus+

Target group: 25+ NEETs

Duration: School years 2018/2019 and 2019/2020

Budget: EUR 399,965

Territorial coverage: Country-wide (Poland)

Implementor: PFRON - Państwowy Fundusz Rehabilitacji Osób Niepełnosprawnych

Rehabilitation Plus is targeted at people with disabilities, who are aged over 24, who are unemployed and are not covered by social rehabilitation in day care centres.

Webpage: <https://www.pfron.org.pl/aktualnosci/szczegoly-aktualnosci/news/rehabilitacja-25-plus-informacja-o-naborze-wnioskow-dla-roku-szkolnego-20222023/>

3.8.8 Summary

Eight interventions supporting 25+ NEETs in the Lost Millennials database could not be assigned to any of the categories provided as the supported activities could not be matched, hence they were placed under the 'other' category. Due to the difference in the activities in this category, it was rather difficult to compare the interventions as their activities differed to a great degree. Nevertheless, two projects could be identified that directly addressed 25+ NEETs as a target group. The Maltese intervention in this category is about increasing 25+ NEETs employability in the sector of digital and green technologies, while the Polish intervention also directly addressing this target group, aims to specifically support people over the age of 24 with disabilities to be integrated in social rehabilitation in day care centres. Some of the activities described for example the 'housing initiative' from the Czech Republic are not active labour measures but rather support the beneficiaries to solve their existential challenges so as to be able to focus on the labour market. Like with the other supported measures, these interventions are largely financed by the EU and cover the national level and/or several countries. The financial allocation of these interventions differs greatly. Only one of the eight projects under this category was indicated as having been evaluated, this was the 'housing first' intervention from the Czech Republic.

4. Conclusions and Outlook

This report provides an overview of labour market interventions implemented in nine countries: Bulgaria, Czech Republic, Greece, Hungary, Malta, Poland, Romania, Slovakia, and Spain. Using the activities they offer as a basis, interventions were analysed in terms of financing, territorial coverage, target group, and outcomes. Results can give a first indication of trends and gaps across countries and inform future research on the labour market integration of 25+ NEETs.

Overall, the most prevalent focus of the collected interventions is upskilling. The activity most often supported by the interventions collected is training: in every country except for Romania, at least half of the interventions support training activities. Education activities are less prominent yet are also included in around a third of interventions. Education and training interventions are mostly targeted at young people (below the age of 35), but also the unemployed in general. Programmes, projects, and schemes aiming at knowledge and skill development of the working population are primarily financed from EU funding sources. The European Social Fund (ESF) plays a crucial role in the implementation of education and training related developments as one of its focus areas is the improvement of employability through upskilling.

Not as prevalent as upskilling, but still common are interventions that help with securing work, either in the form of job search assistance and counselling or supporting uptake of work with subsidies and recruitment support. These activities are targeted towards various groups, including unemployed in general, young unemployed, new entrants to the labour market, or job seekers who are disadvantaged or have a disability. They are mostly financed on the national or EU level.

Some of the interventions aim to develop job opportunities for unemployed, either by directly creating jobs or supporting a person with starting their own business. These kinds of activities target unemployed in general or young people up to 35 years and are often financed by national or EU funds.

Guidance in the form of psychological support and mentoring or mobility support are also offered by some of the interventions, though not as often. Mobility support is offered mostly to unemployed in general or younger people up to 35 years. These activities are primarily financed by EU funds.

Based on the characteristics of the given countries, there are special target groups of the mapped labour market interventions. The Roma ethnic minority which suffers from multiple social disadvantages (low level of educational attainment, poverty inherited through generations, unemployment, prejudices and social exclusion, segregated housing, etc.) appears as a designated target group to be addressed by different (usually complex) interventions in Bulgaria, Czechia, Hungary, Romania, and Spain. As another example, in Malta, reflecting the needs of the most vulnerable social group in the country, refugees and

migrants are targeted by a tailor-made intervention to increase their employability through proper documentation and legal counselling.

All country reports mention that 25+ NEETs are rarely identified as an explicit target group of labour market interventions (during the period subject of this research, 2007-2021). However, 25+ NEETs might be addressed as members of broader social groups (unemployed in general, disadvantaged youth, new entrants to the labour market, people with a low level of educational attainment, single parents with young children, etc.) The Polish country report calls attention to the arising need of targeting 'new' groups of NEETs, for example the Ukrainian refugees, or workers whose jobs are at risk of automatization and environmental changes in the country. The Bulgarian country report mentions that there is a pressing need to ensure the timely and effective evaluation of relevant actions and create a dedicated unified system for identifying and mapping NEETs. In Slovakia, there is an absence of expert discussion on the specifics of 25+ NEETs as a target group, and the topic is not enjoying sufficient attention of the academic community.

