A GUARANTEE SYSTEM
FOR YOUTH POLICIES

ONE STEP AHEAD
TOWARDS EMPLOYMENT
AND AUTONOMY

OSA

2013

A Guarantee System for Youth.
"One Step Ahead" Through Regional Policies

2013

**To the memory of
Karl-Heinz Dullmaier**

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4. Models, strategies and objectives of youth regional policies

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4.1. Clusters of welfare models in youth policies

Before analysing the youth policies implemented by the Regional Governments of Baden-Württemberg, Jämtland Region, the Basque Country, Tuscany, Wales and Styria it is appropriate to mention the diversity of welfare models where policies and measures are involved.

Welfare models are certainly the product of public policies - fiscal and social - however they are first of all artifacts of the culture and traditions of a country, modified through social projects and conflicts through which the new distribution rules for access to goods and services by the different recipients are determined.

As a rule, starting from the second half of the last century, studies on welfare identified three different models of welfare correlated to various idelogical inspirations or social projects (Esping-Andersen, 1990):

- *Social-Democratic welfare state* is based on the principle of universalism granting access to benefits and services based on citizenship.
- *Christian-democratic welfare states* are based on the principle of subsidiarity and the dominance of social insurance schemes, offering a medium level of decommodification and a high degree of social stratification.
- *Liberal regime* is based on the notion of market dominance and private provision; ideally, the state only interferes to ameliorate poverty and provide for basic needs, largely on a means-tested basis (Ferragina et al. 2011:584)

This differentiation was then taken up and examined by subsequent studies applied to the field of youth policies. We quote a summary in Box 12 pointing out that such an articulation was also adopted by the Youth research (Isfol for DG Employment, Social Affairs and Inclusion, 2008).

Box 12 - Previous classification models

GEOGRAPHICAL CLASSIFICATION	ITALY AND SPAIN	UNITED KINGDOM	GERMANY AND AUSTRIA	NORDIC COUNTRIES
Gallie, D. and Paugam, S. (2000)	Centralised model[1]	Community-based model[2]	Protective model[3]	Universalistic Model[4]
Espring-Andersen 2001 welfare models	Familistic-southern model of the Mediterranean countries[5]	Liberal model of Anglo-Saxon countries[6]	Corporate model of the continental countries[7]	Scandinavian mode[8]
Sapir (2006) welfare models classifide by equity/efficiency[9]	Social system that offers neither equity nor efficiency	Efficient but inequitable social model	Social model that provides greater equity but less efficiency	Social model that provides both equity and efficiency

[1] Mediterranean Model; Greece, Italy (hybrid), Portugal, Spain. Target: Specialised groups of youth; Youth sector: Major youth sector.
[2] Ireland, United kingdom. Target: disadvantaged youth, Youth sector: minor or no youth sector.
[3] Austria, Belgium, (France), Germany, Liechtenstein, Luxemburg, The Netherlands. Target: whole generation of youth and disadvantaged people - Youth sector: Major youth sector.
[4] Denmark, Finland, Norway, Sweden. Target: whole generation of youth; Youth sector: Minor or no youth sector.
[5] Greece, Italy, Portugal and Spain.
[6] Ireland and United Kingdom.
[7] Austria, Belgium, France, Germany and Luxemburg.
[8] Denmark, Finland, Sweden and The Netherlands.
[9] On the sustainability of social models faced with globalisation, it seems to emerge that the inefficient models are not very sustainable (continental and Mediterranean), and that they must stand up to more compelling sustainability constraints. The Anglo-Saxon and Nordic model would therefore seem more sustainable than the continental and Mediterranean models that require reforms for greater efficiency by reducing disincentives to growth and employment.

Recently, the CSEHYP project[10] has in turn proposed a typology of models at the conclusion of research on the structure of welfare policies, education and training systems, labour markets, youth unemployment policies, gender relations and representations of youth across the EU-27 countries.

