

Policy Paper

Youth Guarantee Deployment in the WB6

Institutional set-up and a perspective from youth organizations















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BACKGROUND

For today and the foreseeable future, youth are the largest and potentially most significant group of population in the Western Balkans Six (hereinafter WB6). To respond to the ongoing challenges youth in the WB6 face such as migration, unemployment and lack of opportunities, a sectoral approach of youth involvement in policy making would bring an innovative solution ensuring that youth voice is heard and included in all policy areas.

Why sectors matter to youth, has been one of the leading questions for the Connecting Youth platform ever since 2021, when the platform started the assessment of the Economic and Investment Plan (hereinafter EIP) for the WB6, from the youth perspective. As currently only one flagship of the EIP targets youth - Flagship 10 on Human Capital Development - Youth Guarantee Scheme, through policy dialogue and evidence-based advocacy throughout the WB6, Connecting Youth is advocating for youth and youth organizations perspectives to be included in all flagship projects of EIP. A commissioned study by the AFET Committee has recently underlined the importance of civil society to be included in the delivery mechanism of the EIP.

Through this paper CY aims to (a) inform youth in the region regarding the Youth Guarantee scheme and the benefits arising from its implementation, (b) encourage youth councils and youth umbrella organizations to assess and contribute to the institutional set-up, (c) flag out key areas for further attention while the institutional mechanisms are being built to ensure different sectors are involved in the institutional set-up, and (d) highlight synergies with other regional/EU-supported initiatives when it comes to youth involvement in sectoral policy making.

This paper is part of the series of assessments carried out by Connecting Youth platform. In 2021, Connecting Youth published the position paper "What's in for youth in EIP?", which highlighted the need for information and on EU-led development agendas targeting youth. The series of publications will be followed by the position paper "Sectoral employment opportunities for youth in the WB6".

The paper is based on the direct input and the local perspective of Connecting Youth partners² in WB6, in relation to the only flagship project directly targeting

¹European Parliament Committee on Foreign Affairs meeting held on 11 May 2022. Meeting can be accessed here: https://multimedia.europarl.europa.eu/en/webstreaming/committee-on-foreign-affairs 20220511-0900-COMMITTEE-AFET

² Connecting Youth partners in the WB6 are: National Youth Congress of Albania, Youth Council of Federation of Bosnia and Herzegovina, Kosovar Youth Council, High School Students Union of Montenegro, National Youth Council of Macedonia and National Youth Council of Serbia.

youth, i.e. Youth Guarantee, and the related developments on the institutional set-up and the current youth organizations' involvement in this process.

HOW MUCH HAS ADVANCED THE DEPLOYMENT OF THE YOUTH GUARANTEE IN THE WB6?

The Youth Guarantee scheme has proven very successful in reducing youth unemployment in the EU Member States. This scheme entitles young people under the age of 30, to receive a good quality offer of employment, traineeship, apprenticeship, or continued education within four months of leaving school or becoming unemployed.

Such a scheme has been discussed and re-actualized in the Western Balkans region due to the ongoing development initiatives supported by the EU, more specifically the Economic and Investment Plan for the WB6. In 2021, the European Commission, together with the International Labour Organization (ILO), the European Training Foundation (ETF), and the representatives of the Western Balkans launched the first stage of the formulation process of Youth Guarantee Implementation Plans in the WB6. The Scheme is foreseen to be implemented through four main stages for the period 2021-2027:

Stage 1: Youth Guarantee Implementation Plans

Stage 2: Preparatory work - capacity building of stakeholders and authorities, resources made available, mechanism and systems enhanced, feasibility and technical studies

Stage 3: Pilot phase - to test the measures that have been planned on the new intake of NEETs³ who have been identified through the outreach program in a selected number of local authority areas

Stage 4: Rollout to full implementation - based on the evaluation of the pilot phase, modifications will be made to the Youth Guarantee plan, and its full implementation will commence.

