

Youth Guarantee and Europeanization

Does impact and compliance differ across different welfare state models?

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Summary

The aim of this thesis is to examine whether the compliance with the Council Recommendation regarding Youth Guarantee and its impact on the policies of the Member States varies across different welfare state models.

Persistently high youth unemployment rate has called for solutions. In 2013 Council has adopted the most ambitious measure regarding youth unemployment which called every Member State to create a national Youth Guarantee Scheme based on the provided guidelines. Review of these guidelines suggested that compliance with this Recommendation and its implementation may vary across the Member States in relation to the institutional fit. There is yet no comparative information on the compliance with the Council recommendation regarding Youth Guarantee and its impact on the policies of the Member States. Furthermore, overview of the empirical research regarding the institutional fit effect on the other EU measures regarding employment policies revealed conflicting results. Thus, comparative qualitative analysis of the implemented changes and the National Youth Guarantee Schemes was conducted for the Member States representing different welfare state clusters.

The results of the analysis indicate that the variation of the impact across the Member States did not fully support the institutional fit theory. Results regarding the variation in compliance also do not fully support the institutional fit theory, but show higher potential explanatory power. Therefore, further research including other Member States is recommended.

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Abbreviations

ALMP	Active Labour Market Policy
Council Recommendation regarding Youth Guarantee	COUNCIL RECOMMENDATION of 22 April 2013 on establishing a Youth Guarantee (2013/C 120/01)
CSR	Country Specific Recommendations
EES	European Employment Strategy
EU	European Union
Guidelines	Employment Guidelines adopted on 27 April 2010
YEI	Youth Employment Initiative
YGIP	Youth Guarantee Implementation Plan
NRP	National Reform Plan
OMC	Open Method of Coordination
PES	Public Employment Services
VET	Vocational Education and Training

Introduction

Even though economic health of the EU economies has improved after the recent financial crisis, youth which constitutes 25 percent of European population (15-29 years old population) is still facing many challenges such as unemployment and related social problems. Youth unemployment rate average in the EU remains more than twice higher than adult rate and rose from 15,9 percent before crisis to 22,2 percent in 2014 (Eurostat, 2014). Youth employment is more sensitive to business cycle fluctuations, but persistently high unemployment rate may be a sign of structural problems (OECD, 2008). Persistent youth unemployment does not only increase current welfare expenditure but also results in a larger share of population at risk of falling into long-term unemployment and thus may compromise economic growth of the EU economy. Youth situation is even better reflected by the level of NEETs (young people not in employment, education or training) which also remains considerably high after the crisis (15,3%) (Eurostat, 2014). Both indicators illustrate the relevance and urgency of the problem which, if not solved in a timely manner, can lead to more problems in the future (European Commission, 2015).

Youth unemployment issue has received attention from EU institutions before crisis, but Council Recommendation adopted in 2013 has been the most ambitious measure up to date. Council Recommendation of 22 April 2013 on establishing the Youth Guarantee (2013/C 120/01) called Member States to ensure that *"all young people under the age of 25 years receive a good-quality offer of employment, continued education, apprenticeship or traineeship within a period of four months of becoming unemployed or leaving formal education"* (Council of the European Union, 2013).

Following the Recommendation, all Member States have committed to adopt National Youth Guarantee Implementation Plans. Such requirement is not new in EU policies governed by the Open Method of Coordination (OMC). A novelty is the funding, which was allocated for the implementation of the Youth Guarantee in the Member States. It was the first time EU has dedicated a budget line to youth unemployment (Dhéret & Morosi, 2015). A total budget of €6.4 billion was approved for the period 2014-2020 (€3.2 billion through a new budget line – the Youth Employment Initiative (YEI) – and €3.2 billion through the European Social Fund (ESF)) (2015). With this funding, in particular ESF, came a number of requirements for the Member States. This implied that in order to receive funding for establishment of national a Youth Guarantee, each Member State had to show European Commission that it complies with the requirements. Therefore, not granting the money was enabled as a sanctioning measure for the Member States who do not comply with ESF regulations. This would not have been possible without the use of ESF since Council Recommendations are not binding for the Member States. Twenty Member States, which have regions exceeding 25 percent of youth unemployment, are eligible for YEI financing, while all of them can apply for ESF funding. All Member States have submitted their National YGIPs in a timely manner and have already started their

implementation. Thus, adoption of the Council Recommendation regarding Youth Guarantee might have increased the potential for convergence of Member States' youth unemployment policies.

So far there is no comparative information on the compliance with the Council Recommendation regarding Youth Guarantee and its impact on the policies of the Member States. European employment policy has already been widely researched, but single specific measures such as Youth Guarantee were rarely analysed. Several single country case studies reported different level of compliance meaning different level of alignment with the requirements in the Council Recommendation regarding Youth Guarantee (Mandrone & D'Angelo (2014); Bussi, Dheret, Graziano (2014)). They have also found different impact – the amount and magnitude of changes implemented in response to the Recommendation varied across cases. However, due to different methodologies, results of such case studies are not easily comparable. European Commission review of the Member State measures regarding youth unemployment has revealed that they varied greatly, while some countries from the social democratic welfare state cluster (Finland, Sweden) already had measures which were similar to the EU Youth Guarantee (European Commission, 2012). Guidelines in the Council Recommendation regarding Youth Guarantee such as the use of ALMPs are also closer to the policies in some of the Member States (see chapter 1). This suggests that there was different level of institutional fit with the Council Recommendation and it might have affected how the Member States have responded.

Therefore, in this thesis I aim to produce comparative analysis of compliance with the Council Recommendation regarding Youth Guarantee and its impact on the domestic policies of the Member States across the welfare state models. The research question of this thesis asks whether impact and compliance with the Council Recommendation regarding Youth Guarantee differ across different welfare state models. This thesis aims to contribute to the literature on Europeanization and the study of the EU effect on the Member State through the OMC. Findings of this analysis should be applicable to other Member States having similar institutional fit and government agenda alignment with the Council recommendation regarding Youth Guarantee. For example, results for Sweden could be generalised for other countries in the Social-democratic welfare state cluster with high fit to (Finland, Denmark). However, when generalising the results, the potential variation of institutions among the countries in the same welfare state cluster should be kept in mind.

The thesis proceeds in the following sequence. First chapter provides the background of the Youth Guarantee. Second chapter includes literature review and theoretical framework. In the third chapter I define the research design. It is followed by the presentation of the case analyses and discussion of the findings. Conclusions answering the research question and implications for further research are provided in the last chapter.

1. Background of the Youth Guarantee

Council Recommendation regarding the Youth Guarantee is a part of the youth employment package launched in 2012 following the the EU employment package. Europe's 2020 Strategy for smart, sustainable and inclusive growth has set the target to reach 75 percent employment rate of 20-65 year olds by 2020 (European Commission, 2013). However, due to the 2008 crisis in 2012 the unemployment level was further increasing, growth has decelerated and divergences between Member States and regions widened (Eurostat, 2015). Therefore, EU has adopted the Employment Guidelines to combat the negative influences of the crisis and reach the pre-set targets in the employment policies (European Commission, 2013). In the Guidelines youth was identified as one of the groups most vulnerable to the social exclusion. Therefore, investment in youth unemployment and the fight against youth poverty was strongly emphasized. Council urged the Member States to pursue policies increasing the employment services availability for youth and helping them to achieve work-life balance. Special emphasis was put on young people not in employment, education or training (NEET) as the Council called the Member States to enact schemes helping those young people:

„To support young people and in particular those not in employment, education or training, Member States, in cooperation with the social partners, should enact schemes to help those people find initial employment, job experience, or further education and training opportunities, including apprenticeships, and should intervene rapidly when young people become unemployed” (Guideline 8 of the EU employment guidelines (Council of the European Union, 2010)).

Youth Guarantee was recommended as a measure to combat high costs of having people not in employment education or training (NEET) which in 2013 was estimated to be 1,2% of GDP (Eurofound, 2012). It was expected to contribute to the three “Europe 2020” strategy targets – increase employment of 20-64 to 75%, decrease early school leaving rate below 10 % and lift at least 20 million people out of poverty and social exclusion (European Commission, 2013).

The idea of employment policies capable to guarantee every unemployed person return to labour market was not new as it was already introduced in the guidelines for the employment policies of the Member States by the Council decision 2005/600/EC of 12 July 2005 (Council of the European Union, 2005). It was agreed that every young person should receive an offer of a ‘new start’ within six months of unemployment and this period was further reduced to four months by the Decision 2008/618/EC of 15 July 2008 guidelines for the employment policies of the Member States (Council of the European Union, 2008). As sufficient progress has not taken place, European Parliament called the Commission and the Council to create Youth Guarantee in its resolution of 6 July 2010 on promoting youth access to the labour market, strengthening trainee, internship and apprenticeship status (European Parliament, 2010). European Youth Forum, organization representing national youth

councils and international non-governmental youth organizations, was also actively promoting establishment of Youth Guarantees in Member States (European Youth Forum, 2010). European Commission in turn has urged the Member States to introduce Youth Guarantees in its Communication ‘Youth of the Move’ of 15 September 2010 (European Commission, 2010). Council of the European Union has also invited Member States to create measures helping NEET youth in the shortest time possible in its conclusions of 17 June 2011 on promoting youth employment to achieve ‘Europe 2020’ objectives (Council of the European Union, 2011). However, engagement of the Member States remained weak (Council of the European Union, 2013). Therefore, in preparation of the 2012 budget European Parliament has requested European Commission to implement a preparatory action which would help Member States with establishment of their national Youth Guarantees.

The Council Recommendation on establishing a Youth Guarantee (2013/C 120/01) was adopted on 22 April 2013. It provided guidelines that National Youth Guarantee Schemes should be based on. These include the following elements:

- Building partnership-based approaches (ex. identifying authority in charge for Youth Guarantee, partnerships between employers and labour market players, involvement of social partners and youth organizations)
- Early intervention and activation (ex. outreach strategies to get NEET youth registered with employment services, provide personalized guidance and individual support)
- Supportive measures for labour market integration (ex. enhancing skills, by providing leaning environments, reduction of non-wage labour costs, use wage and recruitment subsidies, promote labour mobility, provide start-up support)
- Use of union funds (ex. make use of Cohesion Policy funding instruments, make use of Youth Employment Initiative)
- Assessment and continuous improvement schemes (ex. monitor and evaluate all Youth Guarantee measures, promote mutual learning activities).

Implementation of these guidelines may call for structural reforms in some of the Member States. As explained by European Commission, establishment of National Youth Guarantee requires strong public and private PES, extensive use of AMLPs to promote labour demand for youth and ensuring effective operation of apprenticeship and VET systems (European Commission, 2015). Youth employment policies in some Member States already fit these requirements better than others. For example Scandinavian countries are known for a widespread use of ALMPs to promote youth employment, while in the Mediterranean countries such practice is relatively rare (Bonoli, 2010). Likewise, PESs are weaker in the Mediterranean countries and the apprenticeship systems are only at the establishment stage (Pastore, 2015). Germany and several other Member States from the

continental welfare state model already have well operating apprenticeship and VET systems (Smith & Kemmis, 2013). Therefore, the level of institutional fit between the Member States and the guidelines of the Council Recommendation regarding Youth Guarantee varies. As it will be presented in the 3.3.2 section, based on this variation, Member States can be clustered into several groups of youth school to work transition policies, which align with the traditional welfare state model classification.

Council Recommendation regarding Youth Guarantee has also established that the Member State responses will be monitored through the European Semester (Council of the European Union, 2013). This mechanism is an annual cycle, which facilitates the Member State implementation of the anti-crisis and pro-growth measures listed in the Europe 2020 strategy with the surveillance by European Institutions (European Commission, 2015). In relation to Youth Guarantee the milestone steps in European Semester are the Annual growth Survey defining EU priorities for the upcoming year published by European Commission in November; national reform programmes (NRP) presented by Member States in April, which include measures to boost growth and Country Specific Recommendations (CSR) proposed by the European Commission in May and adopted by the Council in July, which include recommendations in relation to National Reform Programmes (NRPs) to boost growth. NRPs are documents containing measures which each Member State commits to implement in order to achieve EU goals set in Europe 2020 strategy. NRPs are adopted by each Member State and submitted to European Commission every year in April. They also provide information on the steps that each Member State has already taken to implement the Youth Guarantee. CSRs indicate the areas for improvement in the implementation of Youth Guarantee. The Member State progress towards establishing National Youth Guarantee schemes is thus closely monitored and evaluated raising the pressure for changes to increase compliance.

The initial condition to receive EU funding was to adopt National YGIP. Member States were called upon by the European Commission to adopt YGIPS in its communication "Call to Action on Youth Unemployment" (IP/13/558):

„Member States with regions experiencing youth unemployment rates above 25% to submit a Youth Guarantee Implementation Plan by October 2013. These plans should set out how the Youth Guarantee will be implemented at national level, the respective roles of public authorities and other organisations, how it will be financed, how progress will be monitored and the timetable. Other Member States are encouraged to submit similar plans by spring 2014. “

At the beginning 2014 all Member States have adopted their National YGIPS and discussed them with European Commission (content of discussions is not available publicly). Thus 2014 was the first year when these plans were started to be implemented and in 2015 the progress of the Member States can already be compared. Joint Employment report 2015 noted that Member States have already

progressed on the implementation of Youth Guarantees and called for further efforts (European Commission, 2014).

To further strengthen the monitoring of the implementation and the results of the Youth Guarantee European Commission Employment committee working group has announced a set of indicators in 2014 September EU. There are three groups of indicators: aggregate monitoring, direct monitoring of Youth Guarantee delivery and follow up of individuals who received Youth Guarantee offer. Part of indicators is already available through the data collected by Eurostat. Other indicators are supposed to be collected by each Member State. These indicators are adopted to facilitate elaborate and extensive cross-country and intertemporal comparison of Youth Guarantee effectiveness. However, currently comparison of the Member State responses to the Council Recommendation regarding Youth Guarantee using these indicators it not possible as the data is not yet available.

2. Literature review and theoretical framework

In this chapter I will provide the overview of theory underlying the research of the interaction between EU institutions and Member States. I will also review the existing literature and empirical research with the aim to operationalize hypothesis for the analysis of the impact of the Council recommendation on Youth Guarantee.

In order to analyse the way Council recommendation regarding Youth Guarantee has affected the Member States I will look at it from the theoretical perspective of Europeanization. Europeanization in general is about analysing how European integration is affecting Member States (Bulmer & Lequesne, 2012). While there is no commonly established definition of Europeanization, in this thesis I will follow the one offered by Radaelli: “*A set of processes of construction, diffusion and institutionalization of formal and informal rules, procedures, policy paradigms, styles, “ways of doing things” and shared beliefs and norms which are first defined and consolidated in the making of EU decisions and then incorporated in the logic of domestic discourse, identities, political structures and public policies* (Radaelli , 2003, p. 30). This definition provides more complex and explicit characterization of Europeanization as it encompasses both - top-down and bottom up process of EU and Member State interaction. Thus, it acknowledges that EU policies can affect domestic policies and also Member States themselves can influence policy making at the supranational level.

Initially European Studies were mostly focused on explaining the European Integration (Börzel & Risse, 2000). Theoretical debate between scholars of neo functionalism, intergovernmentalism and multilevel governance theories was centred on the emergence of European Polity – the bottom up process (2000). However, in order to fully understand the interaction between EU and Member States it is also necessary to analyse the top-down process. In other words, how EU policies affect the domestic policies. Keeping in mind the potential importance of bottom-up process, in this thesis I will primarily focus on the top-down process.

Europeanization is not in itself a theory, but it is particularly useful in generalization of the mechanisms through which EU affects the domestic systems of Member States. For operationalization, Europeanization scholars thus often used new institutionalist perspective (Graziano & Vink, 2012). However, with the increasing amount of empirical research of Europeanization, some theoretical elements have been developed (Graziano & Vink, 2012). As noted before, Europeanization approach is particularly used to explain the variation in domestic political changes. Domestic political change is expected to happen when there are two conditions – certain level of misfit and existence of facilitating factors (Börzel & Risse, 2000).

Level of fit refers to the initial situation of policies, processes and/or institutions in a Member State (Mailand, 2008). There are several concepts related to the research of level of fit, which must be

clarified. As noted, initial situation can be measured along various dimensions such as policies, processes and institutions. In case of EES, one of the most analysed dimensions is the fit of employment institutions (further - institutional fit), operationalized as the welfare state models of the Member States (Copeland and ter Haar, 2001; Lopez-Santana, 2006; de la Porte and Pochet, 2012; Graziano, 2008). Researchers have looked at the change induced by EU policies from two perspectives – compliance and impact (Borzel and Risse, 2000; Mailand, 2008). Explanations of the level of fit theory often do not include explicit distinction between the compliance and impact, but this is necessary to capture the connection with the institutional fit correctly. Compliance can be defined as the alignment of domestic situation with the EU requirements (Börzel & Risse, 2000). In terms of compliance, it is expected that countries with higher institutional fit will comply better with EU policies (Börzel & Risse, 2000). The underlying argument here is that certain institutions enable Member States to comply better. Impact here refers to the amount and magnitude of changes a Member State implements in response to the EU requirements (Mailand, 2008). Impact is expected to be higher when the institutional fit is low (Mailand, 2008). The reason behind greater impact is stronger pressure for changes which may come from the peers (other Member States) or from EU institutions. When comparing Member States it is necessary to keep in mind that countries, where EU policies had more impact, do not necessarily achieve better compliance. Likewise, countries, where there was only modest impact, might nevertheless comply better than others.