The most vulnerable, multiply disadvantaged 25+ NEETs are often hidden, hard to reach, not in the sight of the employment and social services. Their needs are not necessarily represented on the strategic planning and decision-making levels, especially as they have the least power to make their voice heard. It also means that while most country reports conclude that the mapped initiatives are proportional and reflective regarding the needs of 25+ NEETs, special attention must be paid to the most disadvantaged young people in the future when constructing new strategies and measures to provide this social group.

The results and the conclusions of this report are limited by its methodology. The discrepancy in the use of terminology is a particular limitation, which only became evident after data collection. The definition of interventions to be included in the data collection as well as the decision on their supported activities varied to a great degree among partners, which makes it unclear which types of interventions are included in the dataset and limits comparisons across countries. Therefore, this report should be understood only as a first glimpse into existing interventions fostering labour market integration and does not claim to be a comprehensive review. However, these limitations also provide the opportunity to reflect on lessons learned and we provide several thoughts and recommendations for future research.

First, future endeavours of analysing labour market interventions should be aware of the different definitions and conceptualisations of project, programme, and initiative; both across different researchers and different countries or labour market systems. We suggest to future projects to facilitate collaborative processes in which these differences are reflected on to develop a joint understanding. When developing a common definition, future researchers should pay attention to the balance between sufficient detail and accounting for each country's specifics while also allowing for comparability across countries. In addition to developing a common understanding of interventions (or initiatives, programmes, or projects), it is vital that everyone involved has a clear and common understanding of

the content of different labour market related activities and services, such as education, training, on the job training or training job, counselling, job search assistance, consultancy, psychological support, individual and group coaching, start-up support, mobility support, sheltered employment, etc. Special attention is warranted to make sure the activity categories are clear-cut so that categorisation is easy. Furthermore, researchers need to be aware of the limitations of meaningful comparisons among countries when analysing interventions and measures targeting a certain social group. As the scope, nature, roots, composition of challenges faced by 25+ NEETs are very different in the countries, the given responds should be interpreted in their own contexts which restrict the range of comparative analysis. A possibility of analysis would be to cluster countries based on similarities in context and labour market system and compare interventions primarily within these clusters.

The above-mentioned methodological challenges and difficulties in comparing the nine countries' collection of interventions addressing 25+ NEETs called our attention to two crucial phenomena. On one hand, the European Union has a ruling role in the design of labour market interventions addressing 25+ NEETs in all the countries. The EU level employment related strategies, policies, but above all the available funding sources (especially the European Social Fund) with their priorities, focus areas, funding rules and mechanisms favour certain types of activities and programmes. This is reflected in the mapped initiatives, and it gives the impression that there are a lot of similarities among the countries. On the other hand, when examining the concrete interventions in more details one can learn that the structure of the initiatives, the exact activities (and the terms describing those activities), the designated target groups and geographical coverage, the size of the allocated budget and the outcomes (number of beneficiaries) should be contextualised, and it is difficult or even misleading to be compared purely quantitatively.

It is important to note that among other goals, the Lost Millennials Project aims at building common understanding among beneficiary and expert countries' researchers on topics regarding 25+ NEETs. This exercise on comparing interventions addressing 25+ NEETs in the different countries called attention to numerous topics which are interpreted differently in different countries and further efforts are needed to build real common understanding of them. The identification of these topics and terms is a valuable outcome of our research besides the meaningful conclusions drawn based on the comparative analysis.

5. References

European Commission (2017). European Semester Thematic Factsheet. Active Labour Market Policies. Available at: https://ec.europa.eu/info/sites/default/files/european-semester_thematic-factsheet_active-labour-market-policies_en_0.pdf (Accessed: November 29, 2022)

European Commission's website. *European Social Fund*. Available at: <https://ec.europa.eu/esf/main.jsp?catId=35&langId=en> (Accessed: November 29, 2022)

Eurostat (2006). *Labour market policy database - Methodology - Revision of June 2006 - Products Manuals and Guidelines - Eurostat*. Available at: <https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/KS-BF-06-003> (Accessed: November 22, 2022).

Eurostat (2022 a). *Educational attainment level and transition from education to work (based on EU-LFS)*. Available at: https://ec.europa.eu/eurostat/cache/metadata/en/edat1_esms.htm (Accessed: November 29, 2022)

Eurostat (2022 b). *Statistics on young people neither in employment nor in education or training*. Available at: [Statistics on young people neither in employment nor in education or training](#) (Accessed: November 29, 2022)

Eurostat (2022 c). *Young people neither in employment nor in education and training by sex, age and educational attainment level (NEET rates). EDAT_LFSE_21*. Available at: https://ec.europa.eu/eurostat/databrowser/view/EDAT_LFSE_21_custom_3867142/default/table?lang=en. (Accessed: November 29, 2022)

Fanta, P., et al (2022) *Guidelines for research on programs and evaluations (WP5)*. IREAS. Lost Millennials–Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETS. *Internal project document*.