In terms of the previous implementation of the Youth Guarantee in the Western Balkans, North Macedonia is a pioneer in successfully implementing this scheme. One of the key factors for its success is the participation of youth structures in the policy design as well as during its implementation. In the EC Report for North Macedonia in 2018, it is welcomed and emphasized the partnership between the

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 $^{^{\}mbox{\tiny 3}}$ Young people who are not in employment, education or training

government and the National Youth Council in the implementation of the Youth Guarantee Scheme, as a good mechanism of cooperation between young people and decision-makers in the formulation and implementation of youth policies⁴.

As the rest of the WB6 is currently in the first stage of implementation and looking to embed in their institutional set-up the good practices and the lessons learned from North Macedonia, different institutions and mechanisms have been involved in the process:

Youth Guarantee Deployment in Albania

Albania has entered the first stage of implementing the Youth Guarantee, led by the Ministry of Finance and Economy. Currently, the National Youth Guarantee Action Plan is being drafted and consulted with relevant stakeholders. Based on it, implementation of the YG is set to begin in 2023 and be completed within 2023, followed by an assessment to take place in 2027. The feasibility of achieving this schedule will also depend on the ability to mobilize the necessary funding for the capacity-building actions of the partners involved in the implementation of the plan.

The institutional setup for the implementation of the YG scheme in Albania consists of a National Youth Guarantee Coordinator, an inter-institutional working group, and the technical working group. Albania is providing a very encouraging example when it comes to the diversity of actors included in the inter-institutional and technical working groups, with an emphasis on involving line ministries and mechanisms from sectors with potential opportunities for youth employment. The inter-institutional working group has welcomed sector representatives such as the Ministry of Agriculture and Rural Development, Ministry of Tourism and Environment, and upon an invitation from the chairman of the group(s), other actors might join such as Business Chambers, Union of Independent Trade Unions of Albania, members of youth umbrella organizations invited from State Minister of Youth and Children and other external experts. It is worth noting that the National Youth Congress of Albania is officially part of the inter-institutional and technical working group.

Youth Guarantee Deployment in Bosnia & Herzegovina

Similarly, Bosnia & Herzegovina has initiated the deployment of the Youth Guarantee led by the national Ministry of Civil Affairs with the support of the Delegation of the EU in BiH. In order to finalize the implementation plan as the first

⁴ 2018 Report on the former Yugoslav Republic of Macedonia. The document can be accessed here: <u>European Parliament</u> resolution of 29 November 2018 on the 2018 Commission Report on the former Yugoslav Republic of Macedonia (2

phase of Youth Guarantee Deployment, in February 2022, the aforementioned Ministry initiated the process of forming two working groups, the high-level working group and the expert working group that consists of institutional representatives in the area of education, employment and social rights as well as representatives of social partners with special emphasis on youth organizations. It is worth mentioning that the Youth Council of the Federation of Bosnia and Herzegovina is already part of both working groups.

In March 2022, through the support of the European Training Foundation, a Report on the Review of Career Development Support System in BiH⁵ was published, thus creating an important baseline for the work both working groups will carry out in the future. The report gives important insights into the current YG and serves as a pathway for its implementation by offering a set of recommendations that would help in its deployment in BiH. According to the report, currently there is no policy document at national level regarding employment. Most of the employment strategies and activities are left to the lower levels of governance (cantons, entities and districts). In the entity of the Republika Srpska there is an Employment Strategy for the period 2021 – 2027, which mentions several measures on youth unemployment but excludes the Youth Guarantee set-up and its deployment. Whereas in the Federation of BiH, currently there is no specific sectoral strategy on employment, the Youth Guarantee is among the mechanisms focused on the measures of the Development Strategy for the period 2021 – 2027.

Youth Guarantee Deployment in Kosovo*

Kosovo has already started establishing coordinative structures for the implementation of the Youth Guarantee scheme. The main pressure for the scheme is on the shoulders of the Ministry of Finances, Labor and Transfers (hereinafter referred to as MFLT). The Ministry has managed to establish a ministerial commission that will be responsible for the supervision and monitoring of the scheme implementation. The Employment Agency of Kosovo has been appointed as the coordinative body of the scheme. A crucial interministerial effort has been put in the initial phase of the implementation of this scheme. The Ministry of Culture, Youth, Sports, and Innovation (hereinafter referred to as MCYSI) has established a working group who will act as focal point for the implementation of the scheme.