Second condition for domestic changes is presence of facilitating factors in addition to the particular level of fit (Graziano & Vink, 2012). Researchers have distinguished such mediating factors as multiple veto points, mediating formal institutions, political and organizational culture (Risse, Green Cowles, & Caporaso, 2001). Veto points in the domestic political structure increase the likelihood that changes will be restricted. Formal institutions affect the availability of resources for actors to implement changes. Political and organizational culture may also have impact on the ease to reach a consensus necessary to implement change. One more facilitating factor is support of domestic social and political actors (Graziano P. R., 2011). Even in case when level of fit is sufficient to create pressure for change, support of these actors is necessary for EU policies to have impact on domestic policies (Graziano P. R., 2011). Thus, it is argued that in countries with the same level of fit, change will happen only in there where domestic actors support EU policies. Therefore, high level of misfit is not sufficient to induce changes as presence of facilitating factors such as support of domestic actors is necessary.

In the following paragraphs I will provide a review of empirical research regarding the impact of EES, the Member State compliance with EES and the facilitating factors. Empirical research indicates that there are a number of factors that affect Member State compliance and impact of EU policies, however due to space constraints the focus on this thesis is institutional fit and alignment with the government agenda and preferences (Graziano P. R., 2011). I will particularly review literature on the employment

policies and EES as they are of greatest relevance for Youth Guarantee. Furthermore, there is empirical evidence that impact of OMC differs across policy fields, thus it is best to focus on the field of interest (de la Porte, 2001).

Research on the level of fit theory has produced varying results regarding the importance of the institutional fit for the compliance with EES and its impact on the domestic policies. At the early stages of EES de la Porte has found that the welfare state model affects the compliance level and the amount of changes necessary to increase compliance (de la Porte, 2001). Based on her comparison of EES content (guidelines) with the domestic policies before their implementation, she has concluded that Scandinavian and Anglo-Saxon countries would need less structural changes to adapt to the EES model. In contrast, Corporatist and Southern welfare state arrangements would need to undergo significantly more structural changes (de la Porte, 2001). These findings do not reveal how the Member States actually reacted to the EES, but provide an expectation. They reveal that institutional fit is related with the compliance before the start of the EES. Even though de la Porte did not evaluate the real progress, her analysis provided a support for the theoretical expectation.

Later findings by Graziano, supported the expectations about the impact, but contradicted the theory about compliance. Graziano found that different welfare state model, that is the institutional fit, was the key explanatory variable for why the Italian and French employment policies remained at different level of compliance and why the magnitude of the impact of EES was different (Graziano P. , 2008). Graziano conducted a comprehensive analysis of the changes that happened in both countries in connection to EES. His analysis revealed that Italy, which had lower institutional fit than France, has implemented more changes, thus, in line with the theory, EES had greater impact (Graziano P. , 2008). Italian policies have also reached better compliance with EES which contradicts what the theory expects. In turn, impact of EES in France was lower as the theory expects, but this resulted in a lower level of compliance than in Italy (Graziano P. , 2008).

An overview of the number of empirical analyses testing the level of fit, conducted by de la Porte and Pochet has also strongly supported the impact of institutional fit (de la Porte & Pochet, 2012). They have found that Nordic countries with the Social Democratic welfare state model already were in high compliance with EES and mostly engaged in reflexive learning about strengths of their policies. Thus the impact of EES was small. Countries with Anglo-Saxon welfare state model, according to the results, had lower institutional fit than Nordic countries, but have also implemented small number of changes (2012). These countries tend to interpret OMC objectives in line with national priorities and ignore them when this is not possible thus they have also achieved lower level of compliance with EES (2012). According to the authors, Member States with both continental and Mediterranean welfare state models had low institutional fit. Thus, the impact of EES was greater. However, compliance level remained lower than in Nordic countries as the changes were selective. New

Member States, despite their low institutional fit, have not implemented many changes (2012). Compliance has also remained low. Findings of de la Porte and Pochet supported the expectations about the compliance but have produced varying results about the impact of EES. Impact was lower in the Member States with low institutional fit than it was expected.

On the other hand, there is also empirical evidence that the impact of EES does not vary in correlation with welfare state system. Copeland and Haar did not find significant correlation between welfare state type and impact of the EES (Haar & Copeland, 2013). They have measured impact as the amount of legal policy actions. They have also identified two types of impact - shallow (actions included in the NRP) and deep (actions recommended by the Council in CSR). It is necessary to note that Copeland and Haar refer to them as shallow and deep compliance, but it is changed here as the term used for the amount of changes in this thesis is 'impact'. In both cases Copeland and Haar did not find significant correlation between the impact and welfare state type. They have, however, noted that countries from Social democratic welfare cluster complied better.

Empirical research of the importance of EES alignment with national government agenda and/or preferences has found evidence supporting the theory. Copeland and Haar, have found that better alignment of national government's agenda with EES guidelines leads to more policy activism (Copeland & ter Haar, 2011). They have assessed the impact of the EES in 10 EU Member States by evaluating the amount of changes (number of legal actions) and their magnitude. Their findings revealed that highest impact regarding EES guidelines was when they aligned better with national government priorities listed in the NRPs. In other words, impact was higher regarding the guidelines which were already approved by the government and included in the agenda.

De la Porte and Pochet, in their overview of literature testing goodness of fit hypothesis, have also found that often national preferences determined the level of impact and the compliance (de la Porte & Pochet, 2012). Their overview has shown that OMC was more likely to lead to policy change when it was in alignment with national government preferences. In countries having Anglo-Saxon welfare state model, they found that actions were taken in compliance with OMC of social inclusion because it aligned with national preferences (de la Porte & Pochet, 2012). EU recommendations, which were not in line with domestic agenda, were ignored. Similarly, in countries with Mediterranean welfare state model, only those EU policies aligning with national preferences were selected and were re-interpreted to fit government agenda. New Member States have also complied only superficially because, despite relatively high misfit, their governments did not favour EU policies (de la Porte & Pochet, 2012). Thus, their findings suggest that national governments comply with EU policies when they are or can be framed in line with their agenda. If this is not possible, policies pursued through OMC are ignored.

The above empirical investigations have found contradicting results. In the comprehensive comparison of France and Italy, Graziano found that it was the welfare state model of France that primarily

determined different impact of the EES. While compliance in Graziano analysis was not related to the institutional fit as expected, extensive overview of literature by De la Porte and Pochet has revealed variation of compliance in relation to welfare state models. However, Copeland and Haar using their empirical model enabling to use larger sample of ten countries, concluded that welfare state model was not related to the impact of the EES. Thus, lack of consensus on the effect of institutional fit on the compliance with OMC and its impact requires further research. Both articles by de la Porte and Pochet and by Copeland and Haar have presented findings in line with the argument that support of domestic actors is necessary for OMC to facilitate changes. Thus, the presented literature was supportive of this argument thus I will also analyse whether the outcome will be the same for Youth Guarantee. As already noted, the Member State response to the OMC mechanism can be evaluated in terms of both compliance and impact. Therefore, to provide a comprehensive analysis of the effect of institutional fit and comparison of Member State progress I will look at both of them. Thus I will test three hypotheses regarding institutional fit and importance of domestic actors' support for the Youth Guarantee:

Hypothesis 1: The higher is the institutional fit, the less impact the Council recommendation regarding Youth Guarantee has.

Hypothesis 2: The higher is the institutional fit, the better is the compliance with the Council recommendation regarding Youth Guarantee.

Hypothesis 3: Compliance with the Council recommendation regarding Youth Guarantee and its impact on domestic policies is higher when it is in alignment with government preferences and agenda.

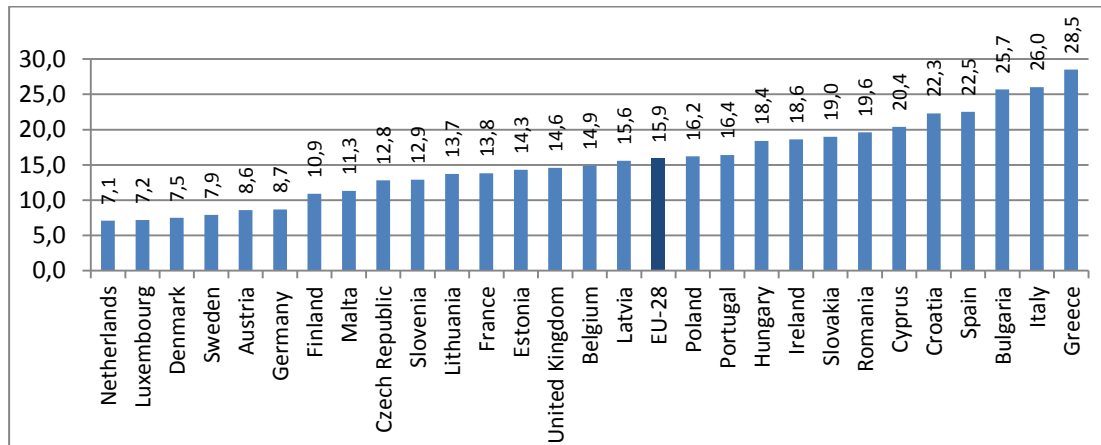
3. Research design

In this chapter I describe the research design which will be used to test the hypotheses presented in the previous chapter. Five countries from the EU Member States were chosen as a sample for hypothesis testing. Hypothesis is tested using qualitative research methods. The following sections will provide the reasoning behind the sample and research design choice. Further, I will explain the model specification and define the dependent and independent variables. The last sections will discuss the potential limitations of the research design and methods to overcome them in order to avoid biased research.

3.1. Sample selection

In this thesis I will use a sample of five Member States of European Union. The sample countries are: France, Ireland, Italy, Lithuania and Sweden. The five countries were chosen to represent each of the five welfare state models. This choice was based on the findings of empirical literature regarding ‘goodness of fit hypothesis’, which argues that institutional fit matters for Member State compliance with EU policies. Sweden was chosen as a clear example of social democratic model. France and Italy are also clear examples of continental and southern welfare state models respectively (Graziano P. R., 2011). Ireland was chosen to represent Anglo-Saxon welfare state model as the necessary data was not available for United Kingdom. The fact that Lithuania joined European Union in 2004 makes this case different from others. It is particularly important to include new Member States in order not to create a bias and exclude a potentially important perspective. As previously noted, the idea of Youth Guarantee was for the first time introduced by the European Commission in 2005, thus new Member States had the same exposure to it as the older Member States. Thus the five chosen countries can be seen as the maximum variation in terms of welfare state models. This variation in institutional setting allows avoiding selection bias. Selected countries also had different levels of youth in the target group (NEET) when Youth Guarantee was implemented (see the figure below). Sweden had the lowest percentage of youth NEET followed by Lithuania and France. The percentage of youth NEET in Ireland was higher than EU average, while Italy had the second highest percentage in EU. Thus, the magnitude of problem varied among the sample countries.

Figure 1. Percentage of NEET youth in 2013



Source: created by author based on the data from Eurostat

3.2. Choice of the research design

The hypotheses will be tested using qualitative research method. Case study analysis will be conducted for all five countries. Analysis will encompass the period of 2011-2015. Council recommendation regarding Youth Guarantee was published in 2013. In addition, I include the period prior to its introduction from the start of the European Semester when Member States publishing their first National Reform Programmes. This data is necessary to determine the national government preferences and policy agenda. The precise model of the qualitative research will be presented in the section below.

The qualitative model was chosen as the most appropriate due to several reasons. First of all, since I am analysing the EU policy, the number of cases (28 Member States) would be too little for a quality quantitative research. Number of cases could be increased by analysing several Council recommendations, however Council recommendation regarding Youth Guarantee is analysed particularly due to its specific features. Thus, adding another recommendation could undermine the accuracy and decrease the depth of the analysis. Furthermore, in order to conduct quantitative analysis all variables should be quantifiable. In this case it would be difficult to objectively quantify government preferences and the compliance with Council Recommendation thus this could lead to flawed results of the analysis. Therefore, quantitative research methods were ruled out in order to avoid potential problems with data accuracy and to be able to analyse the cases in greater depth.

The case analysis is conducted using a model adopted from the Copeland and Haar analysis. Copeland and Haar applied a quantitative approach enabling them to measure actual changes in the national legislation and policies (Copeland & Haar, 2011). It is composed of three steps. First, using the National Reform Programmes (NRPs), identifying the policy activism (changes). Second, identifying

and categorizing the policy activism and, third, classifying the magnitude of the activism upon the policy. Copeland and Haar analysed policy activism for two groups of actions: shallow impact and deep impact. In order to measure the shallow impact authors assessed the changes made in response to the employment guidelines. To do that they checked whether a guideline is acknowledged in the NRP (whether guideline is mentioned or relevant policies discussed), what type of instrument is used (authors analyse EES impact only as terms of changes in national laws - legally binding measures and legally non-binding measures that have normative effect and preparatory documents) and classify the magnitude of the policy activism. I will adapt this model to the quantitative case analysis by increasing the depth of the analysis and including thick descriptive overview of the changes in domestic policies. I will particularly use their classification of the magnitude of the impact. The model is described in detail in the following section.

3.3. Methodology

In this section I will define the dependent and the independent variables that will be included in the model. Then, I will provide a detailed step by step description of the methodology which will be used to test the hypotheses.

3.3.1. Dependent variables

Impact of the Council Recommendation

In the first and third hypotheses, the dependent variable is the impact of the Council Recommendation regarding Youth Guarantee. Impact here refers to the measures taken by the Member State to establish National Youth Guarantee. They can be found listed in the National Reform programmes. The deadlines for the implementation of most measures listed in National YGIPs are still in the future, thus it is unlikely that they will already be implemented. Therefore, it is not yet possible to measure Member State implementation of their YGIPs. However, progress can already be evaluated.

Impact, based on the model by Copeland and Haar, can be of two types:

- Deep impact refers to implementation of policies or measures which were genuinely inspired by the European Employment Strategy. These are policies or measures which are implemented in response to country specific recommendation of the Council. They are intended to change Member State priorities and implement measures or policies which might not fit with domestic preferences.
- Shallow impact – refers to implementation of policies or measures which are simple goodness-of-fit with domestic policies. These are the policies or measures which Member

State has included in its National Reform Programme. Council recommendation should include measures that it recommends Member State to implement in addition to what it included in its NRP. However, in reality Council recommendations sometimes include measures which were already in NRP. In these cases, such measures will still be classified as shallow impact, since they were in alignment with domestic preferences and not encouraged by CSR.

Impact will also be evaluated in terms of the amount of actions implemented and their magnitude. Thus, measures reported in National Reform Plans will first of all be differentiated according to the nature of impact (shallow or voluntary). Then they will be classified in terms of their magnitude using Copeland's and Haar's classification (see table below).

Table 1. Types of impact (activity) magnitude

Magnitude of activity	Explanation
Lip service	Acknowledgement that an objective is important, but not accompanied by an activity.
Preparatory measures	Initiatives such as ideas, objectives, programmes, discussions and public opinions for policies, but also a bill that is sent to parliament or the establishment of a working group, task force or commission.
Parametric reform	Refers to a change in the existing parameters, instruments or institutions, such as benefit levels or the change of an article of an act or a change in the tasks of an institution.
Instrumental reform	Refers to the adoption of an entirely new policy, a policy that replaces an existing one or that abolishes an existing policy.
Non-legal actions	Other actions which cannot be classified as any of the above actions

Source: based on (Copeland & ter Haar, 2011)

The magnitude of the measures classified as lip service is lowest and the instrumental reform is the highest. Copeland and Haar, have only analysed legal actions. I will also include non-legal actions to take into account all implemented measures as in some countries legal changes might not be necessary to comply with the recommendation. The impact of the Council Recommendation is higher on the policies of a Member State, the more measures of deep impact it has and the more of them are of higher magnitude.

Compliance with the Council Recommendation

The dependent variable in the second and third hypotheses is the Member State compliance with the Council Recommendation regarding Youth Guarantee. Compliance refers to the alignment of the national Youth Guarantee schemes with the requirements Council recommendation regarding Youth Guarantee. In order to evaluate this alignment, it is necessary to define clearly the specific elements which will be compared. OMC provides Member States with freedom to decide how the Youth Guarantee will be implemented, but, as presented in the first chapter, its definition entails several

clearly defined features. Due to the scope of this thesis, I will only look at the core guidelines of the Youth Guarantee. Thus, the analysis of national Youth Guarantee scheme in each case will look at 3 features. First aspect is the target group as it is recommended that every young person up to 25 should be able to use Youth Guarantee. Second aspect is the time frame within which the Youth Guarantee is provided (should be no more than 4 months). Third aspect is the type of offer (services) provided. The definition of the offer is more vague and gives freedom to the Member State to decide what it is – it can either be formal education (of any type), training or employment offer. Compliance will be evaluated using a scheme of three values – low, medium and high. The more National Youth Guarantee scheme resembles EU recommendation for these three elements, the higher is the compliance.

3.3.2. Independent variables

Institutional fit

Youth Guarantee is mostly related to the employment policies, thus labour market institutions will be used as an indicator of goodness of fit. Goodness of fit can be measured in terms of policies, institutions or processes. In particular, it will be operationalized as the institutional fit between welfare state model and Youth Guarantee recommendation. As noted before, Council Recommendation regarding Youth Guarantee is closer to some countries depending on their welfare state model and requires more structural changes from others. Thus, welfare state model is a good indicator reflecting the fit between the Recommendation and national situation. Esping-Andersen defines the concept of welfare state regimes as:

“the institutional arrangements, rules and understandings that guide and shape concurrent social policy decisions, expenditure developments, problem definitions, and even the response-and-demand structure of citizens and welfare consumers. The existence of policy regimes reflects the circumstances that short term policies, reforms, debates, and decision-making take place within frameworks of historical institutionalization that differ qualitatively between countries” (Esping-Andersen, 1990).

Esping-Andersen identified three regime types that welfare state variations cluster around: conservative-corporatist, liberal and social-democratic. Other scholars have also identified southern countries as a distinct welfare state model (Arts & Gelissen, 2002). Furthermore, after the collapse of the USSR, a number of post-socialist countries emerged having different welfare state models. It was found that all of them cannot be classified as following one distinct model (Fenger, 2007). However, in the comparative analysis of welfare state models some scholars include them under one post-socialist model (de la Porte & Pochet, 2012). Due to limitations of the scope of this thesis, I will also include one Member State as a representative of the post-socialist countries.