Koller, K., Wolter, S., Tschank, J., Vana, I. (2022) *Transnational research report on the situation of 25+ NEETs in the EU and in beneficiary countries*. Centre for Social Innovation. Lost Millennials–Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETS. Available at <https://lostmillennials.eu>

PES (Public Employment Services) Network Stakeholder Conference (2022). *Jointly addressing labour and skills shortages, preparing for Europe's Future Labour Market* Available at: <https://ec.europa.eu/social/BlobServlet?docId=26134&langId=en> (Accessed: November 29, 2022)

The country reports of beneficiary partners:

Bogdanova, V., Rueda Orejarena, G., Yakova, L. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Bulgaria*. Center for the Study of Democracy. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Bördös, K. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Hungary*. HÉTFA Research Institute. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Delgado-García, J.B., Díaz-Portugal, C., Blanco-Mazagatos, V., Romero-Merino, M.E., Izquierdo-Yusta, A., Santamaría-Mariscal, M., García-Rodríguez, Í. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Spain*. Universidad de Burgos. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Fanta, P., Pěluha, M., Kouřilová, J., Kubíková, M., Dvořák, V. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – The Czech Republic*. Institute for Structural Policy. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Gajderowicz, T., Jakubowski, M., Wrona, S. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Poland*. Evidence Institute Foundation. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

IED (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Greece*. Institute of Entrepreneurship Development. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Kósa, E. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Malta*. Binda Consulting International. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

SBA (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Slovak Republic*. Slovak Business Agency. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

Telegdy, B., Bálint, B., Lázár, E. (2022) *Employment initiatives supporting 25+ NEETs. Country Report – Romania*. Sapientia University of Cluj Napoca. Lost Millennials – Transnational Research Network for the Evaluation of Initiatives Targeting 25+ NEETs. Available at <https://lostmillennials.eu>

6. Annex

The following Annexes provide the templates used to collect information on interventions; they were extracted from Fanta et al. (2022).

6.1 Annex 1: Guideline for the research of initiatives

The research focuses on programs and initiatives that were implemented in the period 2007 to 2020. The following part explains particular items of the data collection form for mapping of programs/initiatives.

This form should be used for collection of data on programs and initiatives working with 25+ NEETs.

- **Title of Initiative/program** – write the full title of the program, in the original language and also in English
- **Managing authority/implementor/guarantor** – specify an institution which is responsible for the program, for running this program or initiative (please, indicate conditions, system of calls for proposals, etc.). In case of a single project not connected to any program/initiative, please specify the implementer of the project (e.g., responsible beneficiary).
- **Link to web pages** – link should lead to an English version of the web if it is available. If the website is also available in another language, please provide it as well.
- **Period of implementation** – provide years (and months if this information is available) when the program or initiative was running (from - to)
- **Type of initiative** – specify if it was a program, an initiative or a single project.
- **Allocation in EUR** – what was the allocation (i.e., budget) of the program/initiative/project in EUR
- **Source of major financing** – please provide the major source of financing e.g., EU (ESF, or other EU funds), state budget, regional self-governments, endowment financing, or private financing.
- **Territorial coverage** – indicate the name of the country in which the program or initiative took place. If the program or initiative was implemented only in the selected region, specify the name of this region. You can use a comment section for detailed description if needed.
- **In case only a part of the program was focused on NEETs 25+, please specify** – please specify which part of the program (e.g., a priority axis in case of operational programs) focused on NEETs 25+.
- **Allocation of this part** – please specify the allocation in EUR for the part of the program working with NEETs 25+

- **Project(s) realized by** – what type of subjects have realized the project within the program? State institutions, non-profit organizations, private companies etc. Please provide all eligible applicants. Also specify if the project(s) were realized by the managing authority directly.
- **Supported activities** – tick the type of activities which were supported or used in the projects. If there were activities other than provided in the selection, please use the comment section.
- **Target group (TG)** – Specify the target groups of the program or initiative.
- **Number of projects supported** – if the information is available, specify number of projects supported within the program/initiative.
- **Number of persons supported** – if available, specify how many persons were supported by the projects’ activities.
- **The above numbers apply for** – please specify if the above numbers for projects and persons supported are connected to the whole program, or to a specific part of it (e.g., priority axes), or to NEETs 25+ only, or to some other part of the program. If data are available for the whole priority axis and also for supported persons under the age of 30, it is necessary to distinguish data for persons under the age of 30. This distinction will help us to identify the importance and scope of support in relation to the monitored NEETs in the project.
- **Evaluation available** – if there is one or more evaluations available for this program or initiative, please check Yes and fill in the reporting template for each evaluation.