⁵ Markuš, R., Suljović, A. (2022) "Report on the Review of Career Development Support System in BiH". Torino: European Training Foundation

^{*} This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

This institutional mechanism is also composed of the social partners such as Kosovar Youth Council, the Business Association in Kosovo, and other international NGO-s that are part of the process.

The technical aspects of the implementation have been supported with research on how to ease employability challenges in Kosovo. The MFLT has expressed that they are in the final stages of the establishment of an employment platform which targets the youth.

Although Kosovo institutions show commitment to the YG implementation by having the needed capacities to continue implementing this scheme, the main challenges are tied to some societal constraints in Kosovar society. The issues that result from the high presence of the informal economy in Kosovo and the flawed educational system further increase the importance of having different stakeholders involved in the design process of the scheme to ensure the direct input from the ground is considered and addressed throughout the process.

Youth Guarantee Deployment in Montenegro

In Montenegro, the Ministry of Economic Development (MED) is directly in charge of the Youth Guarantee implementation. By the end of 2021, through the support of the EU Delegation in Montenegro, the MED announced the plan "Support Program for Youth Employment in 2022". Through this plan the Ministry envisages several concrete steps to support the Youth Guarantee set-up and reducing youth unemployment, which include:

- → Memorandum of Cooperation between the respective institution(s), social partners, representatives of the economy and the University of Montenegro⁷, with the aim of adopting new legal and program solutions, adapting existing ones, and providing support for youth employment;
- → Support for the improvement of human resources for the digital economy with the aim of training unemployed youth for scarce IT occupations;
- → Support for training of young people with disabilities through open calls, schemes and activities of the Employment Service of Montenegro;
- → Support for training and employment of young people for inspection activities in order to combat the gray economy;

https://wapi.gov.me/download-preview/8def027b-cd7b-441f-81c5-7ac720c4bfd8?version=1.0

⁶ The document can be accessed at:

⁷ The MOC has been already signed between the Montenegrin Government and the University of Montenegro: <u>Potpisan Sporazum o saradnji Univerziteta Crne Gore i Ministarstva ekonomskog razvoja</u>

→ Encouraging youth toward the development of agriculture as a strategic development sector, through the acquired entrepreneurial knowledge and specific skills for sector development.

Montenegro authorities are backing the implementation of the YG with the promising mechanism of institutional support, i.e the vocational training program⁸. Vocational training is a continuous, programmatic and systematic activity for the acquisition of knowledge, skills and competencies for independent performance of work and work tasks of persons with higher education and without work experience.

Youth Guarantee Deployment in North Macedonia

North Macedonia leads in the region in terms of the implementation of the Youth Guarantee Scheme since 2018. Based on the Youth Guarantee Master Plan, the lead implementer for this policy in North Macedonia is the Ministry of Labor and Social Policy, who implements it in partnership with the Ministry of Education and Science (MES), the Employment Service Agency of North Macedonia, the National Agency for European Educational Programmes and Mobility, the Adult Education Center (AEC), the Center for Vocational Secondary Education (CVSE), the Agency of Youth and Sport (AYS), youth civil society organizations and social partners. Based on the successes of the pilot phase, the Youth Guarantee is now implemented nationwide and the MLSP is currently launching the planning process of the YG for 2023-2025.

The Youth Guarantee Coordinative Body was established in 2018, consisting of representatives from the executive authorities and representatives of the National Youth Council in North Macedonia (NYCM). The role of the NYCM has consisted in organizing and providing services for engagement of the unengaged young people in the field, by helping them with the registration in the service provision system of the Youth Guarantee. Namely, it refers to the NEET group of young people that includes long-time unemployed, young people that have just joined the labor market, people temporarily suffering from some disease, people with disabilities or just people taking a break from work or school. Such a step has had an immense impact on the ground in terms of engaging field workers tasked with reaching and informing NEET youth on the benefits of the Youth Guarantee and supporting them in the process of getting involved.

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⁸ The program is pursued or attended after completing basic studies (usually three years of college), ie. during the fourth year of the university, hence increasing the possibility for employment as the vocational training program is recognized as an internship.