It is necessary to note that the real welfare states are rarely pure representations of a welfare state type. Therefore, even though countries are classified as falling into the same welfare state they may still have different features and varieties of welfare programmes (Kasza, 2002). A number of attempts to classify countries according to welfare state typologies resulted in slightly different outcomes (Arts & Gelissen, 2002). The reason behind this variation is often the use of different dimensions and variables for clustering the countries (Fenger, 2007). However, apart from relatively minor deviations all of them converge around the Esping-Andersen typology (Fenger, 2007). Therefore, it is important to select the variables carefully for classification of the Member States based on their welfare state models and keep in mind the potential differences within the models when making conclusions.

As noted before, Youth Guarantee is primarily urging Member States to increase the use of ALMPs and involve PES in the delivery of services. Therefore, the institutional fit will be assessed based on these two variables. Due to the scope limitations of this thesis, I will use already available classification from Pastore focusing on the youth school to work transition (2015). Services provided for youth to facilitate their school to work transition are at the core of Youth Guarantee thus, this classification is suitable to measure the institutional fit. Pastore distinguished five clusters of school to work transition policies which align with the typical welfare state classification (Pastore, 2015). He found that active labour market policies are already used more extensively in youth school to work transition by some of the Member States. Other Member States are more reliant on passive labour market policies and do not have the institutions necessary to provide ALMPs required to establish a National Youth Guarantee scheme. The classification of the welfare states according to the use of ALMPs and type of PES is provided in the table below.

Table 2. Labour market characteristics of each welfare state model

	Social democratic	Continental	Anglo-Saxon	South-European	Post-socialist
ALMP	Very common for every young NEET	Common as the last resort after high professional and vocational school	Last resort, to be used only if leading quickly to work	Marginal and underdeveloped	Marginal in most countries
PES	Relatively efficient, well-endowed in terms of resources	Strong presence of the unions, integrated with the school system, relatively efficient	Centrally managed, little role of the unions, principle of horizontal subsidiarity	Decentralized, lack of coordination, insufficient resources	Relatively inefficient, insufficient resources
Role of the family	Marginal	Marginal	Marginal	Central	Marginal
PLMP	Unemployment benefits for a limited period of time and awarded on a contractual basis, linked to some programme,	Similar to Scandinavian countries	Similar to Scandinavian countries, but state based	Unemployment benefits but no means-tested income support	Unemployment benefits and means-tested income support in some countries

	plus means-tested income support after a year, awarded by PES				
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Source: Pastore (The European Youth Guarantee: Labor Market Context, Conditions and Opportunities in Italy, 2015)

Countries in the sample represent each cluster from the table above. In order to account for the potential variation within the welfare state clusters it would be best to include all countries, however, due to the space limitations of this thesis, sample includes the countries which are relatively clear examples of the distinct welfare state clusters. It is thus ensured that countries within the sample have different welfare state institutions. The generalisation of the results for other countries in the same welfare state clusters should be done carefully. Based on the data in the table above, Sweden, classified as using the social democratic welfare state model will be assigned high institutional fit. France and Ireland having Continental and Anglo-Saxon welfare state models (respectively) will be assigned medium level of institutional fit. While, Italy with south-European and Lithuanian with post-socialist welfare state models will be assigned low level of institutional fit.

It is expected that countries having high institutional fit will have the higher compliance with the Recommendation and its impact will be lower. Countries with low institutional fit, in turn, are expected to have the lower compliance while the impact is expected to be higher.

Alignment with domestic agenda and priorities

Alignment with domestic agenda and priorities will be evaluated through the analysis of NRPs prior to the launch of Council recommendation regarding Youth Guarantee. NRPs are created by national governments and include national priorities and planned actions. Therefore, it is a good indication of government agenda. Alignment with domestic agenda and priorities will be higher for those countries, whose NRP include youth unemployment and policies similar to the Youth Guarantee among the priorities and planned actions. Alignment with domestic agenda and priorities will be low if youth unemployment will not be mentioned or no actions will be taken to solve it. Scale of three values (low, medium, high) will be used to measure the alignment with the government's agenda and policies.

3.3.3. Specification of the methodology

The analysis will be composed of three stages. In the first stage, I will review the policies of the Member States regarding youth unemployment, which they implemented prior to the introduction of Council recommendation of Youth Guarantee. I will also look at the CSR to see if Council has provided recommendations regarding youth employment and considered it a problem in the particular Member State. The aim of the first stage is to determine whether youth unemployment and the Youth

Guarantee or similar policy measures were already among the government's priorities or on its agenda.

In the second stage, I will analyse the changes (policy measures) in each country in response to the Council recommendation on Youth Guarantee. In order to compare the policy measures I will use the model adopted from the Copeland and Haar (Copeland & ter Haar, 2011). Policy measures will be divided according to the type of impact (deep or shallow). Then they will be categorized according to their magnitude (scale of magnitude presented in the next section). Copeland and Haar have also categorized the measures according to their types (e.g. soft law, collective agreement, legislation). However, due to the small number of legal actions in this analysis, this categorization would be excessive with low added value and hence was not included. The aim of the second stage is to evaluate the impact of the Council Recommendation regarding Youth Guarantee on the youth employment policies of the Member States in terms of the amount and types of actions implemented.

In the third stage I will analyse the Youth Guarantee scheme which was operating in each country at the time of analysis (spring of 2015). The aim is to determine the level of the national Youth Guarantee scheme compliance with the guidelines in the Council recommendation on Youth Guarantee. As presented in before, compliance with the Council Recommendation regarding Youth Guarantee will be evaluated analysing three criteria of the national youth guarantee model: target group (age, location of residence and other requirements), time frame within which Youth Guarantee is provided and type of offers provided through Youth Guarantee. The more these elements will be in alignment with the Council Recommendation, the greater is the compliance of the Member State.

Information about the policy measures of each Member States is retrieved through the documents of the European Semester. As noted before, Member States are required to report on the implementation of Youth Guarantee in their NRPs and present the next steps. Monitoring of Youth Guarantee implementation by the Member States is done in different ways. Thus national governments' information is not available for all Member States and is not easily comparable. There are several country reports published by various institutions, but they focus on one country and thus again the amount and types of information available differs in every report. Therefore, it was decided to use only NRPs in order to make sure that information is comparable. Furthermore, NRPs are published by the governments and thus represent best their priorities, planned actions and implemented measures (Copeland & Haar, 2011). Where available, national documents and reports are used to support the classification of the implemented measures. Furthermore, European Commission in 2014 has published country fiche for each Member State including an overview of the Member States progress. These documents are also used to support the analysis of the NRPs. Using several sources helps to reduce the subjectivity and avoid misclassification.

3.4. Limitations of the research design

It is necessary to note that there is a potential bias in determining which measures Member States have taken in response to the Council recommendation regarding establishment of Youth Guarantee. Member States are required to report on the progress towards implementation of Youth Guarantee in their National Reform Programmes. However, requirements for NRP structure do not request specific identification of measures taken to implement Youth Guarantee. Thus, it is not specified which actions were taken particularly to implement Youth Guarantee. Some Member States received recommendation from the European Council to implement Youth Guarantee and report specifically which actions they have taken. In other cases, I will use YGIPs to determine which measures included in NRP were implemented in response to council recommendation regarding Youth Guarantee.

One more drawback on using NRPs as a source is that the behaviour or activities not in NRPs are not taken into account and that to avoid criticism Member States may overstate the progress they make. However, Copeland and Haar note that NRPs are relatively good proxies and that there are no other sources that could provide better account of the progress.

CSRs used to determine whether impact is shallow or deep, according to the findings of Copeland and Haar, may not represent the European Commissions' opinion due to high influence of Member States on their adoption (Copeland & ter Haar, 2011). Their analysis has revealed that CSR are negotiated between Member States and the European Commission, while the former is in the driver's seat. CSRs are compiled into single document and have to be adopted by the Council, thus each Member State holds an informal veto over the whole process. Therefore, Copeland and Haar, note that CSRs might rather be an extension of Member State priorities. Therefore, the classification of the impact as shallow or deep is taken with caution.

It is also necessary to note that establishing causality between the EU measures and the policies of Member States is rather difficult (Copeland & ter Haar, 2011). It is not methodologically possible to evaluate the impact of the Council recommendation by separating it from the national-policy making. Using the methodology derived from the model by Copeland and Haar I will analyse the actions made by the Member States as depicted by the NRPs and YGIPs. However, causality is difficult to prove even when a measure was included in National YGIP, as it was observed during the analysis that some of them include actions which would have happened even without Youth Guarantee. There are two possible solutions to overcome this limitation: comparison with non-EU members and counterfactual reasoning (Haverland, 2005). I will use counterfactual reasoning to further evaluate the causal link between the Council Recommendation regarding Youth Guarantee and the actions implemented by the Member States.

3.5. Counterfactual analysis

Counterfactual reasoning entails manipulation of the variable of interest while holding the other variables constant (Haverland, 2005). I will use the counterfactual reasoning to analyse whether the measures implemented by the Member State would, have been implemented in case there was no Recommendation. Due to the size limitations of this thesis counterfactual analysis will be conducted only for one country. Based on the availability of sources, counterfactual reasoning will be applied to Lithuanian case. To conduct the counterfactual reasoning I use interviews with the key stakeholders, legal documents, minutes of the meetings and other secondary sources. There are three criteria for good counterfactual reasoning: clarity, historical consistency and theoretical consistency (Haverland, 2005). The clarity criterion requires defining clearly which variables are changed. In my counterfactual analysis I will hypothesize that there is no Council recommendation regarding Youth Guarantee. All other variables will remain unchanged. Change of the antecedent requires minimal change in the historical facts. I will only hypothesise the absence of recommendation while other mechanisms, such as European Semester, will remain unchanged. If the counterfactual analysis will reveal that the same or very similar measures would have been adopted even without the Council Recommendation, this will indicate that it did not have a causal effect on the changes. In other words, it will not support the assumption that there was a causal link between the Council Recommendation and the implemented policies. On the other hand, if the analysis will suggest that the measures would not have been implemented, the findings will support the assumption that there is a causal link. This would assert that Council Recommendation had caused changes in the Lithuanian youth unemployment policy.

4. Compliance with the council recommendation on Youth Guarantee and its impact on domestic policies

In this chapter I will present the case study analysis of all five sample countries. First section of each case study provides the overview of the national government priorities and agenda regarding youth employment policy before the Council has announced its Recommendation regarding Youth Guarantee. This section aims to evaluate the alignment of the Recommendation with the government's agenda and preferences. Second section provides the descriptive overview of the impact the Recommendation had on the domestic youth unemployment policies. In the last section of each case study I will describe national Youth Guarantee schemes what will help to evaluate the compliance with the Recommendation.

4.1. Analysis of the Youth Guarantee scheme development in Lithuania

Lithuanian government priorities and agenda prior to the Council Recommendation regarding Youth Guarantee

In 2011 NRP of Lithuanian government acknowledged that there is a problem of youth unemployment and included active labour market policy measures to solve it. Qualifications mismatch with the labour market needs, insufficient skills and lack of work experience were identified as the main reasons behind high youth unemployment (2011 NRP of Lithuania). Planned measures to increase labour market participation included: creating possibilities for youth to participate in trainings, internships, apprenticeships and vocational education and training. In addition, self-employment was promoted and tax incentives for employers to hire them were provided. 2011 CSR for Lithuania has stressed the need to address high unemployment, but did not distinguish employment problems of youth (2011 CSR for Lithuania). Thus, in 2011 Lithuanian government has on its own initiated active labour market policy measures to solve youth unemployment problem.

During 2011-2012 Lithuania has implemented only a part of planned measures thus in the 2012 NRP Lithuanian government has planned to pursue implementing more active labour market policy measures to increase youth employment. The main implemented measures were establishment of tax incentives and subsidies for employers hiring young workers with no previous experience and launch of micro-credits for business start for young entrepreneurs (2012 NRP of Lithuania). Increasing youth participation in labour market remained among priority action directions and implementation of measures planned in 2011 was transferred to 2012. In addition, Lithuanian government planned to draft National Voluntary Activity Programme to increase youth employability by acquiring skills in voluntary work. Lithuanian government has also planned to make general employment policies more

active and launch a monetary support programme was launched which would decrease the monetary support and encourage the unemployed to use active labour market policy measures. 2012 CSR has also recognized youth unemployment problem and, in alignment with Lithuanian government priorities, recommended to promote active labour market policies, increase effectiveness of apprenticeship system and improve labour legislation (2012 CSR for Lithuania). In 2012 Lithuania, as a country with high youth unemployment rate, received additional help from “joint action teams on youth unemployment” to increase efficiency of EU funding use (European Commission, 2013). This indicates, that Lithuania had significant youth unemployment problem, but in line with EU recommendations, was committed to increase use of labour market policies.

In 2013 NRP Lithuanian government reported that it continued implementation of the active labour market policy measures and planned launch of several new programmes targeting youth. In the previous years, main implemented measures were tax and subsidy support for employers hiring youth and financing to encourage entrepreneurship. 2013 NRP included plans for a new apprenticeship type project which would provide subsidies for employer hiring young people and providing them with on-job training. Furthermore, 2013 NRP included implementation of a new model in local labour exchanges. As it will be demonstrated later, this model is relatively similar to the Lithuanian Youth Guarantee model. It is a ‘result-oriented business model’, which uses profiled service methodology to assess the readiness for the labour market of the unemployed person. This is followed by creation of individual employment action plan identifying active labour market policy measures, which will be provided to increase employment possibilities (2013 NRP of Lithuania). Thus, during 2012-2013 Lithuanian government has continued implementation of active labour market policies and has created a new measure to assess individual needs and capabilities.

Based on the overview of NRPs during the period 2012-2013, it seems that youth unemployment was on the government’s agenda and government has considered active labour market policies. However, due not lack of progress in their implementation, it seems that they were not among top priorities. Thus the alignment of Council recommendation regarding Youth Guarantee with government’s agenda was low.

Impact of the Council Recommendation regarding the Youth Guarantee

Measures regarding establishment of Youth Guarantee implemented by Lithuanian government during 2013-2014 can be classified as shallow impact. 2013 CSR for Lithuania included recommendation to implement Youth Guarantee:

“Improve the employability of young people, for example through a Youth Guarantee, enhance the implementation and effectiveness of apprenticeship schemes, and address persistent skill mismatches” (Council of the European Union, 2013).

Adopting National Youth Guarantee implementation plan was also included in 2013 NRP of Lithuania, however no further actions regarding its implementation were included. In total four legal actions were implemented during 2013-2014. There were no actions classified as lip service, since activities were taken to implement Youth Guarantee. Four activities during 2013-2014 can be classified as preparatory measures. These include the establishment of the National Youth Guarantee implementation plan, which can be classified as preparatory measure. Other three activities were the launch of Intensive assistance programme for unemployed young school drop-outs, submission of a draft amendment of law on support for employment and implementation national youth voluntary activity programme. It is notable that even though national youth voluntary activity programme is included in national Youth Guarantee implementation plan, it was already adopted already in February 2013, and thus it was not created in response to Council recommendation.

In addition, there were two non-legal measures. All of them were included in the Lithuanian YGIP, but some of them were already started before establishment of national Youth Guarantee plan. One measure was a project helping the qualified unemployed to acquire the missing professional skills directly at the workplace and project aiming to provide apprenticeships in labour market training centres were already started before they were included in the Lithuanian YGIP. Second project was providing Business Year Service Vouchers for Young Persons up to 29 Years Old. It was new measure, however was created based on the previously implemented projects aiming to promote youth entrepreneurship.

Measures implemented during 2014-2015 period can be classified as shallow impact. Lithuanian government included Youth Guarantee implementation among its actions in 2014 NRP (2014 NRP of Lithuania, 2014). 2014 CSR for Lithuania did not include recommendations to implement Youth Guarantee, but referred to implementation of apprenticeship system which is part of Lithuanian YGIP:

“In order to increase the employability of young people, prioritise offering quality apprenticeships, other forms of work-based learning, and strengthen partnership with the private sector” (Council of the European Union, 2014).

There was one preparatory measure - a draft amendment was submitted to the Parliament which would modify the Description of the Procedure for Formal Vocational Training. The Description was supplemented with the concepts of an apprentice and master and included other provisions aimed to increase the use of apprenticeships. Parametric reform has been approved establishing the forms of monitoring implementation, process targets and criteria to monitor Youth Guarantee initiative implementation. There were five non-legal measures. First, twelve youth employment centres were established thus 29 centres were operating in total. Second, Lithuanian labour exchange information system ‘*edbirza*’ was adapted to the activities of the Youth Guarantee initiative

and applications for several new projects have been submitted to the European social fund. Third, a project First Business Year Service Vouchers for Young Persons up to 29 Years Old was implemented. Young entrepreneurs could discover benefits of business start-up vouchers even without having established a company - they were provided with advance consultations on starting a business. Entrepreneurs having established a new company within the first half-year from the receipt of a voucher were able to receive professional advice on the issues of accounting, marketing, strategic management, negotiations and other issues, also, to take part in various trainings for the entire first year of business. In addition, youth entrepreneurship was promoted through administrative programme granting loans (micro-credits) for business start-ups and partial reimbursement of loan interest. Young people (up to 29 years of age) were one of the priority groups. A significant measure establishing a new active labour market policy measure was launch of apprenticeships in Labour market Centres. Apprenticeships were not used before in Lithuania. However, this measure cannot be classified as instrumental reform as it was implemented on project basis and not incorporated into national law.