6.2 Annex 2: Internal template for the research of initiatives

Data to be collected		Your comments
Title of initiative/program		
Managing authority/implementor/guarantor		
Link to web pages (preferably in English)	-	
Period of implementation		
Type of initiative		
Allocation in EUR		
Source of major financing		
Territorial coverage		
In case only a part of the program was focused on NEETs 25+, please specify		
Allocation of this part		

Project(s) realized by		
Supported activities	<input type="checkbox"/> education <input type="checkbox"/> training <input type="checkbox"/> training jobs <input type="checkbox"/> jobs creation (social entrepreneurship) <input type="checkbox"/> support of creating own businesses <input type="checkbox"/> guarantees in creating own businesses <input type="checkbox"/> consultancy <input type="checkbox"/> support of mobility <input type="checkbox"/> psychological support <input type="checkbox"/> other (please specify)	
Target group (TG)		
If available		
	Example	
Number of projects supported		
Number of persons supported		
The above numbers apply for	<i>program/part of the program/specific projects focusing on 25+ NEETs</i>	
Evaluation available	<input type="checkbox"/> Yes <input type="checkbox"/> No	

6.3 Annex 3: Methodology of mapping of initiatives

Please describe your process in identifying the measures that you provided in the internal template by answering the following questions:

Questions on basic terminology

Have you had a difficulty in understanding what measures would be fitting especially in relation to the terms 'programme', 'initiative' and 'project'.
What was your understanding of these terminologies?
How do they differ according to you?
Did you select cases that fit all three categories or did you select cases that fit in one specific category? Which one? Why?

Questions on supported activities

1. Were the items related to ‘supported activities’ clear to you? Which ones were not clear?
2. How did you differentiate between: <ol style="list-style-type: none"> 1. ‘education’, ‘training’ and ‘training jobs’ 2. ‘job creation (social entrepreneurship)’, ‘support in creating own businesses’ and ‘guarantees in creating own business’?
2. What did you understand under ‘consultancy’?

6.4 Annex 4: Good practice case studies structures

1. Introduction

[This is the external template for your Example of good practice initiatives and programs that we will summarize in WP5. Please remember to provide background information, interpretations and cite your sources].

In the introduction, it is appropriate to state any specifics regarding the particular case study of initiative or programme focused on NEETS in your country.

Expected section length: 2 paragraphs.

Basic difference between initiatives and programmes

An initiative means any form of support for NEETs, which may generally have a smaller financial scope and implementation structure compared to programmes. They can be administered both by public administration institutions (i.e. the state, regional authorities, municipalities/cities), as well as by non-profit organizations, or even by business entities (e.g. specific financial support).

The programmes represent more extensive and complex forms of financing for different types of target groups, among which it will be possible to identify NEETs as well. It is very likely that our observed target group NEETs can be defined as a possible target group for support among many other target groups, but no specific projects have been implemented for NEETs. This is also important information if it was possible to implement specific projects for this target group, but for various reasons they were not implemented.

2. Description of the initiative or programme

In this chapter, focus on a simple description of the main objectives of the initiative or programme. It is also appropriate to state the main idea of the theory of change of the given initiative or programme (i.e. initial state, tools or solutions, goals and the degree of their achievement).

The sources of information and data will primarily be the website of the initiative or programme, their basic documents, annual reports.

Expected section length: 2 paragraphs.

3. Description of the implementation structure

This chapter can be very brief (i.e. 1 paragraph) if it does not have a direct link to the main point of the presented case study. Only a basic description of the responsible institution, its previous experience with the given initiative or programme will be sufficient.

However, if the essence of the case study is precisely the implementation attribute of the given initiative or programme, then it is necessary to present it adequately (e.g. systemic approach, forms of partnership within public administration or between public administration and other entities).

Expected section length: as needed (1 paragraph or ½ to ¾ pages if it is the essence of the good practice presented)

4. Specifics of supporting NEETs

In this chapter, attention will be paid to forms or ways of supporting NEETs within the presented initiative or programme. If this section is a major part of good practice, then it will be necessary to pay the most attention to this section.

Expected section length: as needed (1 paragraph or ½ to ¾ pages if it is the essence of the good practice presented)

5. Factors influencing the support of NEETs

The chapter will contain information regarding the contextual factors that have influenced or are influencing the support of NEETs within the given initiative and programme. Factors can include, for example, the unfavourable economic level of some regions, special motivations of the entities involved in the implementation or support of NEETs, the role of the human factor (leadership at the national, regional or local level), etc.

Expected section length: as needed (1 paragraph or ½ to ¾ pages if it is the essence of the good practice presented)

6. Summary from an expert partner's perspective

This chapter will present an expert summary of the essence of the case study of the initiative or programme from the expert partner's point of view. The purpose is to present the main supporting ideas and connections of the example of good practice.

This chapter will also form the conclusion of the case study.

Expected section length: 3 paragraphs