Youth Guarantee Deployment in Serbia

Serbia has officially recognized the importance of the Youth Guarantee scheme through the National Employment Strategy. The pilot project is planned to be implemented in three branches of the National Employment Agency in three different cities. Currently, two working groups are working on developing recommendations and normative harmonization of laws. This process represents a very complex intersectoral cooperation process among various government agencies and ministries that need to coordinate their normative frameworks to implement the Youth Guarantee scheme. The key stakeholders are the Ministry of Labor, Employment, Veterans, and Social Affairs as well as the Ministry of Finance and the Ministry of Youth and Sports. Full implementation of the program in three branches of the National Employment Service is expected by the end of the implementation of the National Employment Strategy in 2026. The National Youth Council of Serbia (KOMS) is involved in this process through participation in the Coordinative Body for the Development and Monitoring of the Implementation of the Youth Guarantee Implementation Plan, as well as participation in the Expert Group of the Coordinative Body.

Part of the current process of analyzing and creating recommendations for systemic changes that will enable the implementation of the program is the mapping of youth, youth-led, and youth-oriented organizations that will play an active role in reaching young people within this program. For the program to be adequately implemented, all relevant actors at the local level must cooperate, coordinate their actions and be in constant communication and synergy. Given that the goal of the program is to reach NEET youth and to minimize the duration of the NEET situation among young people, youth-led and youth-oriented organizations will play an active role in reaching this group of young people. NEET youth are most often invisible to institutions. Institutions do not have access to these people, so it is difficult to influence the improvement of their position in this way. In this case, youth organizations will be key stakeholders in the process of reaching young people, informing and including them in the program.

HAVE YOUTH ORGANIZATIONS BEEN INVOLVED IN THE PROCESS SO FAR AND TO WHICH EXTENT?

The active participation of the youth sector in both the design and the implementation is one of key 'ingredients' towards having a successful Youth Guarantee scheme. Therefore, it's imperative that respective institutions in the WB6 ensure that young people have a seat at the table when making decisions on this important scheme tackling youth unemployment. In addition, there is distrust

between young people and institutions, and young people are often discouraged from applying for such measures as their belief is that they would be allocated to someone with political affiliation, or they would require an incredible amount of paperwork. In this regard, institutional partnerships with youth civil society organizations ensure that young people, especially NEET youth, are introduced to the Youth Guarantee and receive proper support in terms of how to get involved and benefit from the scheme.

In regard to policy design, the region is progressing in initiating participatory processes regarding YG deployment and has currently positive examples of involving the youth sector in the planning process. At the moment, NYCM continues to contribute to the policy design and will participate in the Youth Guarantee Planning for 2023-2025. Similarly, in the rest of the WB6, youth organizations have been involved as part of the inter-institutional and technical working groups. The role of youth organizations, up to this phase, has been to discuss and revise the draft action plan.

In North Macedonia, youth civil society has also been involved in the Youth Guarantee implementation phase, specifically through field work. The field work is intended as a process, where young people reach out to their peers and inform them how to get involved within the scheme, and what the benefits are. The benefits are that when the message is delivered through a channel such as a youth civil society organization, young people trust that they can truly and meaningfully benefit from the policy. Based on available information so far in Albania, youth civil society's active contribution is mostly foreseen in the communication and promotional phase in order to inform, raise awareness and reach NEET youth. It is worth mentioning that the field work in North Macedonia so far has been supported by international donors.

Reinforcing participatory processes is also high at the EU level, when it comes to the implementation of such schemes in Member States. The European Parliament resolution of 8 October 2020 on the Youth Guarantee urges the Member States to improve the participation of the social partners, in particular youth organizations, at all stages of the management of Youth Guarantee schemes and associated EU funding instruments at European, national and local level. Partnerships with social partners should clearly outline structures and mechanisms for meaningful participation in decision-making, including the transparent sharing of information. Moreover, direct support to social partners⁹ and exchange of best practice would contribute to an inclusive and efficient cooperation in the YG implementation.

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⁹ IPA III funding, as well as TAIEX, the European Commission's Technical Assistance and Information Exchange instrument, should be made available to support social partners with technical know-how and legislative expertise to address short-term institutional or capacity-building needs regarding YG implementation.