Table 3. Measures in response the Council recommendation regarding Youth Guarantee in Lithuania

Magnitude of activity	Activities in 2013-2014	Activities in 2014-2015
Lip service	none	none
Preparatory measures	<ol style="list-style-type: none"> 1) Minister of Social Security and Labour approved a plan for the implementation of the Youth Guarantee Initiative. 2) Intensive Assistance Programme for Unemployed Young School Drop-outs was approved by the Order of the Minister of Social Security and Labour of 17 April 2013. 3) Implementation of national youth voluntary activity programme. 4) A draft Law on Support for Employment has been drawn up and submitted to the Seimas. 	<ol style="list-style-type: none"> 1) Draft amendment to the Description of the Procedure for Formal Vocational Training
Parametric reform	none	<ol style="list-style-type: none"> 1) the forms of monitoring implementation , process targets and criteria of the Youth Guarantee initiative have been established, weekly, monthly, half-year report forms have been approved
Instrumental reform	none	<ol style="list-style-type: none"> 1) description of Youth Guarantee initiative implementation procedure
Non-legal action	<ol style="list-style-type: none"> 1) project helping the qualified unemployed to acquire the missing professional skills 2) project providing Business Year Service Vouchers for 	<ol style="list-style-type: none"> 1) set up of 12 new youth employment centres 2) Adaptation of Lithuanian labour exchange information system 3) Implementation of project First

	Young Persons to encourage entrepreneurship	Business Year Service Vouchers for Young Persons up to 29 Years Old 4) Implementation of administrative programme granting loans for business start-ups and partial reimbursement of loan interest where young entrepreneurs were prioritised. 5) Launch of apprenticeships in labour market training centres.
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Source: created by the author using Lithuanian NRPs

Lithuanian Youth Guarantee scheme

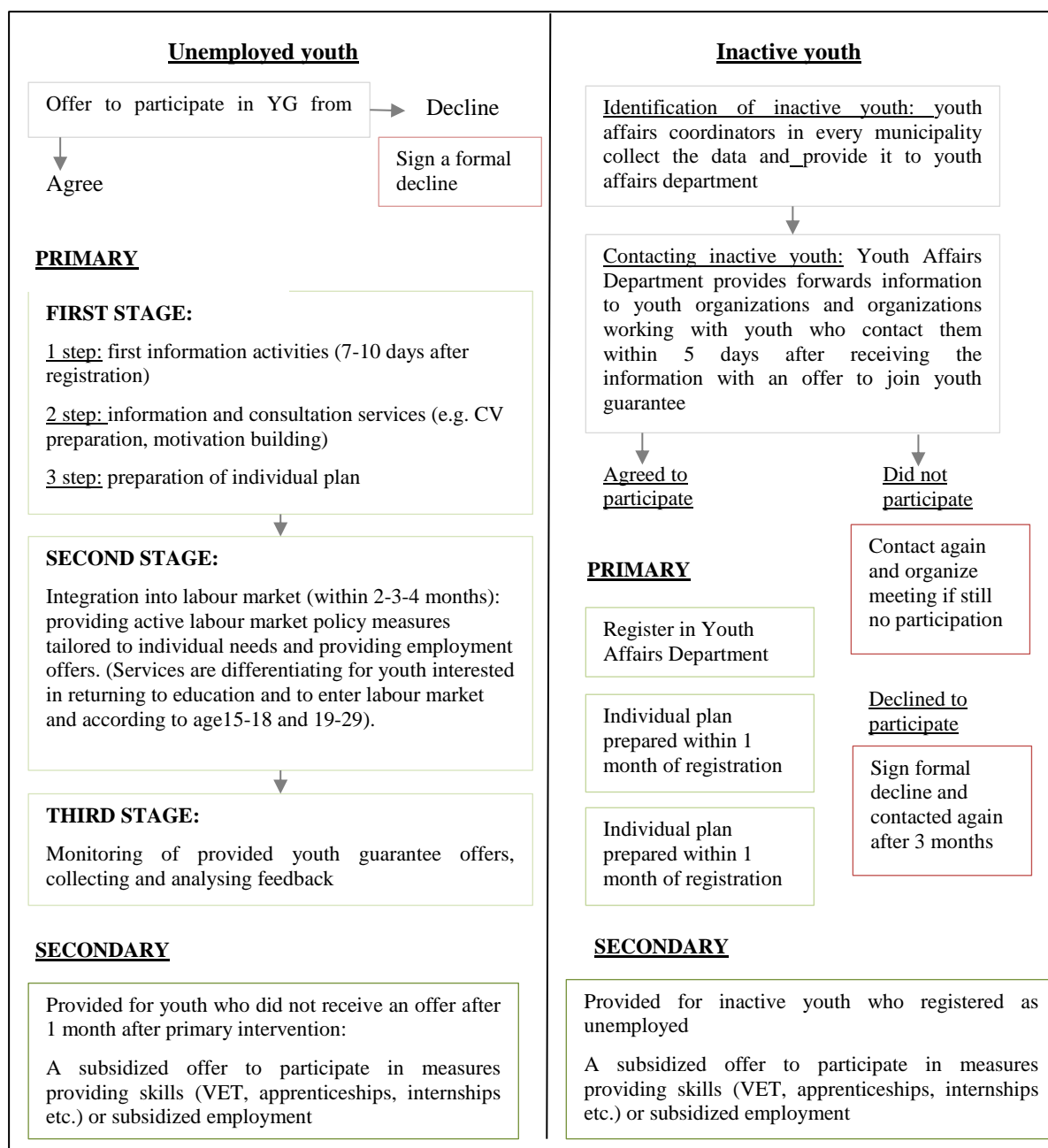
Youth Guarantee is available for youth since 2014 (Lietuvos darbo birza, 2015). Three institutions are responsible for the coordination and implementation of the Youth Guarantee: LR social affairs labour ministry, Lithuanian labour exchange and Youth affairs department. Lithuanian Youth Guarantee aims to guarantee that:

“every person not employed, education or training between 15-29 year age would receive an offer to work, continue education (including vocational education and training) or do a traineeship within four months after becoming unemployed or end (termination) of formal education” (Lithuanian YGIP).

Target group. Lithuanian Youth Guarantee is provided for all young people aged 15-29. This is four years more than required by the Council recommendation. In addition, there are no geographical limitations on the eligibility for Youth Guarantee.

Timeframe. Every unemployed young person receives an offer to join Youth Guarantee and then receives the Youth Guarantee offer within 4 months from registration in the Lithuanian labour exchange. He/She can also decline to participate. The subsidized employment offers, however, are provided only after five months. The timeframe for providing an offer for the inactive youth is not defined.

Figure 2. Youth Guarantee implementation procedure in Lithuania



Source: created by author based on the Youth Guarantee initiate implementation procedure description in Lithuania (Minister of Social Security and Labour, 2014)

Services

Lithuanian Youth Guarantee is composed of two stages and diversifies services for the unemployed youth¹ and for inactive youth². It offers to improve skills and/or to enter labour market. However, based on the procedure, government support is primarily provided for skills improvement expecting

¹ Unemployed youth - 16-29 years old youth registered in Lithuanian labour exchange.

² Inactive youth - Youth not in employment, education or training and not searching for an employment position who cannot be classified neither as unemployed nor as employed.

that this will help to get an employment position (primary intervention). Direct help to join the labour market (subsidized employment) is provided only as the secondary intervention. In addition, even though Council recommendation on Youth Guarantee requires providing quality offers, Lithuanian Youth Guarantee does not define what it is. Description of services provided for youth by the organizations providing services for inactive youth specifies that quality of services is ensured by the provider of services (Director of Youth Affairs Department, 2014).

Based on the analysis of the national Youth Guarantee scheme it seems that it is fully in line with the Council Recommendation, but it is not yet fully operational. The services for youth not registered with the Lithuanian PES are not yet provided. Therefore compliance level is medium.

4.2. Analysis of the Youth Guarantee scheme development in Ireland

Irish government priorities and agenda prior to the Council recommendation regarding Youth Guarantee

From 2011 to the end of 2013, Ireland participated in the Economic Adjustment programme as it received financial assistance from EU and IMF. Therefore, it was exempt from the monitoring and assessment of the European Semester (CSR for Ireland). Irish government submitted National Reform Programmes, but in order to avoid duplication with measures set out in the Economic Adjustment Programme, Council did not provide any additional recommendations. However, Council has provided recommendations in its review of how Ireland is implementing Economic Adjustment Programme (CSR for Ireland, 2011). These reviews were published several times a year. I will use the spring review which coincides with the time when CSR for European Semester are adopted by the Council.

2011 NRP of Ireland participation of young people was included among the Ireland's headline targets regarding employment. However, this NRP did not distinguish the problem of youth unemployment and did not include measures specifically targeting youth. In 2011 Council has only issued summer review. It has stressed the problem of increasing unemployment and particularly long-term unemployment. However, it did not identify youth unemployment as a problem. Thus, no recommendations regarding it were provided.

In the 2012 NRP of Ireland youth unemployment was identified as a problem, but government did not include any measures specifically targeting youth. Youth unemployment was addressed through general policies aimed at job creation and support for the unemployed targeting the whole population. Government of Ireland, however, has expressed its support for Youth Employment Package in 2012 NRP of Ireland. 2012 spring review did not single out youth unemployment as a separate problem, but has further put emphasis on the increasing long term unemployment and the need to continue welfare

reform improving early activation and the match between skills and labour market needs (CSR for Ireland, 2012).

In relation to Youth Guarantee, a significant measure was launch of a new programme in 2013 aimed at reducing long-term unemployment – Pathways to work. Government committed to provide access to supports (opportunities to acquire skills and qualifications) in less than 12 months for those who already are unemployed for more than 12 months and for those who become unemployed. This was the biggest ever reform of the Irish welfare state and introduced employment and income support service focusing on intensified work activation (Pathways to work 2013, 2013).

Based on the overview of NRPs during the period 2012-2013, tackling youth unemployment was not on the government's agenda. However, induced by the Economic Adjustment Programme, Irish government has implemented a number of measures similar to Youth Guarantee but targeted for all unemployed. Thus alignment with government agenda was medium.

Impact of the Council Recommendation regarding the Youth Guarantee

Ireland presented their Youth Guarantee Implementation plan (YGIP) on 20th of December 2013. It was integrated under Pathways to Work programme and measures planned to be progressively introduced throughout 2014-2015 (Government of Ireland, 2014).

Measures implemented in Ireland during 2013-2014 accordance to Council Recommendation on Youth Guarantee can be classified as deep impact. As noted before, Council did not provide any additional recommendations for Ireland. Instead, recommendation to provide Irish youth with Youth Guarantee in accordance to Council recommendation was included in spring 2013 review of Economic adjustment programme for Ireland (European Commission, 2013). During this period only few measures were implemented in Ireland. There was one legal action which is classified as a preparatory measure. It was the revision of the 'Pathways to work' 2013 strategy by incorporating Youth Guarantee. Irish Youth Guarantee implementation plan adopted in December 2013 was prepared as an integrated part of Pathways to Work strategy which was already launched in 2012. Pathways to work primarily aimed to decrease long-term unemployment. Initially this programme did not have specific measures for youth. Nevertheless, Irish government noted in its 2012 NRP that youth benefits from this programme because a significant part of them is long-term unemployed. After revision in 2013 a goal to reduce youth –unemployment was added to the goal of reducing long-term unemployment. 2014 NRP of Ireland also notes that in 2014-2015 period government was planning to review existing measures relating to youth unemployment and to identify those which will be required to implement Youth Guarantee. In addition, it committed to improve services to unemployed young people, but no particular services were specified. These initiatives can be classified as non-legal actions.

Measures implemented during 2014-2015 period can be classified as shallow impact, since 2014 NRP of Ireland included implementation of the Youth Guarantee among its planned works. Council recommendations for Ireland also included recommendation to implement Youth Guarantee:

“Pursue further improvements in active labour market policies, with a particular focus on the long-term unemployed, the low-skilled and, in line with the objectives of a Youth Guarantee, young people” (CSR for Ireland, p. 33) .

However, since Irish government has itself set this goal in NRP, it was not implemented as a response to Council recommendation, but rather was fitting domestic preferences.

During 2014-2015 period Irish Government has implemented one legal measure which can be classified as a parametric reform. I was an amendment to the Social Welfare and Pensions Bill necessary to legitimise positive age-based discrimination in the provision of employment schemes and supports. This amendment enabled to provide youth with more favourable conditions compared to other age groups in the existing measures. Other five implemented measures were non-legal measures. Three of them were already existing measures which were modified to provide services for youth in Accordance to Youth Guarantee. First of all the Intreo (Irish public employment service) was modified to provide services for youth within shorter period. Jobs Plus for youth has also reduced unemployment period in eligibility requirements for youth. TUS providing temporary employment opportunities and newly established MOMENTUM programme, providing training-on-job, have reserved a number of places for youth. All four programmes are established and funded by the government, but provided by the private sector (e.g. employment places, training places).

Table 4. Measures in response the Council recommendation regarding Youth Guarantee in Ireland

Magnitude of activity	Activities in 2013-2014	Activities in 2014-2015
Lip service	none	none
Preparatory measures	1) revision of Pathways to Work programme integrating Youth Guarantee	none
Parametric reform	none	1) amendment of Social Welfare and Pensions bill to allow positive age-based discrimination in the provision of employment schemes and supports
Instrumental reform	none	none
Non-legal action	1) Identification of services to be implemented in Youth Guarantee 2) Improvement of existing services for unemployed youth	1) Modification of Intreo services 2) Establishment of First steps developmental internships programme 3) Modification of JobsPlus programme

		4) Reservation of places for youth in TUS programme 5) Reservation of places for youth in MOMENTUM programme
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Source: created by the author using Irish NRPs

Irish Youth Guarantee scheme

Target group

All youth from the target group is able to participate in the Irish Youth Guarantee, however priority is given for the long-term unemployed. All regions in Ireland are eligible for funding from Youth Employment Initiative. Likewise, youth from all regions under 25 can register in Intreo and receive services in accordance to Irish Youth Guarantee. Thus, conditions are equal for all age group which should receive Youth Guarantee in accordance to Council recommendation. Irish YGIP, however, notes that during 2014-2015 priority will be given to youth which is unemployed for long-term (over 12 months) (Government of Ireland, 2014). Ireland uses gradual implementation approaches where first only those most at risk receive assistance and later those at medium to high risk are included. Limited funds are provided as the reason for targeting only these groups. In addition, services in accordance to Youth Guarantee are only provided to youth registered in Intreo thus youth the part of youth who is not registered is excluded. This is not fully in line with the Council recommendation as it specifies that all youth should be guaranteed an offer.

Irish Youth Guarantee is available only for registered youth and outreach measures to include the most vulnerable non-registered NEETs are very limited. Currently, outreach is limited to information about registration in Intreo. Irish YGIP notes that most of the NEETs are registered with Public Employment Services (Intreo) order to get the unemployment benefits hence the need for outreach is limited. It notes, however, that if there would be significant groups of youth which is not reached through Intreo, alternative ways such as youth work would be considered. Council, in turn, has criticized Irish Youth Guarantee for lack of outreach in its 2014 recommendations for 2015 NRP of Ireland. The revised Irish programme Pathways to Work 2015 thus has noted that awareness about the available supports will be increased and in time services might be extended to youth not registered in Intreo. However, no measures to increase outreach have been taken yet.

Timeframe

In 2015 only part of youth in Ireland were guaranteed an offer in accordance to Youth Guarantee within 4 months. Youth with low probability of finding employment were guaranteed an offer of employment, education or training within 4 months of their first individual meeting with guidance

worker. Whereas, youth with high probability of finding employment were guaranteed such offer only after 9 months after registration in Intreo. As noted before, due to budgetary limitations, government of Ireland prioritises youth most in need of support.

Services provided

Implementation of services in accordance to Youth Guarantee was started in the second quarter of 2014, while the whole Youth Guarantee scheme, described below, became available for youth only from 2015. Previously youth was eligible to services available for persons from all other age groups unemployed for more than 12 months. There are no limitations regarding geographic location of a person as youth in all country are entitled to services provided in accordance to Youth Guarantee. Services for youth in accordance to Youth Guarantee in Ireland are only differentiated according to age. There are two groups: young people under 18 and young people from 18 to 25.