They highlighted a liberal (Anglo-Saxon), a universalistic (Nordic), a subprotective (Mediterranean), an employment-centred (continental) and a post-socialist (central and east European) model of welfare provision, including related youth transition regimes. In a report on all the research relating to youth policies carried out within the 7th Framework Programme of the DG Research of the European Commission (2012) the following summary of the models in Europe are reported:

"The **liberal** welfare approach relies on individual responsibility, with young people facing pressure to enter the workforce and to become economically independent as soon as possible. Although the labour market has a high degree of flexibility it also carries much insecurity for youth and considerable risks of social exclusion. Without extra key support they are socially excluded.

The **universalistic** welfare approach reflects the individualisation of life courses in the frame of integrated and comprehensive education systems. Young people are regarded as belonging first of all to the education system and everyone over the age of 18 is eligible for supportive education allowances. Labour market policies also leave space for individual decision-making. This model has a principle of equal opportunities. However, it relies on cooperation with families in the creation of the equal opportunities (…).

The **subprotective** welfare approach lacks reliable training pathways into the labour market. That creates inequalities among youth depending on the resources of their families of origin. Long dependency on families leaves young people without a formal position and status. According to data from CSEHYP and YiPPEE, young people with disadvantaged family backgrounds are at a very high risk of unsuccessful or delayed transitions to autonomous life in these countries.

The **employment-centred** welfare approach divides youth by the school system: different tracks in education separate pupils from the age of 10 or 12 according to their performance. A two-tiered division of social security favours those who have already been in regular training or employment, while others are entitled to a lesser form of social assistance. For the youth with disadvantaged backgrounds, this model is clearly exclusive and stigmatising.

Post-socialist welfare approaches vary from country to country, having a variable welfare mix of policies from the socialist past and copied from contemporary Western societies, with specific adaptations to the different countries' needs. This model is rather close to the subprotective welfare states, with public structures often being experienced as extremely unreliable" (European Commission, 2012: 27-28).

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[10] The issue is about combating social exclusion among young homeless populations and investigating – in a comparative perspective - on homeless paths among local white, local ethnic groups and migrant young men and women, and appropriate reinsertion methods (2011), www.movisie.com/cyh.

4.2. Re-interpretation of models in the regional perspective

The modeling proposed in the research just cited still requires a reinterpretation if used as a key for interpreting regional experiences if considered in this study, at least for some cases.

4.2.1. About the employment-centred welfare approach

Baden-Württemberg

Youth policy in the German Federal State of Baden-Württemberg is not a standard field of policy. A wide variety of policy areas have an influence on the lives of young people living in the south-west of Germany, like:

1. Education policy
   - Economic policy
   - Labour market policy
   - Social policy
   - Family policy
   - 'Classic' youth policy, which only covers part of all of the strategies and activities related to young people in Baden-Württemberg

The main political objectives from which the concrete strategies and measures derive are as follows:
- All young people should have the chance to have an independent and responsible social life.
- Every young person who is willing and able to complete education or training should be given the opportunity to complete a vocational training or qualification programme.
- Everybody should have the same educational opportunities, including socially, culturally and financially disadvantaged young people.
- Efforts must be made to combat the impending shortage of skilled labour and to mitigate the negative consequences of demographic development for the economy and society.
- The employability of young people and their ability to complete education and training form one of the most important objectives of school and vocational education.
- The personal interests and strengths of individual children and young people should increasingly become a focus.

Many activities to support young people in Baden-Württemberg are employment-centred. They focus on a successful transition from education to work because good and save jobs are regarded as the most important basis of an independent life. During the past years, rather low unemployment rates among young people have been achieved by a strong co-operation of all sectors of society including politics, the economy and the social partners (employers, their associations and Chambers and associations of employees), the educational sector (schools, universities, further education, e.g. the *Volkshochschulen*), public administration and executive bodies, non-Governmental organisations such as churches, various

welfare associations, sports and cultural institutions etc. The reform of the welfare system that is now even more related to employment than before also contributed to the good development on the labour market in Baden-Württemberg.

The German system is therefore often called an employment-centred welfare model.

Styria

With regard to measures that relate to the area of work, youth employment has been identified as a priority. Here, the objectives are to reduce youth unemployment, to create better opportunities for disadvantaged young persons with the aim of achieving their integration in the labour market, and to optimally support young persons in their career choice. Incentives need to be offered to get more qualified young persons interested in an education pathway that allows them to acquire additional qualifications via an apprenticeship (e.g. apprenticeship with A-levels or license for entrepreneurship (*Unternehmensführerschein*). Also, it is necessary to launch a qualification campaign for persons without formal training and poorly qualified persons.