REFLECTIONS FROM THE CURRENT INSTITUTIONAL SET-UP

When looking at the deployment process of the Youth Guarantee, we notice different paces throughout the region due to different society trends and socio-economic developments. However, positive practices are to be promoted at regional level, so that a mutual learning process is enabled for the involved stakeholders.

Flag 1 - Including youth in the policy design: The example of North Macedonia highlights the importance of cooperation among the institutions and the youth sector in terms of the design and implementation of the Youth Guarantee. In order to ensure successful implementation of the scheme, it is crucial that respective institutions include the youth sector in the policy design process. Albania, Bosnia & Herzegovina, Kosovo, North Macedonia and Serbia are positive examples where youth umbrella organizations are an active part in working groups and are able to provide constructive input in terms of policy design and NEET youth targeting. If such participatory mechanisms don't open the doors for youth organizations, there's a risk of the process losing its credibility and the policy to be vastly underutilized by youth, especially those more disconnected or those in rural areas. Next challenge would be that youth contribution is significantly taken into consideration.

Flag 2 - Explore priority sectors and involve sectoral stakeholders in the process: Among the opportunities that Youth Guarantee brings is the possibility to create engagement opportunities in different sectors, thus allowing a balance between skills, opportunities and labor market offers. The designing of the Youth Guarantee should involve institutions with potential, such as: in Albania and Montenegro – tourism, maritime economy and agriculture, in Kosovo - innovation and ICT mechanisms, in Serbia, Bosnia & Herzegovina and North Macedonia - entrepreneurship, start-ups, manufacturing, etc.

Flag 3 - Embedding youth in the strategic framework/public policies:

Political recognition of the importance of the Youth Guarantee and its benefits for young people is one of the important factors in its quality of deployment. Throughout the WB6, there are good practices, where the Youth Guarantee has been officially recognized in strategic documents. In North Macedonia, the Youth Guarantee has been present in the annual Operational Plan for active employment programs and measures and services on the labor market¹⁰,

¹⁰ Employment Service Agency of North Macedonia. The documents of the Operational Plan can be accessed through this link: <u>Оперативен план</u>

as well as in the Program of the Government¹¹, with the commitment of providing a legal framework for the scheme. In Bosnia & Herzegovina, the Youth Guarantee is one of the mechanisms that are focused on the measures in the Development Strategy of the Federation of BiH for the period 2021 – 2027. Serbia has also officially recognized the importance of the Youth Guarantee scheme through the National Employment Strategy, whereas the Law on Internships appears essential for the future implementation of the Youth Guarantee scheme.

Flag 4 - Planning in proportion to institutional capacities: The capacities of the implementing institutions are also a relevant factor that should be taken into consideration. In the case of Albania, the National Agency for Employment and Skills (NAES) is the main public institution that plays a key role in public employment programs and services, self-employment and development, management, monitoring, and quality assurance of VET. The insufficient number of staff members also presents itself as a barrier in regard to the proper implementation of measures and interventions. Related to this, in the case of Bosnia & Herzegovina, there is a large disproportion between the number of staff in employment services and the volume of the unemployed population. In Bosnia & Herzegovina, there is the concern that due to the aforementioned disproportion, current policies and systems in place will not be able to adequately contribute to the Youth Guarantee deployment in the future.

Flag 5 - Involving youth organizations to target/reach out to youth, and proper budgeting: In the North Macedonia case, the respective institutions, supported by international donors, and in partnership with umbrella organizations (including the National Youth Council of Macedonia) supported field workers to reach out to youth, with special focus on NEET youth, inform them about the Youth Guarantee and its benefits and support them in utilizing the measures offered within it. Based on the experience with the implementation of the Youth Guarantee from 2018 onward, the NYCM has identified that when it comes to reaching out to NEET youth, the local authorities lack the capacities to reach out to them, in addition to lacking trust from youth. Thus, it's crucial that during the project design and budgeting, institutions allocate sufficient funding for youth civil society organizations in order to engage them in the implementation process of the Youth Guarantee.