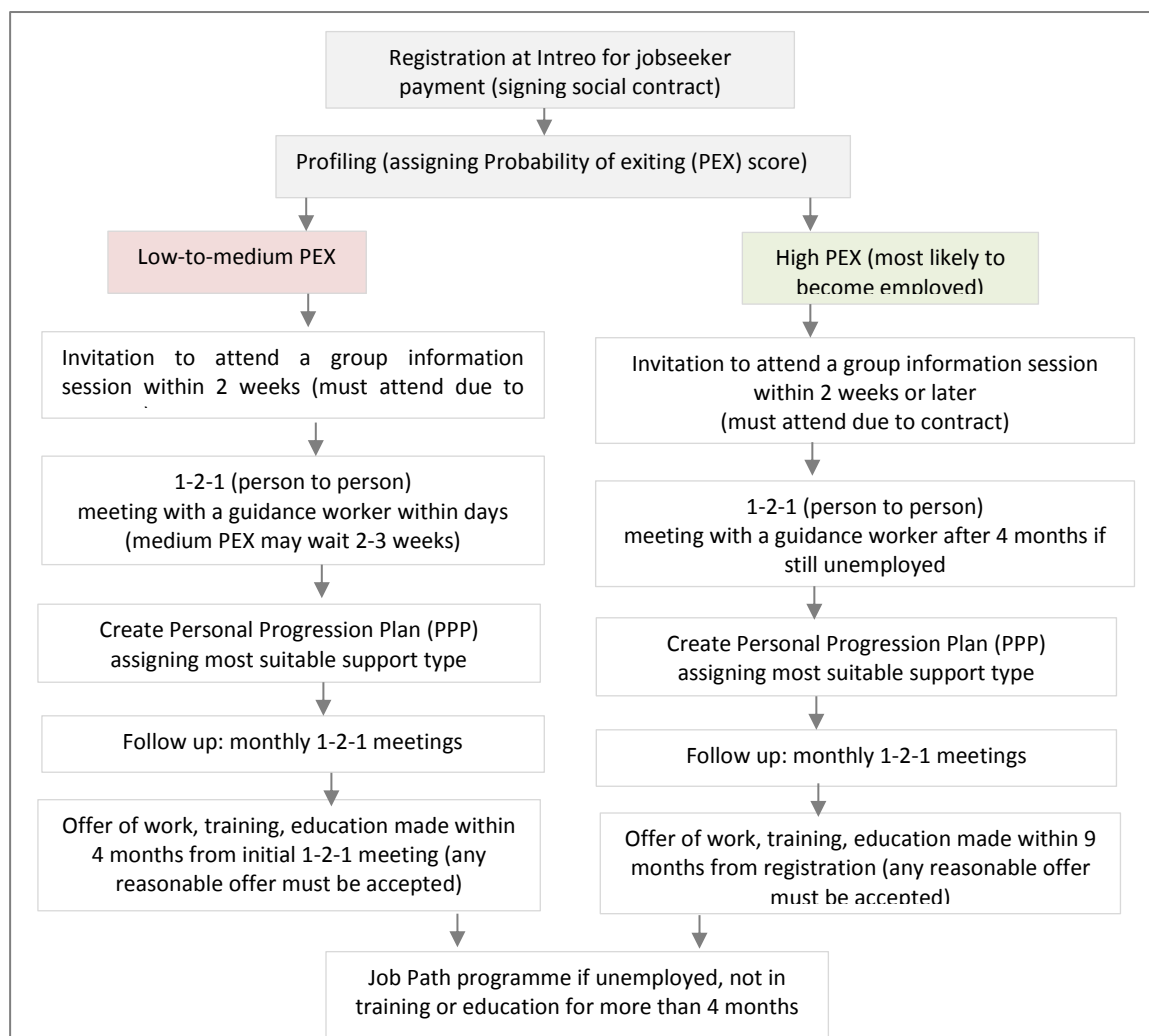
Young people under 18 who have not completed secondary education and who are unemployed can participate in the 'second-chance' education/training pathways. They are provided with an opportunity to get education outside school system through Community Training Centres or Youth reach programme or get help to re-enter school system. However, these measures are not new and are now only classified as measures implemented in accordance to Youth Guarantee (e.g. SOLAS and the Education Training Boards were created under Jobs Actions Plan).

Youth Guarantee in Ireland is not established as a separate measure because the guarantee is provided through the recently established Intreo 'one-stop-shop' model. This model was designed to provide integrated public employment and benefit services for all unemployed people (National Reform Programme, 2015). In line with Youth Guarantee, youth aged 18-25 receive Intreo services faster than other participants. Detailed Intreo model for youth description is provided in the figure below.

There is a number of different measures provided under Pathway to work for young people in accordance to Youth Guarantee, however, most of them are aimed at fast integration into labour market. For those who do not find employment, most provided offers are in further education or training (Government of Ireland, 2015). Irish Youth Guarantee webpage contains a list with detailed descriptions of available measures under Youth Guarantee. It includes programme assisting to get a traineeship ('First Steps') for youth aged 18-24 with little or no work experience for 6-9 months. There also is a possibility to get support for employment abroad ('new experience European programme') for youth aged 18-24 and registered with Irish PES for at least 3 months. It provides three funded options: to get sponsored 12 month placement in other European country, to participate in programme helping other jobseekers find employment in Europe or to do apprenticeship in Germany. Demand for youth is incentivized through 'job plus youth' programme providing cash payments for companies employing youth under 25 years old and registered with Irish PES for over 4 months. There

are also measures promoting youth entrepreneurship ('back to work allowance programme'), providing with temporary employment opportunities (Tus, Gateway, Community Employment) and education or on-the-job training opportunities (Momentum).

Figure 3. Intreo model for youth in Ireland



Source: created by author based on YGIP of Ireland (Government of Ireland, 2014)

Irish national youth guarantee scheme is not fully in compliance with Council Recommendation because the target group does not include youth not registered with PES. Therefore the level of compliance is medium.

4.3. Analysis of the Youth Guarantee scheme development in Italy

Italian government priorities and agenda prior to the Council recommendation regarding Youth Guarantee

Italian government has addressed regional disparities of youth employment in 2011 NRP through measures aiming to improve education and training systems (2011 NRP of Italy). In 2011 Italian

government was working on the “Action plan for employability of young people through the integration of training and labour – Italy 2020” launched in 2010 (2011 NRP of Italy). This plan aimed to improve the match between professional skills of youth and requirements of labour markets through reforms in education and training systems and apprenticeship contracts (2011 NRP of Italy). Particular attention was provided to southern part of the country to reduce regional disparities. Most planned measures aimed to improve skills and promote entrepreneurship: re-employment bonus, apprenticeships for 15-18 age group to ensure compulsory school attendance, training, support for self-made entrepreneurs, third-level apprenticeships, monitoring youth skills system, establishment of special technology schools, school and university placement services, opening of 21 centres for business start-ups at universities (2011 NRP of Italy). In the CSR 2011 for Italy Council has also noted the problem of youth unemployment level disparities between the regions, but did not recommend specific measures to address it (2011 CSR for Italy).

During 2012-2012 period Italian government enhanced apprenticeship system and further committed to address youth unemployment through labour market reform. In order to increase youth employment, Italian government enhanced apprenticeship contracts (exemption for social contributions) and passed consolidated act on apprenticeship (reform of existing apprenticeship regulations) (2012 NRP of Italy). In 2012 Italian government was about to adopt a labour market reform. According to 2012 NRP of Italy, high youth unemployment was one of the main reasons of launching this reform (2012 NRP of Italy). It was planned to address youth unemployment by creating better conditions for youth to start business and facilitating such active labour market policies as vocational training. In 2012 Italy, as country with high youth unemployment rate, received help from “joint action team on youth unemployment” in order to use EU funding more efficiently (2012 NRP of Italy). It advised to encourage youth entrepreneurship by establishing new legal form of business, extend tax rebate for companies hiring youth in Southern Italy, improve access to information about university programmes and simplify conditions to acquire profession (2012 NRP of Italy). These actions were included in the 2012 NRP of Italy. Other planned measures aimed to increase labour flexibility, incentivise use of apprenticeships, extend coverage of social insurance for youth and create more active labour market policies. In 2012 CSR for Italy Council emphasized the increasing problem of youth unemployment and stressed the need for additional measures to promote apprenticeships (2012 CSR for Italy, 2012). It included one recommendation solely addressing youth employment situation and suggested measures facilitating transition to work, entrepreneurship and reduction of education drop out. In addition, it recommended encouraging hiring youth and creating nation-wide recognition of skills system. Thus, during 2011-2012 period Italian government has only improved apprenticeship system, but as advised by EU institutions, has planned ambitious changes in the employment system including increased use of active labour market policies.

During 2012-2013 period Italian government has prioritised improvement of education and vocational training systems in order to decrease youth unemployment. It was reported in the 2013 NRP of Italy that government has implemented a number of measures strengthening and promoting apprenticeship system (introduced apprenticeship contract, in collaboration with main stakeholders launched a tool aimed to ensure symmetry of apprenticeship system in all regions, adopted minimum apprenticeship standards applicable for all regions and set up a portal to increase public awareness). In order to increase demand for apprentices, government has offered higher social contributions for elder workers shifting to part-time work and thus creating employment places for apprentices. In addition, Italian government has launched a number of funding programmes aimed to incentivise companies to hire youth and make their employment more stable (concessional loans, grants for companies turning fixed contracts into open ended contracts, tax contributions for hiring highly-skilled youth). A number of measures were also aiming to promote youth participation in education (strengthened vocational training institutions, funded programmes reducing drop-out rates, established portal providing information about higher education and established local networks for cooperation of education, training and employment institutions). Youth entrepreneurship was also promoted by adopting new regulations governing innovative start-ups.

The information provided in 2011-2013 NRPs of Italy shows that youth unemployment problem was on the government's agenda before Council recommendation on Youth Guarantee was adopted. However, Italian government has focused on measures improving education and vocational training systems and raising demand for young employees. A law establishing similar scheme to Youth Guarantee was already adopted in 2000. However, it was not operational and only applicable to youth registered with Italian PES. Furthermore, Italian government did not aim to reform PES which would be essential to implement Youth Guarantee. Thus, Council Recommendation alignment with government agenda was low.

Impact of the Council Recommendation regarding the Youth Guarantee

Measures of Italian Government during 2013-2014 period can be classified as deep impact. Italian national reform programme of 2013 mentioned youth unemployment as a problem, but did not include Youth Guarantee implementation as a measure (2013 NRP of Italy). Actions to decrease youth unemployment were also listed only as a response to previous the Council recommendations. CSR for Italy in 2013 included recommendation to implement Youth Guarantee:

„Take further action to foster labour- market participation, especially of women and young people, for example through a Youth Guarantee (Council of the European Union, 2013, p. 46) “.

During the period 2013-2014 Italian Government has implemented two legal and four non-legal measures (2014 NRP of Italy). Both legal measures can be classified as preparatory measures. First

measure was the legal act establishing a ‘mission office’ responsible for planning and implementing measures regarding establishment of Youth Guarantee. Second measure was adoption of National plan for the implementation of the Youth Guarantee, which has set the actions to be taken for the implementation of the Youth Guarantee. Non legal measures included establishment of passive and active labour market policy database, launch of technological platform (www.garanzigiovani.gov.it) providing information and possibility to register for Youth Guarantee, strengthened monitoring of firm-level contracts to reinforce transparency and launch of programme providing concessional loans for business investment.

Measures of Italian Government during 2014-2015 period can be classified as shallow impact. 2014 NRP of Italy included implementation of Italian YGIP. Council has also included recommendation regarding implementation of Youth Guarantee focusing on apprenticeships:

„Provide adequate services across the country to non-registered young people and ensure stronger private sector commitment to offering quality apprenticeships and traineeships by the end of 2014, in line with the objectives of a Youth Guarantee (2014 CSR for Italy, p. 62).”

During the period 2014-2015 Italian Government has implemented four legal measures and one non-legal measure (2015 NRP of Italy). All legal measures can be classified as parametric reforms. First, an amendment was adopted allowing more favourable use of newly established Youth Employment Initiative National Operation Programme providing financial incentives for business to employ youth. Second, a decree has been passed modifying legislation of two contracts relating to youth employment – fixed-term contracts and apprenticeship contracts. These acts made labour law more flexible. The main changes were elimination of the justification clause which required justification when fixed-term contracts were created for longer than 12 month period and enabled to extent fixed-term period for up to 36 months. Vocational training regulation was previously criticised for being uncertain and thus unattractive to employers. Therefore an amendment simplified regulations regarding vocational training making the employers’ obligations more clear. In addition, constrains regarding the number of persons employers can hire under apprenticeship contracts have been relaxed. Fourth amendment established financial support for take up of apprenticeship, traineeship or internship which can be provided to either employer or the youth person. The one non-legal measure established financing to companies creating employment places for youth - small and medium companies could get funding for projects employing youth.

Table 5. Measures in response the Council recommendation regarding Youth Guarantee in Italy

Magnitude of activity	Activities in 2013-2014	Activities in 2014-2015
Lip service	none	none
Preparatory measures	1) establishment of “mission office” 2) Adoption of the EU the national plan for the implementation of	none

	the ‘Youth Guarantee’	
Parametric reform	none	<ol style="list-style-type: none"> 1) Amendment enabling accumulation of financial incentives for business to employ youth with other supports 2) Amendment of laws regulating fixed term and apprenticeship contracts 3) Amendment of vocational training legislation 4) Establishment of financial support for take up of apprenticeships, traineeships or internships
Instrumental reform	none	none
Non-legal action	<ol style="list-style-type: none"> 1) set up of a database of active and passive labour market policies providing information on job-seekers and on labour demand 2) Launch of a technological platform, whose main elements are: the information website (www.garanziagiovani.gov.it) and the service portal ‘Cliclavoro’ (www.cliclavoro.gov.it). 3) Strengthening the monitoring of Firm-level contracts through mandatory registration with the local employment offices to reinforce transparency in the labour market. 4) Launch of concessional loans for business investment 	<ol style="list-style-type: none"> 1) Establishment of measure providing financing for SMES creating employment places for young people

Source: created by the author using Italian NRPs

Italian Youth Guarantee scheme

Even though Italian 2014 and 2015 NRPs have reported on a number of actions, they were insufficient to create a functioning Youth Guarantee in Italy. The only measure available for youth in 2014 November was the Youth Guarantee website and its accompanying database listing employment and training opportunities.

Timeframe

Despite commitment to 4 months of Italian YGIP, the actual time during which Youth Guarantee is provided is unclear. Italian YGIP established that the four month period within which youth is guaranteed to receive an offer starts from the enrolment in the programme (Italian YGIP, 2013). However, Italian Youth Guarantee webpage notes that four month period is starting only after signing the “service pact” (Garanzia giovani, 2014). There is no time limit between the first contact with the registered person and the first interview during which the service pact is signed. Thus, the time from registration to the receipt of the offer is indeterminate. In addition, Ministry of labour and social affairs website specifies a different timeframe according to which the count of four months is started after

“service pact” with the participant ends, implying the end of ones participation in Youth Guarantee (Tiraboschi, 2014). In such case the period during which a young person is guaranteed an offer in Italy is longer than the recommendation of the Council.

Target group

Youth Guarantee in Italy is provided not for all youth. Youth Guarantee is available for youth living in regions with youth unemployment rate exceeding 25 percent (18 out of 20 regions). Youth aged 15-29 are eligible for Youth Guarantee, but priority is given to youth aged 15-24. In addition, it is necessary to enrol in the programme in order to use Youth Guarantee.

To benefit from Youth Guarantee in Italy it is necessary to be enrolled in the programme. The four month period during which a young person is supposed to get “a quality offer” in Italy is thus calculated from the aforementioned enrolment date. (Italian YGIP, 2013). Furthermore, Italy has only committed to introduce the Youth Guarantee not for all youth but only in regions where youth unemployment is higher than 25percent (3 out of 21 regions). Italian YGIP notes that expansion into other regions is contingent on the EU Structural Funds. Initially Youth Guarantee will only focus on 14-24 year old youth and inclusion of 15-29 will be assessed only after launch of the plan.

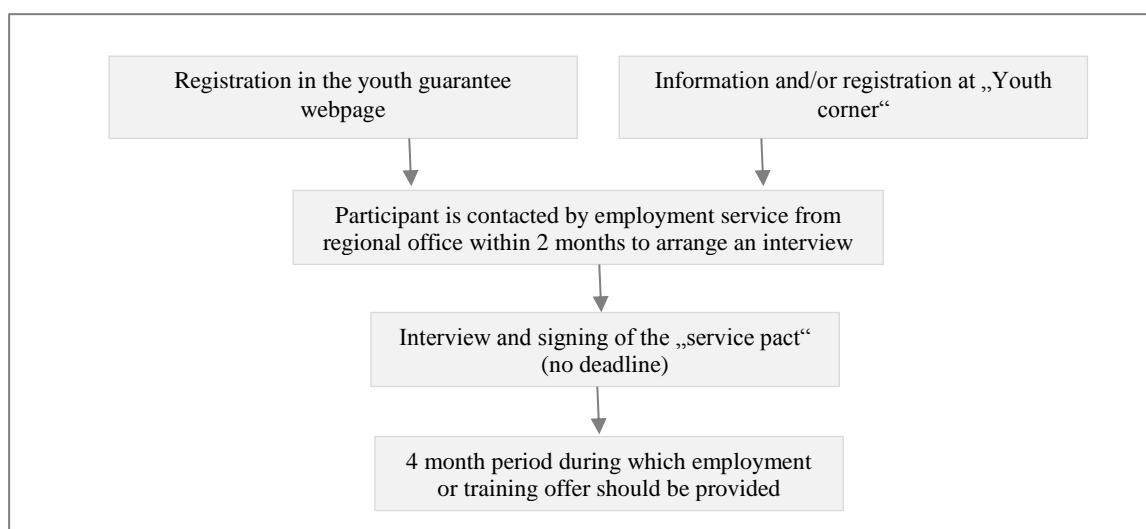
Services

Services are assigned individually based on the “service pact” (Italian YGIP, 2013). According to Italian YGIP “service pact” is supposed to encompass active labour market policy measures providing job inclusion and/or return into education or training system. More personal guidance and skills assessment are only provided as second-level services available upon arbitrary decision of the service provider (circumstances not defined) (Italian YGIP, 2013). In Italy regional authorities are in charge of training and employment policies thus each region has its own different labour market, with different rules, institutions and administrative capacity (Pastore, 2015). Therefore, availability of services under Youth Guarantee is determined by each region separately and thus Youth Guarantee services differ across country.

Central government has provided a general Youth Guarantee scheme and list of services which are in line with the Youth Guarantee. The scheme defines how Youth Guarantee is supposed to be provided for youth and it should be same in all regions. Detailed Italian Youth Guarantee scheme is provided in the figure below (see Figure 4. Current Youth Guarantee scheme in Italy). Government list of possible measures include job proposals, apprenticeship contract, traineeship, return to education, civil service and services supporting business creation, international mobility. However, as noted before, it is up to region to decide which services will be available for youth. In 2015 Youth Guarantee was fully operational in several regions, but its application process is not completed in any of the regions. All

regions have formally approved their local implementation plans as of 2015 February 5th. Three regions (Calabria, Marche and Molise) have not yet issued calls for registration with Youth Guarantee for youth. In addition, an agency which was in charge of Youth Guarantee implementation (*Struttura di Missione*) was dismissed in 2014 December. According to Tiraboschi, due to lack of central coordinating body partnerships with social partners, services sector, youth organizations and industry, which are necessary for the implementation of Youth Guarantee, have not yet been effectively implemented.