Flag 6 - Providing authentic, context-adapted supporting schemes: The NEET youth category requires special recognition in strategic documents, and policy design needs to be inclusive to ensure that all young people, regardless of socio-economic status and background, can equally access the Youth Guarantee. Moreover, young women, youth from remote and rural areas, as well as youth from

¹¹ The documents can be accessed through this link: https://vlada.mk/node/22508

minority communities such as the Roma, Ashkali, and Egyptian communities face economic hardships, and the institutions must ensure that these categories of youth do not meet barriers when trying to benefit from the Youth Guarantee scheme

Flag 7 - Harmonization of legislation: Another lesson learned from the North Macedonia case is the importance of the harmonization of legislation to ensure that no legal provisions present themselves as obstacles for youth to access the YG. Specifically, in North Macedonia's Law on Employment and Insurance in Case of Unemployment outdated legal provisions are requiring young people to visit the Employment Centers of the Employment Service Agency in North Macedonia on a monthly basis, in person, to confirm their active job-seeker status. NYCM has developed a policy paper¹² and actively advocated for the amendment of this Law. The document also explored the situation in the region and concluded that it is almost identical in all WB6 countries. In Serbia, policy reforms are taking place as well. Another example of good policy reform is the process of drafting the Law on Internships in Serbia which is essential for the future implementation of the Youth Guarantee scheme. Currently, this field is not regulated and defined by the legal framework in Serbia, which causes problems for interns, since they cannot regulate their work relationships in the best way which fits their position in the workplace.

Flag 8 - Political turmoil should not have youth as collateral damage:
Political instability negatively impacts local institutions' will and capacity to
deliver for the youth. Current political instability and changes in legislation in
Montenegro threaten the implementation of the Youth Guarantee and present a
potential delay in its implementation. At the height of the COVID-19 pandemic, in
North Macedonia, the fieldwork was halted, until conditions improved in May 2022.
In Kosovo, there is the phenomenon of the gray economy that results from a lack of
clear data regarding the statistics of unemployed youth. WB6 institutions must be
agile and prove through actions to Western Balkans youth that they are indeed their
priority.

Flag 9 - Pushing for synergies with EU-led initiatives: In 2020, the EU 'reinforced' its Youth Guarantee. The Council Recommendation on how to strengthen the Youth Guarantee now referred to as the 'Reinforced Youth Guarantee' included a list of measures on how to ensure the quality of what is offered under the program, how to improve its outreach, and how to strengthen the monitoring and evaluation of the program. This situation presents an opportunity

¹² National Youth Council of Macedonia. (2020). Policy paper "Initiate a Chance for All: Fair Access to Opportunities for all Unemployed Persons". The paper can be accessed here: <u>Initiate a chance for all: Fair access to opportunities for all unemployed persons</u>

for the youth sector in the Western Balkans to actively monitor the process of policy design and implementation and ensure that young people are involved in every aspect of the preparation, implementation, and evaluation of the program. In addition, closer cooperation/coordination with programs such as Youth Manifesto, Interreg, and Erasmus + for Young Entrepreneurs brings added value to the quality of opportunities presented to youth. Social partners should be supported and encouraged to work directly with the EU policies/instruments under the different DGs competencies, so as to maximize the impact and accelerate social cohesion in the region.

Flag 10 - Importance of good governance and accountability: IPA III supports the implementation of the YG throughout the WB6. As for the other flagship projects of the EIP, good governance matters. Considering the many challenges in terms of capacities and resources local institutions face, the EU should support social partners involved in the YG deployment to increase the accountability of the institutions. Social partners' constructive pressure on the YG institutions is crucial to ensure that the related YG policy toolkit implementation is on the right track.

Flag 11 - Increase support for human capital development projects: As the social exclusion of young people endangers the region's efforts to implement democratic standards, prioritization of EIP projects by the WB6 institutions should ensure more support for complementary human capital development projects, including digitalization in schools and access to broadband in remote areas. As IPA III requires that social cohesion is ensured, more financial focus on social and health infrastructure instead of connectivity projects in energy and transport would mean that EU money isn't for the few, but for the majority, i.e. citizens.









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