Figure 4. Current Youth Guarantee scheme in Italy



Source: created by author based on information from Italian YGIP (Government of Italy, 2013) and Italian Youth Guarantee webpage (Ministero del Lavoro e delle Politiche Sociali, 2014)

Italian national Youth Guarantee scheme thus has low compliance with the guidelines in the Council Recommendation regarding Youth Guarantee. Youth Guarantee is not available in all regions and the available services are so far limited to registration with PES in a number of regions. Furthermore, time period for providing the guarantee is also unclear and potentially longer in several regions that recommended by the Council.

4.4. Analysis of the Youth Guarantee scheme development in in Sweden

Swedish government priorities and agenda prior to the Council recommendation regarding Youth Guarantee Sweden was among the few countries which already has Youth Guarantee implemented before the Council recommendation and it was used as an exemplary case. Sweden has introduced first Youth Guarantee (‘job guarantee for young people’) aiming to reduce the time youth spend in unemployment and inactivity already in 1984 and revised it in 2007 (Eurofound, 2012). According to the evaluation by the Institute for Labour Market Policy Evaluation Swedish Youth Guarantee scheme was successful, but its efficiency decreased during crisis due to increased demand for the services

(2012). It was also criticized for not providing long-term solutions as it did not make structural changes like improvement of skills or qualifications. Thus already from 2011 Sweden was working on improving its Youth Guarantee.

In 2011 NRP youth was identified a group having relatively weak position in the labour market and included measures to raise participation in Youth Guarantee and to increase education level. Weak education system resulting in drop-outs and recent crisis were identified as the main reasons for high youth unemployment (2011 NRP of Sweden). Full employment was Swedish government top priority, thus it was actively involved in providing services for people to get employed. The focus was on young people who have not completed secondary education as they face higher risk of exclusion. Thus, a number of measures were adopted to improve folk high school education (for people without school-leaving certificate). Higher study grant in municipal adult education system were also planned for unemployed without high-school certificate. To increase attractiveness of Swedish Youth Guarantee, it was modified to allow temporary work while still participating in Youth Guarantee. 2011 CSR have also noted that young people have weak position in labour market compared to EU average (2011 CSR for Sweden). Council recommended monitoring and improving their position by continuing measures which government has already started.

In 2012 NRP Government of Sweden has noted that it shares the opinion of the Council expressed in its 2011 CSR for Sweden. During 2011-2012, as it was recommended, Swedish government aimed its policies at continuous monitoring and improvement of the position of youth in the labour market. It noted that there was no need to make changes in labour law as it provides good foundations for labour market to function well, but what is necessary is to improve certain aspects of it which might make it more difficult for youth to enter employment (2012 NPR of Sweden). Swedish government has planned to further increase quality of Youth Guarantee and strengthen the 'work first' principle. Therefore, government has risen the funding for PES to increase number of programme officers which are working with the Swedish Youth Guarantee and made conditions more favourable for youth unemployed over 12 months (2012 NPR of Sweden). Swedish government aimed to improve youth employability by increasing the number of places available in vocational education and made inquiry to create a new form of employment with educational content for youth ('apprentice probation employment'). Government has also planned to reduce VAT for restaurant and catering services which has a large proportion of young employees. This measure was criticized in 2012 CSR as Council doubted the effectiveness of VAT reduction (CSR for Sweden, 2012). Council has also noted that despite measures youth unemployment rate remained high and criticized relevant and called for more comprehensive way in tackling youth unemployment.

During 2012-2013 period, Swedish government has further implemented measures improving quality of Youth Guarantee particularly for long-term unemployed youth. Swedish governments in its 2013

NRP said that Council recommendations were in complete alignment with their priorities and policies which aim to increase youth employment (2013 NPR of Sweden). 2013 NRP reported that most youth having longer periods of unemployment is either with incomplete education or with non-European origin. Based on this data Swedish government has increased the number of available education and training places. During 2012-2013 period government has also increased the size of subsidies for enrolled youth, loosened requirements to get relocation grants and ordered an investigation to find how youth NEET can be assisted.

Sweden already had similar scheme to Youth Guarantee established and operational before Council recommendation on Youth Guarantee was launched. It has also aimed to improve it further shorten the waiting period and improve quality of services. Thus, alignment of Council Recommendation regarding Youth Guarantee with government's agenda with was high.

Youth Guarantee implementation process

Measures implemented by Swedish government during 2013-2014 period can be categorised as shallow impact. 2013 NRP of Sweden included measures specifically aiming to increase the quality of job guarantee for young people (Swedish Youth Guarantee). 2013 CSR for Sweden has also included recommendations regarding implementation of Youth Guarantee:

“Reinforce efforts to improve the labour-market integration of low-skilled young people and people with a migrant background by stronger and better targeted measures to improve their employability and the labour demand for these groups. Step up efforts to facilitate the transition from school to work, including via a wider use of work-based learning, apprenticeships and other forms of contracts combining employment and education. Complete the Youth Guarantee to better cover young people not in education or training. Complete and draw conclusions from the review of the effectiveness of the current reduced VAT rate for restaurants and catering services in support of job creation. (CSR for Sweden, p. 88)”

During 2013-2014 period Swedish government has implemented three legal measures and six non-legal measures. Preparatory legal measure was a proposal submitted to the Riksdag for a Government Bill to establish a new form of employment. This bill aims to facilitate youth employment particularly of upper secondary apprentices who would be able to get employed while still in education. Other legal measures were parametric reforms. First measure was a Bill “More focused reduction of social security contributions for the youngest” (Govt. Bill 2013/14:116) amending social security contribution system. It lowered social security contributions for youth below 23 years old and over 25 years old. It is expected that this measure will lead to increased employment in the long term. Second parametric measure was an amendment to the Education act introducing responsibility for municipalities to offer youth, who is not obliged to attend school, appropriate individual measures

motivating to participate in education system. Municipalities are thus obliged to keep register of this youth and keep record of the interactions with them. Non-legal measures include allocation of funds to intensify cooperation between relevant agencies and increase take up of apprenticeship training, launch of special funds for school authorities to increase quality in workplace based learning, introduction of compensation for expenses of apprentices, allocation of additional resources to Public Employment Service for grants to youth resuming their studies, introduction of financial support to employers employing youth under vocational introduction agreements and allocation of funds to develop structure learning at work places and increase awareness about vocational introduction agreements.

Impact of the Council Recommendation regarding the Youth Guarantee

Measures implemented by Swedish government during 2014-2015 period can be categorised as shallow impact. 2014 NRP of Sweden included measures regarding implementation of Youth Guarantee. 2014 CSR for Sweden, however, did not explicitly mention Youth Guarantee but recommended measures necessary for its further improvement:

During 2013-2014 period Swedish government has implemented three legal measures and six non-legal measures:

“Take appropriate measures to improve basic skills and facilitate the transition from education to the labour market, including through a wider use of work-based training and apprenticeships. Reinforce efforts to target labour market and education measures more effectively towards low-educated young people and people with a migrant background. Increase early intervention and outreach to young people who are unregistered with the public services (2014 CSR for Sweden, p. 135)”

First preparatory measure was the start of a dialogue with representations of the municipalities regarding establishment of education contracts and trainee jobs. Education contracts will be provided for youth who have not completed upper secondary education. Trainee jobs will be supported for youth aged 20-24 who is furthest from labour market. Second preparatory measure was government dialogues with municipalities which aimed to establish joint approach to youth unemployment and share of best-practices. Another preparatory measure was appointment of a delegation which aims to improve impact of labour market policy measures for youth at municipal level and improve cooperation between local and central governments. It will play a significant role in implementing 90 days guarantee.

First implemented parametric reform was government Bill on adult education has been adopted. It aims to adapt education to the individual needs of people with insufficient education or of foreign origin. In addition, it increases focus on mother-tongue study mentorship and vocational guidance. Second parametric reform was amendment of the regulatory framework for the job guarantee for

young people. It creates a possibility for the Swedish Public Employment Service to offer measures immediately after registration with the job guarantee for youth. In addition, job guarantee for youth was expanded by including vocational rehabilitation and strengthened vocational rehabilitation. One more new feature is study motivation course offered at folk high school for up to five months for youth with disabilities. Another significant parametric reform is gradual introduction of 90 day Youth Guarantee. In order to ensure 90 days upper limit on the period of being unemployed or without being offered to participate in education or training, education contracts and trainee jobs were added to the available measures. One more parametric reform was introduction of a task for Swedish Schools Inspectorate to implement quality review of municipalities work relating to municipal responsibility to act adopted in 2014. Swedish Agency for Youth and Civil Society was appointed with a task to make in-depth analyses of situation of youth who are in transition from education to employment.

There were six non-legal measures implemented from 2013. First, funds have been allocated to intensify cooperation between relevant agencies, industry organisations and parties around different forms of learning in working life and young people's transition from education to labour market. Funds have also been allocated to ensure that apprenticeship training is undertaken to a greater extent. Second measure launched an inquiry from the government to review upper secondary vocational education in order to increase its attraction for youth. In addition it will identify ways how responsibility of industries and employers for upper secondary school apprenticeship training development and improve cooperation with them through vocational colleges. Government has also decided to continue to provide higher study grants unemployed youth who resumes their studies and incorporate this measure into education contract. Study-motivating courses at folk high schools were also continued. Likewise, a programme of subsidised employment at Samhall AB for disabled youth is continued.

Table 6. Measures in response the Council recommendation regarding Youth Guarantee in Sweden

Magnitude of activity	Activities in 2013-2014	Activities in 2014-2015
Lip service	none	none
Preparatory measures	1) submission of a Government Bill to the Riksdag proposing a new form of employment;	1) Government has started a dialogue regarding introduction of education contracts and trainee jobs 2) Dialogues between Government and municipalities aimed at taking a joint approach to reduce youth unemployment 3) Appointment of a delegation promoting cooperation between central and local governments to reduce youth unemployment
Parametric reform	1) Adoption of Government bill "More focused reduction of social security contributions for the youngest" (Govt. Bill 2013/14:116) lowering social security contributions for a	1) Adoption of a government Bill on adult education. 2) Amendment of the regulatory framework for the job guarantee for young people

	<p>part of youth.</p> <p>2) Amendment to the Education Act introducing responsibility for municipalities to offer support for youth not obliges to participate in education system</p>	<p>3) Introduction of 90 day Youth Guarantee</p> <p>4) Introduction of a task for Swedish Schools Inspectorate to implement quality review of municipalities work relating to municipal responsibility to act</p> <p>5) Introduction of a task for Swedish Agency for Youth and Civil to make in-depth analyses of situation of youth who are in transition from education to employment.</p>
Instrumental reform	none	none
Non-legal action	<p>1) allocation of funds to intensify cooperation between relevant agencies and increase take up of apprenticeship training</p> <p>2) Launch of special incentive funds for school authorities to further develop quality in workplace-based learning and provide upper secondary apprenticeship training programmes.</p> <p>3) Introduction of compensation for apprentices to meet any additional expenses arising when the apprentices are at the workplace.</p> <p>4) Allocation of additional resources to provide grants for young people who resume their upper secondary school studies.</p> <p>5) Launch of financial support to employers to stimulate employment of young people on the basis of vocational introduction agreements</p> <p>6) Allocation of special funds to support the development of learning at workplaces and to spread knowledge about and promote the use of vocational introduction agreements.</p>	<p>1) Allocation of funds to intensify cooperation between relevant actors involved in improving youth transition from education to labour market</p> <p>2) Allocation of funds to promote apprenticeship training</p> <p>3) Launch of inquiry to review upper secondary vocational education with the aim to increase its attraction to youth</p> <p>4) Extension of policy to provide higher study grants for unemployed youth who resumes their studies</p> <p>5) Continued implementation of measure providing study-motivating courses at folk high schools.</p> <p>6) Continued subsidised employment for disabled youth to find work.</p>

Source: created by the author using Swedish NRPs

Swedish Youth Guarantee scheme

Sweden already has a Youth Guarantee established since 2007 but through Youth Employment Initiative Swedish Government aims to improve its quality and increase variety of offered services. Main measures aim to ensure that all young people would get offers best suiting their individual needs and to increase the proportion of work-based activities among Youth Guarantee services (YGIP of Sweden). Eurofound report s noted that the new Swedish Youth Guarantee should reduce waiting time, focus on improving skills and providing training rather than only finding any job placement (Eurofound, 2012).

Target group

Swedish guarantee is available for young people aged 16–24 who have been unemployed and registered with the Swedish Public Employment Service for at least three months over a four-month period.

Timeframe

Swedish Youth Guarantee aims to help youth get back to employment as soon as possible. Youth used to be only eligible for Youth Guarantee after at least three months of unemployment. However, a recently introduced update will guarantee an offer within 90 days after registration (ref.). It will be gradually introduced from 2015 and thus will offer even shorter period that recommended by the Council.

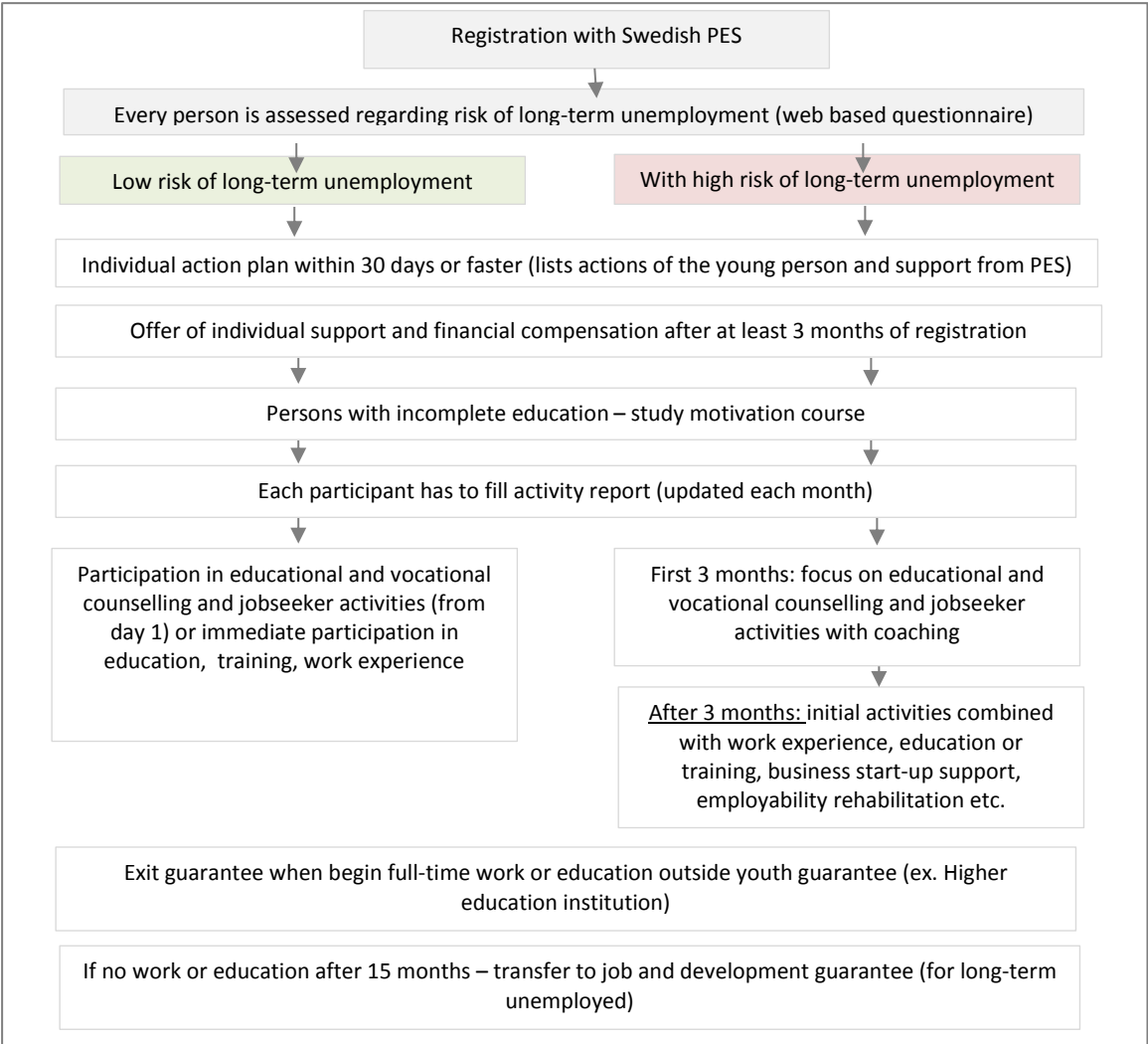
Services provided

Swedish Youth Guarantee is primarily focused on support for job search and early activation (YGIP of Sweden). It aims to prevent youth from falling into long-term unemployment. Assistance is differentiated according to the risk of falling into long-term unemployment. It is also based on individual needs. Youth with high risk can use early activation measures from the day of registration. Such measures include assistance to find job, study motivation courses, opportunities to gain education or work experience. Every participant of job guarantee gets an individual plan listing actions to be taken (e.g. agreement to contact a number of employers, a CV update, activities the jobseeker is to take part in, etc.). Every participant of Youth Guarantee receives an allowance and in return has to complete the agreed actions and accept an offer which is provided by the PES. The length of enrolment in Swedish Youth Guarantee is limited to 15 months. Afterwards, a person still NEET is transferred to jobs and development guarantee (measure for all long-term unemployed). Thus, Swedish Youth Guarantee is aimed to prevent long-term unemployment. This is rather different from some other countries where Youth Guarantee is a primary tool to help long-term unemployed youth. However, those countries usually have much higher number of long-term unemployed youth whereas in Sweden the primary problem is temporary unemployed youth. The detailed Swedish Youth Guarantee scheme is provided in the figure below (see Figure 5).

Most measures under Youth Guarantee aim to increase demand for employing unemployed youth. Employers can get wage subsidies and/or financial compensations for employing youth on vocational introduction contracts, employing long-term unemployed youth, newly arrived immigrants and youth with disabilities. Government is especially aiming to increase popularity of vocational introduction contracts providing trainee jobs combining work with training. They lacked popularity due to absence of tradition of doing apprenticeships and employers motivation to spend time on providing training (YGIP of Sweden, 2014). Thus they are fully subsidized for one year. Social security contribution for youth due for employers has also been reduced. Youth is also encouraged to complete their education.

Education contract, which is an important part of the new 90 day guarantee, will encourage youth to become employable by acquiring upper secondary education. Youth up to 24 years also can also get higher education grant to complete education. Relocation grants are also available to encourage youth to change living place in case they can get employed. Immigrant youth are offered additional help in search of work, get financial benefit and participation in civic orientation activities. They can participate in motivation courses, get higher study grants and participate in municipal adult education courses.

Figure 5. Youth Guarantee scheme in Sweden³.



Source: created by author based on information from

Swedish national Youth Guarantee Scheme is in full compliance with the requirements of the Council Recommendation regarding Youth Guarantee. It will even exceed the requirements once the timeframe will be shortened to 3 months.

³ Time In this scheme is based on the arrangement before the launch of 90 days guarantee as its detailed description is not yet available.

4.5. Analysis of the Youth Guarantee scheme development in in France

French government priorities and agenda prior to the Council recommendation regarding Youth Guarantee

In 2011 NRP French government has included measures to tackle youth unemployment through increase in the use of work-study schemes (Government of France, 2011). Government aimed to improve youth first-time employment prospects. Youth was identified among the most vulnerable categories of the workforce. Efforts were focused on the unskilled youth and youth without any qualifications. Particularly on their transition from the education to employment was perceived as the weak point. French government thus planned to increase the use of work study schemes - apprenticeship contracts and the *contrat de professionalization* (professional training contract). Measures were aimed at incentivising business to use work study schemes (tax incentives and exemptions from social security contributions) and increase interest of youth by aligning the status of apprentices with students of higher education (same access to housing, transport and leisure activities). Government has also extended the use of *contrat d'autonomie* as it delivered positive results from its established in 2008. Youth in eleven departments with high youth employment problems, could use *contrat d'autonomie* providing guidance, trainings to acquire qualification or become an entrepreneur for six months. It was also planned to adopt a national cross-industry agreement, which would include practical measures (regarding housing, transport, career guidance and internships) aimed at increasing access to labour market for young people. 2011 CSR for France addressed the problem of strict labour law which results in large number of youth working on temporary contracts and thus being exposed to higher uncertainties and risks (2011 CSR for France). Council has recommended increasing the use of active labour market policies and improving PES but did not include any measures specifically targeting youth.

During the 2011-2012 period French government has focused on improving skills of young people with no vocational skills or educational attainments (2012 NRP of France). As planned, it has continued implementation of work-study schemes: training/work experience contracts, apprenticeship contracts and job-training contracts. It has simplified the arrangements to make them more attractive for companies, introduced new subsidies and also adopted measures facilitating company-employee interaction. The cross-industry agreement supporting youth access to employment was also signed. An exemption from employers' contributions on the wages of youth under 26 years of age was introduced for small business hiring young people. During this period French government has also introduced new tools increasing use of flexicurity measures in French employment system that is organizing return to workforce through retraining or entrepreneurship. French government has planned to further increase the number of young people signing these contracts during the next year. In the 2012 CSR for France, Council has stressed the need to further improve participation in apprenticeship schemes in

order to increase the match between skills and the market needs (2012 CSR for France). Thus, Council recommended improving apprenticeship schemes and their availability. It has also recommended increasing use of active labour market policies and improving efficiency of PES.

In 2012 French government has declared combating youth unemployment as the priority for the next five years. During 2012-2013 government has increased the number of available apprenticeship contracts for youth. It has also introduced several new measures. ‘Jobs of the future (*emplois d’avenir*)’ provided employment opportunities for youth aged 16 to 25 years who dropped out of education. ‘Generation contracts’ (*contrat de generation*) are aimed to increase employment of both youth and old-age people by providing conditional monetary assistance. French government upon recommendation of an ad-hoc group has launched a new measure in February 2013. It was similar to the Youth Guarantee recommended by the Council later in the year (French YGIP, 2013). It was called ‘*Garantie jeunes*’. Later on, in response to the Council recommendation regarding Youth Guarantee, French government has launched a measure called ‘*Garantie pour la Jeunesse*’ which included the former measure ‘*Garantie jeunes*’. Here the ‘*Garantie pour la Jeunesse*’ will be referred to as the French Youth Guarantee. ‘*Garantie jeunes*’ measure targeted young NEET people aged between 18 and 25 who have very low resources and don’t live with parents. Youth from this group previously were not able to address Local Missions (*Missions Locales*: Local PES) and could not receive minimum income support (RSA – *revenue de solidarite active*). Thus, this was the most vulnerable group from the whole youth population who were later included in the French Youth Guarantee. French government planned to launch it in 10 districts as a pilot programme in September 2013 and attract 100 000 young people to participate in this measure.

During the 2011-2013 period, decreasing youth unemployment was among priorities of French government. It has also introduced a measure similar to Youth Guarantee which has later become part of French Youth Guarantee scheme. Thus, the alignment of Council recommendation regarding Youth Guarantee with government’s agenda was high.

Impact of the Council Recommendation regarding the Youth Guarantee

France has submitted its Youth Guarantee Implementation plan to the European Commission on 22 December 2013.

Actions of French government to implement the Youth Guarantee during 2013-2014 period can be classified as shallow impact. 2013 NRP of France included implementation of Youth Guarantee among planned measures (2013 NRP of France). 2013 CSR for France has particularly recommended implementing Youth Guarantee as measure to improve transition from school to work:

“Take further measures to improve the transition from school to work through, for example, a Youth Guarantee and promotion of apprenticeship (2013 CSR for France)”.

During this period Government of France has implemented three legal measures and three non-legal measures. All legal measures were parametric reforms. Youth Guarantee implementation plan was launched as an amendment to National Plan to decrease poverty and increase social inclusion. In 2013 Youth Guarantee was launched in ten territories as a pilot measure. An amendment to the law regarding vocational training, employment and social democracy created a new method for allocating taxes regarding apprenticeships increasing allocations to Apprentice training centres. This amendment has also increased security of the apprentice status providing with possibilities to get bank loans. An amendment of the Higher education and research law has introduced trainings and internships among minimum requirements in higher education programmes. Non-legal measures included implementation of 'future jobs' programme, establishment of committee steering implementation of the Youth Guarantee plan and establishment of pilot regional orientation service. Establishment of the committee steering implementation of the Youth Guarantee helped to increase participation of relevant actors and created the schedule of its implementation. Several working groups have also started work regarding implementation of projects included in the plan.

Actions of French government to implement the Youth Guarantee during 2014-2015 period can also be classified as shallow impact. 2014 NRP has included French government commitment to continue implementation of the Youth Guarantee (2014 NRP of France). In the 2014 CSR Council has mentioned the importance of solving youth unemployment problem, but recommendations did not refer to the implementation of Youth Guarantee (2014 CSR for France). During 2014-2015 period French government has implemented 3 legal measures and two non-legal measures. Two legal measures were preparatory. First measures established the Plan to stimulate apprenticeships. It aims to make apprenticeships more attractive for youth by providing more social securities for apprentices and increasing recognition of skills gained during apprenticeships. In addition, it aims to establish apprenticeships in the public sector. Second preparatory measure was establishment of the plan to reduce school dropouts. This measure is aimed to decrease the number of youth who exit education system before graduating and thus reduce the number of potential NEETs. Third legal measure was parametric reform establishing an agreement regarding outreach to NEET who are not registered at public employment services between Job Centre, local missions and the State. Its aim is to connect different information systems of the main institutions to acquire information about youth which should be addressed by outreach measures. Non-legal measures included increase of Job Centre support for youth under 26 (or under 30 in priority neighbourhoods) by establishing 740 positions of counsellors for youth in all regions. Second non-legal measure was expansion of the Youth Guarantee to 61 territories. After successful implementation of the pilot Youth Guarantee schemes in 10 territories, French government has decided to introduce it in other 51 territories.

Table 7. Measures in response the Council recommendation regarding Youth Guarantee in France

Magnitude of activity	Activities in 2013-2014	Activities in 2014-2015
Lip service	none	none
Preparatory measures	none	<ol style="list-style-type: none"> 1) Establishment of the plan to stimulate apprenticeships 2) Establishment of the plan to reduce school dropouts
Parametric reform	<ol style="list-style-type: none"> 1) Youth Guarantee was launched as a part of National Plan to decrease poverty and increase social inclusion. 2) An amendment to the law regarding vocational training, employment and social democracy improving apprenticeship financing and status of apprentice. 3) An amendment of the Higher education and research law including trainings and internships among minimum requirements. 	<ol style="list-style-type: none"> 1) Signing of the agreement regarding outreach to NEET who are not registered at public employment services between Job Centre, local missions and the State.
Instrumental reform	none	none
Non-legal action	<ol style="list-style-type: none"> 1) Continued implementation of 'Future jobs' (l'emplois d'avenir) programme. 2) Establishment of committee steering implementation of the Youth Guarantee plan. 3) Establishment of pilot regional orientation service, providing information regarding Trainings and professional integration. 	<ol style="list-style-type: none"> 1) Increasing Job Centre support for youth up to 26 years old who is at high risk of long-term unemployment or far from labour market by establishing 740 counsellors for youth positions in all regions. 2) Expansion of Youth Guarantee to 61 new territories.

Source: created by the author using FrenchNRPs

French Youth Guarantee scheme

Target group

Target group of French Youth Guarantee is more limited than what is recommended by the Council. Youth to be eligible for French Youth Guarantee has to be NEET and early school leavers. Also, it is provided only for youth aged 18-25, thus the younger youth is excluded. In addition, Guarantee is provided not for all youth but only in several regions. Thus Youth Guarantee is not available for all targets in France group as provided in the Council recommendation. One of the main measures of French Youth Guarantee *Garantie Jeunes* is also not available for all youth. There is a limited number of places thus, the multi-actor committee decides which young people are eligible provided they fulfil the eligibility requirements.

Timeframe

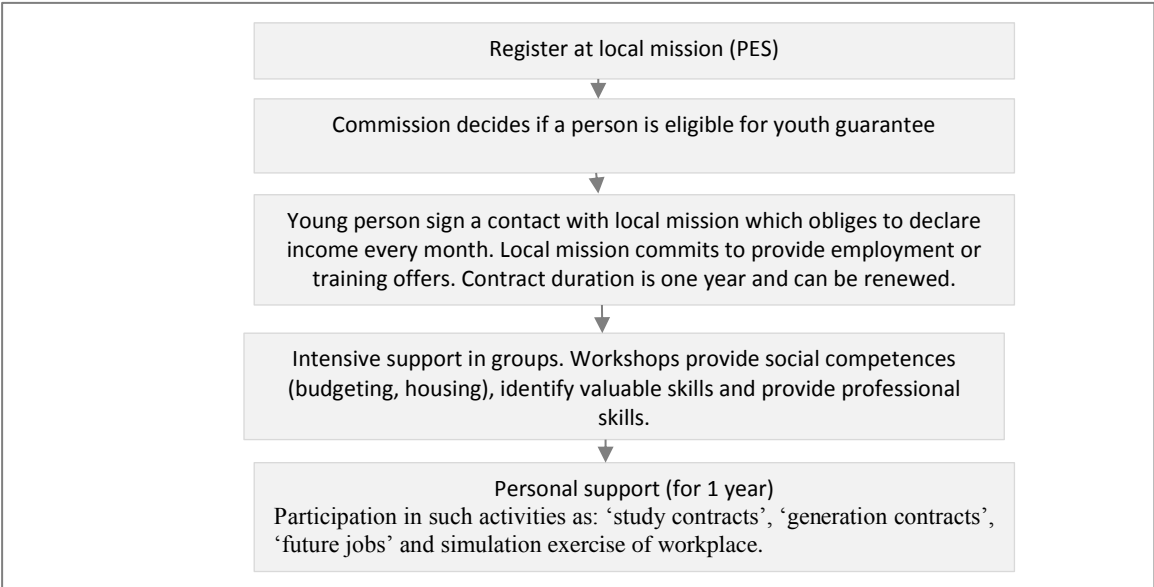
Even though French YGIP specifies that an offer by Youth Guarantee is provided during four months from registration, in reality this is not yet established. Currently, an offer provided during four months

is considered any measure from the French Youth Guarantee even though it might not guarantee employment, education or training (Premier Ministre, 2013).

Services provided

French Youth Guarantee in France was introduced in 2013. It is composed of three main goals: to identify NEET youth, to provide individualized support and to encourage integration into labour market through vocational education and work experience. A system has been established for the identification of youth who is not registered with employment services and should be targeted by outreach services. As explained in the system below, each young person participating in Youth Guarantee receives individual counselling in order to find the best suited measures and programmes helping to get employed. Youth participating in Youth Guarantee can use a number of measures. One of the key measures is the future jobs programme, which is targeted to youth aged 16-25 with low or no qualifications to gain first professional experience alongside training. It is available since 2012. It provides financing for a company employing youth under this programme. Local mission offices (‘mission locale’) monitor implementation of the contract and help participants prepare for future. Simulation of employment programme provides a hands-on training in employment place of choice for one month in order to experience how the work is done in reality and provide basic knowledge necessary for the work of interest. Other measures include support for self-employment, various subsidized contracts (e.g. ‘contrats de generation’), apprenticeships, schools for those who dropped out of education system (‘écoles de la deuxième chance’) and civil service positions.

Figure 6. French Youth Guarantee scheme



Source: prepared by the author based on the information provided in the French YGIP.

French national Youth Guarantee Scheme has medium level of compliance with the requirements of the Council Recommendation regarding Youth Guarantee. It is not fully in compliance as the target group in France is more limited and it is provided only in selected regions of the Country.

4.6. Discussion

Analysis has revealed that all five Member States have already implemented at least several legal actions and a number of non-legal actions in response to the Council recommendation regarding the Youth Guarantee. There were no measures classified as lip-service hence all countries in the sample have not only recognized the Youth Guarantee, but have already taken action to implement it. This was particularly encouraged by the EU institutions, which required each Member State to present National YGIP in order to be eligible for available funding. This was not obligatory, but strongly advised for countries not eligible for YEI funding. Consequently, all Member States have adopted YGIPs in line with the deadlines of the European Commission. This suggests that the Council Recommendation had at least minimal level of impact in all Member States.

Analysis has shown that the impact of the Council Recommendation regarding Youth Guarantee was the highest in Sweden as its government has implemented the largest number of measures. Institutional fit in Sweden was the highest, thus it was expected that due to the absence of pressure for changes the impact will be the lowest. However, findings were contrary and Swedish case failed to support the first hypothesis. Due to high institutional fit it was also expected that compliance of the Swedish Youth Guarantee scheme will be the highest. Comparison of the Swedish Youth Guarantee scheme revealed that it was in full compliance with the Council Recommendation and will even exceed the requirements once new measures will become operational. Hence this finding supports the second hypothesis. As noted in the theoretical framework, changes are expected when institutional fit is low and alignment with the Government agenda is high. However, empirical findings question the necessity of institutional misfit to induce changes (Zeitlin, 2009). Findings from the Swedish case suggest that a Member State might decide to implement changes as required by the EU measures even though institutional the fit is already high. The necessary condition, which was satisfied in the Swedish case, was the alignment with the government's priorities. Lopez-Santana has also found that Sweden has also complied with EES even though institutional fit was already high because in order to reflect on the existing policies and further improve them (Lopez-Santana, 2006). Likewise, results of this thesis indicate that Swedish government did not implement any structural reforms because Youth Guarantee was already established, but has implemented measures to further improve it. To sum up, findings from the Swedish case revealed that low institutional fit is not necessary for changes to take place. Due to alignment with the government's agenda countries with already high institutional fit may choose to implement changes to reflect on or further improve their policies.

Lithuania was the second based on the magnitude of the impact of the Council's recommendation and was the only one to implement an instrumental reform. Findings support the first hypothesis because Lithuania had low institutional fit. Based on the second hypothesis it was expected that Lithuanian national Youth Guarantee scheme will have low compliance with the Council recommendation. Analysis revealed that the compliance was medium, thus it was better than expected. However, post-soviet Member States are often criticized for having only a surface integration (de la Porte & Pochet, 2012). Analysis of the Lithuanian policies before the Council Recommendation regarding Youth Guarantee was adopted, revealed that even though increasing the use of ALMPs was included in the NRP every year, actual progress was minimal. This observation suggests that Lithuanian government in the past had a tendency to report higher compliance than it was in reality. Interviews conducted for the counterfactual analysis have also provided information that there is a lack of real progress and compliance is rather superficial. According to interview with representatives of the Lithuanian Youth organizations and Labour Unions, Lithuanian Youth Guarantee mainly includes old measures which were reframed to fit the Council Recommendation (Interviewee B, 2015) (Interviewee C, 2015). Furthermore, the implemented changes are project based and thus only temporary. For these reasons, it might be that even though findings seem to support the first hypothesis, it is actually not the case. Results from the Lithuanian case hence require further analysis to draw conclusions regarding the actual impact on the Lithuanian youth employment policy and compliance with the Council Recommendation.

Findings from the French case failed to support all three hypotheses. France had medium institutional fit, thus it was expected that impact will also be higher than in countries having high institutional fit (Sweden) and lower than in countries having low institutional fit (Italy and Lithuania). However, the magnitude of impact in France did not align with these expectations. Compliance of the French national Youth Guarantee scheme was also not fully in accordance to the expectations of the second hypothesis. Compliance was higher than in countries having low institutional fit (Italy), but lower than in countries with similar medium level of institutional fit (Ireland).

The impact of the Council Recommendation regarding Youth Guarantee was lowest in Ireland. This finding was not in line with the first hypothesis as Ireland had medium level of institutional fit and it was expected that impact will be lower than in countries with low institutional fit but higher than in countries with high institutional fit. Comparison of the Irish national Youth Guarantee Scheme revealed that it had medium level of compliance. It was higher than in countries with low institutional fit therefore this finding supports the second hypothesis. Irish case illustrates that lower impact is not necessarily resulting lower compliance. Ireland was subject to Economic Adjustment Programme, hence it had higher exposure to the impact of EU institutions compared to other countries. As the case analysis revealed, Ireland already had a very similar measure to Youth Guarantee which was established in response to EU recommendations in Economic Adjustment Programme. Therefore, in

order to comply with the Council recommendation regarding Youth Guarantee Ireland only needed to implement minor changes in existing measures. Consequently, institutional fit in Ireland might have actually been higher than assigned from Pastore's classification. Findings then would also support the first hypothesis as higher institutional fit would justify lower impact.

Low institutional fit in Italy did not result in the highest impact. It was expected that high institutional fit would induce higher pressure and consequently the magnitude of changes would be among the highest. However, impact in Italy was the same as in France and similar as in Ireland which both had medium institutional fit. Therefore, Italian case did not support the first hypothesis. Italian Youth Guarantee scheme had significantly lower compliance with the Council Recommendation than all other Member States in the sample. This finding supports the second hypothesis. Even though Italian government has implemented a similar number of changes as other member states it did not reach comparable level of compliance.

Based on the third hypothesis it was expected that both compliance and impact will be higher in those countries where Council Recommendation regarding Youth Guarantee was in line with the government's agenda and priorities. Such countries were Lithuania, Sweden and France. As discussed above, impact in these countries was not significantly higher than in other countries except for Sweden. Findings from Italy are also in line with the third hypothesis as the Council Recommendation regarding Youth Guarantee was not in alignment with Italian government's agenda and this might have been the reason why compliance remained low. Alignment with French government's agenda, however, did not result in higher compliance and impact compared to countries where government's priorities did not align. Irish government did not have similar policies regarding youth unemployment on its agenda, but the compliance was similar or even higher than in some countries that did. Based on the Lithuanian NRPs it seemed that the Council Recommendation was in alignment with government's agenda, but, as noted before, additional finding raise the doubt regarding actual alignment. To sum up, the results do not fully support the third hypothesis.

Findings of the above analysis did not produce significant results in terms of all three hypotheses. Institutional fit has resulted in the level of impact which was expected only in Lithuania and potentially in Ireland. Institutional fit can slightly better explain the level of compliance as results supported the second hypothesis in three countries. Countries which had better alignment of government agenda and priorities did not all had had better compliance and higher impact. However, this factor seems to contribute to the explanation of the policy development in Sweden and in Italy. In conclusion, the analysis did not produce results supporting the expectations. However, several insights, which will be presented in the next chapter, can be useful for future research.

Table 8. Summary of the findings

Member State	Institutional fit	Alignment with government preferences	Impact (total number of measures)	Compliance	H1	H2	H3
Lithuania	low	low	16	medium	S	F	F
Ireland	medium	medium	9	medium	F	S	F
Italy	low	low	11	low	F	S	S
Sweden	high	high	23	high	F	S	S
France	medium	high	11	medium	F	F	F

Source: created by the author (S – findings support the hypothesis; F – findings failed to support the hypothesis). For more detailed comparison see Appendixes A and B.

4.7. Counterfactual analysis: what would have happened in Lithuania if there was no recommendation regarding Youth Guarantee

As noted in the research design, in this section I will conduct a mental exercise hypothesizing what would have happened in Lithuania if Council would not have introduced its recommendation regarding Youth Guarantee.

As illustrated in the 4.1. Section, problem of youth unemployment was already on the agenda of Lithuanian government prior to the introduction of Youth Guarantee and Lithuanian government has implemented measures to decrease it. According to interviewee D, youth unemployment became a government concern due to increasing rate (2015). First, measure was implemented in the year 2010 and has modified the employment law by introducing a special financial support for youth (LR Seimas, 2010). Attention for youth was further induced when youth was identified as a separate target group by EU structural funds (interviewee D). A next significant step in Lithuanian youth employment policy was in 2012 when Prime Minister, in agreement of the President, has created a working group regarding youth unemployment. This group was assigned to create measures improving youth position in labour market. A public consultation with the same objective was also conducted.

Concept of the youth guarantee has, for the first time, reached the Lithuanian government in 2012 (interviewee D). It was not yet created. In 2013 Lithuanian PES has launched a project “trust in yourself” (“Pasitikėk savimi“) funded by the ESF, which according to Interviewee D was inspiration when developing Lithuanian national Youth Guarantee scheme. This project provided services of social rehabilitation and preparation for labour market aimed at increasing youth employment or return to formal education (Darbo Birža, 2013). Target group was youth NEET. Project provided various activities to increase skills and competences. A novelty of this project for the Lithuanian employment system was that non-governmental organizations were also included in its implementation (2013). Therefore, this project shares a number of features with the Youth Guarantee scheme recommended by

the Council. Project was created after, when Lithuanian government already knew about Youth Guarantee, but interviewee did not indicate that it had any impact on this project. Interviewee, however, noted that in case there was no Council Guarantee this project would have provided similar services for youth. But it is necessary to note that it is a temporary project and will end in 2015.

Specialists from Lithuanian PES (interviewee A) have also stressed that, based on the Lithuanian employment law, youth up to 29 years old has been regarded as an important target group receiving additional support already for a several years (2015). To be precise, this was introduced by an amendment in 2010. According to interviewee D this was initiative by Lithuanian government. Specialist of Lithuanian PES has also noted that one of the main Lithuanian YGIP measures – expansion of Youth work centre network, was already started before introduction of Youth Guarantee. Likewise, the scheme of determining how prepared the person is for labour market and assigning individual services, was already introduced for all unemployed in 2012. It is now also used as a part of Youth Guarantee scheme. Thus, it seems that even if there was no recommendation regarding Youth Guarantee, youth would have received additional support and several measures, which are now under YGIP, would have been provided.

Representatives of Lithuanian Youth Organizations Council (interviewee B), were highly critical of changes induced by recommendation of Youth Guarantee (2015). According to them, YGIP was created including the measures which were already present or already created before but lacked financing, thus no new measures were created. Lithuanian Youth Organizations Council has presented its position to Lithuanian government in 2014 criticizing lack of new measures and calling for more changes. However, during the interview they have noted that they did not see any changes introduced in response to their critique. Thus, they conclude that Youth Guarantee had only limited impact by creating financing possibilities for the measures which were already created. They particularly stress that if the already present measures were adequate, there would not be problems of youth unemployment. Thus, these measures are not sufficient to create effective Youth Guarantee. Rather, government has refrained from structural reforms and opted for financing old measures by framing them as a part of YGIP. According to Interviewee B, Council Recommendation had so far only induced reframing of the existing policies to receive the accompanying funding.

According to the representative from Lithuanian labour union (interviewee C), it was not likely that measures from the YGIP would have been introduced if there was no Recommendation regarding Youth Guarantee (2015). However, interviewee C is also criticizing the lack of progress in the implementation of Lithuanian YGIP. According to interviewee C, Lithuanian labour union was actively trying to get involved in the implementation of YGIP and induce higher progress. However, interviewee C notes that they were unsuccessful due to lack of cooperation from the Lithuanian government institutions responsible for implementation of YGIP. Interviewee C notes that Council

recommendation regarding Youth Guarantee, has created a possibility to discuss and call for a number of measures which would not otherwise be considered in Lithuania (ex. apprenticeships, vocational training, and inclusion of social partners in employment policies). However, the impact of the Council Recommendation, apart from the possibility to raise ideas, according to Interviewee C has so far been very limited.

In addition, specialist from Lithuanian Social affairs and Labour Ministry (interviewee D) noted that so far there was limited change in employment policies for youth. Youth Guarantee scheme for youth registered in Lithuanian PES is operating, but the scheme for inactive youth is yet being developed. According to the interviewee D, the reason behind the lack of progress is delayed access to EU financing for the implementation of YGIP. Governments are, however, able to implement measures funding with their own budgets and then they will be reimbursed with the EYI funds. But, Lithuanian government only has assigned limited funds available for YGIP. This indicates that implementation of Lithuanian YGIP is highly dependent of financing from EU. Interviewee D also noted that in order to provide Youth Guarantee several project were about to be launched financed by ESF. However, they are temporary projects meaning that once EU financing will be terminated, Youth Guarantee might be terminated if government does not provide the necessary funding to continue. According to interviewee D, apart from funding for temporary projects, recommendation regarding Youth Guarantee helped to increase government's attention to youth unemployment problem. Lithuanian parliament is not monitoring the measures tackling youth unemployment (Lietuvos Seimas, 2014). President of Lithuania in her annual speeches is also raising attention to the lack of progress regarding youth unemployment problem (Prezidentūra, 2013, 2014, 2015). However, Interviewee D notes that so far there was no impact of Youth Guarantee apart from increased attention and funding for temporary projects. All the other measures introduced in Lithuanian NRP as created in response to the recommendation on Youth Guarantee, according to Interviewee D, would have been implemented in a similar from anyway.

Based on the interviews and additional secondary source analysis, it seems that Council Recommendation had limited impact which was mainly the increased attention to youth problems and higher priority on agenda. The changes, which have already been implemented by the Lithuanian Government, were encouraged by the Council Recommendation (interviewee D). However, non-governmental actors stress that these changes are in fact not as significant in terms of the compliance as it may seem (interviewees B and A). According to them, Lithuanian government has mostly complied with the Council recommendation regarding Youth Guarantee, as much as it was necessary to receive the funding that is provided for its implementation. No structural or long term changes have yet been implemented. Lithuanian Youth Guarantee was created by reframing already existing measures to fit its requirements and receive funding. Thus, if there was no recommendation regarding Youth Guarantee, youth unemployment might have received less attention from Lithuanian

government and financing for several measures, which already existed, would have been lower. Therefore, recommendation for Youth Guarantee did cause implementation only of several temporary measures, but most likely this happened because of funds that came with it. In case there was no EU funding provided for implementation of Youth Guarantee, the effect on Lithuanian youth employment policy might have been lower.

5. Conclusions

This thesis aimed to determine whether the impact of the Council Recommendation regarding youth guarantee and the Member State compliance with its requirements varies across different welfare state models. Background of the Youth Guarantee has revealed that it was not a new concept. However, the novelty regarding the Council Recommendation regarding Youth Guarantee was the accompanying ESF funding. Furthermore, review of the guidelines in this Recommendation indicated that they were closer to the employment institutions already established in some Member States. To the author's knowledge, there is no empirical analysis regarding the Youth Guarantee and variation of impact and compliance in relation to the institutional fit. Literature analysing the impact and Member State compliance with another EU measure regarding employment policies (EES) has so far produced conflicting results. Some of the analyses suggest that institutional fit does matter, while others did not support the institutional fit theory. Three hypotheses were operationalized based on this literature. Based on the first hypothesis I expected that Council Recommendation on Youth Guarantee will have lower impact in countries with higher institutional fit. According to the second hypothesis, countries with higher institutional fit were expected to comply better with the Council Recommendation. Based on the literature review, I have also included alignment with the government's agenda and priorities as an independent variable. It was expected in the third hypothesis that compliance and impact will be higher in countries where the Council Recommendation was in alignment with government's agenda and priorities. Hypotheses were tested by conducting case studies of five Member States representing the main welfare state models and using methodology adopted from Copeland and Haar's analysis.

Findings of the analysis revealed that the impact of the Council Recommendation regarding Youth Guarantee varies across the Member States in the sample however, the variation does not follow the pattern expected based on the level of fit theory. Impact was high in Sweden despite already high institutional fit, while it was lower in Italy even though it had the lowest institutional fit. In this thesis, the data to measure impact was retrieved from the NRPs which are submitted by each Member State and they are not required to follow strict rules for reporting. Therefore, the magnitude of the impact depended on the information provided by the Member States. It is thus possible that some Member States have described the implemented changes more explicitly than others. In such case, magnitude of the changes may depend on the Member State reporting practices. Due to the scope of the thesis and the availability of data, NRPs were the best possible sources. However, in order to attain higher level of accuracy it is advised for future research to use additional sources such as interviews.

Compliance with the Council Recommendation regarding Youth Guarantee has also varied. Likewise variation was not fully as expected but closer to the institutional fit theory. Sweden representing the welfare state cluster having high institutional fit with the Council Recommendation, as expected, had high compliance. Countries with medium institutional fit Ireland and France, representing different

welfare state clusters were expected to have medium level of compliance. However, France had relatively lower compliance. Italy, representing the welfare state cluster with low institutional fit, had low compliance. The level of compliance of the Lithuanian Youth Guarantee scheme seemed to be medium, but additional analysis raised concerns regarding the information provided in the NRPs and calls for further analysis. In conclusion, the presented findings show potential that the level of fit may provide a relatively good explanation for the variation in the level of compliance. However, findings from the five Member States were not fully supporting the expectations hence further analysis including other Member States is necessary.

Findings have also revealed that the Council Recommendation on the Youth Guarantee had at least minimal impact in all Member States in the sample as all of them implemented at least one legal measure. Youth employment policies in all analysed Member States have moved to the direction of convergence as all of them have modified their policies in line with the Council Recommendation. Swedish case has interestingly revealed that country with the highest institutional fit may also implement a number of changes in line with the policies pursued through OMC. This also supports earlier findings by Lopez-Santana regarding Swedish response to EES (2006). Descriptive analysis of the Swedish case has shown that the Council Recommendation was used for reflexive learning and further improvement of already existing policies. This might have been facilitated by the high alignment between guidelines in the Council Recommendation and the Swedish government's agenda and priorities.

Findings regarding the Lithuanian case did not produce significant results in terms of the hypotheses, but have shown that it is important to critically evaluate the information provided by the Member States. Interviews with national stakeholders warned that in order to receive funding, which is allocated for creating national Youth Guarantee schemes, Lithuanian government might have created surface compliance. Already existing measures were framed to fit the requirements of the Council Recommendation. However, to confirm these findings, further analysis is necessary.

Counterfactual analysis suggested that there was a link between the Council Recommendation regarding Youth Guarantee as the implemented measures. However, the changes induced by the Recommendation were not very significant and mostly limited to the changes in the Lithuanian government's agenda. Interviewees have indicated that youth unemployment has acquired higher attention from the Lithuanian government and that consequently it was easier to implement the planned measures. However, Interviewees indicated that the focus of the government was to receive the EU funding. Therefore, the increased attention might have been the result of the accompanying funds and less a result of the Recommendation itself. In short, Council Recommendation regarding Youth Guarantee had impact on the Lithuanian government's policies, however, it was mostly in the agenda setting level and did not produce any significant structural changes.

All in all, findings of this thesis revealed that compliance with the Council Recommendation regarding Youth Guarantee and its impact on the policies of the Member States varies across the welfare states. This variation, however, was not fully in line with the expectations based on the institutional fit theory. Therefore, further research including other Member States is necessary to establish whether findings indicate different trends than expected by the theory or whether they were affected by the outliers.

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Appendix A

Table 9. Number of measures implemented in each analysed Member State and their magnitude

Magnitude of measure	Lithuania		Ireland		Italy		Sweden		France	
	shallow		deep	shallow	deep	shallow	shallow		shallow	
	2013-2014	2014-2015	2013-2014	2014-2015	2013-2014	2014-2015	2013-2014	2014-2015	2013-2014	2014-2015
Lip service										
Preparatory measures	4	1	1		2		1	3		2
Parametric reform		1		1		4	2	5	3	1
Instrumental reform		1								
Non-legal action	4	5	2	5	4	1	6	6	3	2
TOTAL	16		9		11		23		11	

Source: created by the author

Appendix B

Table 10. Comparison of Youth Guarantee features in the analysed Member States

	Lithuania	Ireland	France	Italy	Sweden
Age	15-29	15-25	18-25	15-29	16-24
Geography	all country	all country	61 departments (out of 98)	regions where unemployment rate is above 25 percent	all country
Timeframe	4 months from receipt of unemployment status or identification by JRD	4 months from first individual interview guaranteed within 4 months after registration for youth with medium-low PEX. 9 months for youth with high probability.	4 months from registration	unclear (should be within 4 months from registration)	Financial compensation and support after 3 months from registration
Other requirements	none	priority for long term NEET	priority for most vulnerable NEET	15-24 NEET prioritised	registered with the Swedish PES for at least 3 months over a 4month period
Services provided	Offers provided in regard to individual preferences (either education, work or trainings)	Offers provided based on the profiling	- financial support for those in Garantie jeunesse	- online registration for Youth Guarantee; - Assistance differs in every region;	- Financial support (over 18 years) - study motivation for youth with incomplete education and possibilities to re-enter - special support for immigrants
Education opportunities:	- trainings on motivation, social skills development, self-study, mediation with education institutions;	- ‘second-chance’ education/training pathways in Community Training Centres or	- second chance schools	- return to education	- Motivation course; - Higher study grant; - Municipal adult education courses.

		Youth reach programme -help to re-enter school system.			
Training opportunities:	- thematic trainings (project management, IT skills etc.) - psychologic rehabilitation; - participation in open youth work activities;	- Training courses leading to employment;	- simulation of employment; - apprenticeships;	- traineeships	- vocational introduction jobs (apprenticeships)
Employment opportunities:	-Promotional events and financial support for self-employment; - mediation with PES; - help to find voluntary work placement.	- help finding internship; - supported employment in other country; - temporary employment programmes; - support scheme for long-term unemployed to return to employment (companies paid to provide services) - education on the job programme;	- financing for employers hiring youth with no qualifications; - support for self-employment; - subsidized contracts; - Civil service;	- Online database of possible offers (low quality); - job proposals from PES; Civil service; Support for self-employment; - support for international mobility; - Most offers fixed term employment.	- a number of financial support programmes for employers to hire youth; - relocation grant for youth.
Plan adopted	8 December 2013, updated in May 2014	20 December 2013	22 December 2013	23 December 2013	20 December 2013, updated in April 2014

Source: created by the author