To satisfy these demands, it has been decided to develop a regional education plan for Styria that sets out the strategic framework for the coming years. This plan will feature adequate school structures that take into account topographical conditions as well as problem zones in urbanized areas. It will be based on clearly defined education standards, and its boundary conditions as well as priorities will consider current developments in our society. Apart from the continuation of existing support systems such as language consulting, school social work and career guidance, it will also involve a content-related focus on disciplines such as the natural sciences, engineering, art and movement.

In addition to the universities, the universities for applied sciences also represent an important facet of the academic education offer. Styria continues to be committed to the existing universities for applied sciences and ensures co-financing on the basis of the national framework programme of the federal Government for the development and funding of universities for applied sciences (2011 to 2013) during this legislative period, in line with the requirements formulated there.

Other policy framing principles and documents Styria are
- Adult education/advanced training strategy within the framework of lifelong learning in Styria. Guidelines, priorities, visions and measures for the period 2011 to 2015 – Resolution of the Styrian parliament, December 2011.
- Styrian Qualification and Employment Programme, Office of the Styrian Provincial Government, May 2010.
- Styrian employment contract, contract between the Provincial Government, *Arbeitsmarktservice* (Public Employment Service), social partners 2007-2013.
- Network of departments for youth work and youth policies.
- Services and offers for youth outside of school – Youth Section of the Province of Styria.

4.2.2. About the liberal welfare approach

Wales

The following definition of the UK welfare model, which has been adopted by several European studies, is partially valid for Wales and is useful to identify

differences in the over-arching Welsh approach and the balance of policies in Wales as compared to other European approaches. Since devolution of key policy areas from the UK Government and the first National Assembly for Wales in 1999, Wales has progressively developed a distinct approach to youth policy from that in England. This divergence increasingly challenges identification of a single 'UK Welfare model', although many areas of welfare are not devolved to Wales and many devolved policy areas still retain common UK-wide characteristics as compared to other parts of Europe:

"The **liberal welfare approach** relies on individual personal development and responsibility, with young people facing pressure to enter the workforce and to become economically independent as soon as possible. Although the labour market has a high degree of flexibility it also carries much insecurity for youth and considerable risks of social exclusion. Without extra key support they are socially excluded. Public policies are community based approach more than family based".

Instead the Welsh youth policy approach relies on the following components:

- There is no specific theme within the Programme for Government's twelve themes for 'youth in the 16-32 cohort', and measures that target specifically or will be of benefit to such youth are included across all themes (OSA Regional Monograph-Wales, 2012:27). However, recent developments within the Welsh Government have increasingly aligned resource and policy to address policy needs for the 16-24 cohort, particularly within the policy sphere of youth employment and progression. The Welsh Government within its Programme for Government uses a range of approaches to target policy and resource interventions where needed. For example, measures include targeting to a variety of age, disadvantage and geographic criteria, amongst others, allowing flexibility in approach as fits the policy (OSA Regional Monograph-Wales, 2012:28).
- There is a particular emphasis on creating changes in the adult (post-16) cohort by investing significantly in the early, and in many instances the very early stages of an individual's life cycle in order to address disadvantage. Wales has a particularly strong programme of interventions aimed at infants and their early years, at parents and at families (OSA Regional Monograph-Wales, 2012:28).
- In schools, priorities include improving standards in literacy and numeracy, and to reduce the impact of deprivation on educational achievement.
- For those moving into Further Education (FE) (post-16) the Programme aims to provide access to good quality provision with no barriers to participation. Further Education includes the tertiary study of both the vocational and academic learning routes below higher education. In Higher Education (HE), the aim is to transform the sector so that HE increasingly supports the economy in Wales, whilst providing the appropriate financial support to students. (OSA Regional Monograph-Wales, 2012:28) The high level of opportunities for post-16 learning and the range of policies giving financial support to post-16 learners significantly encourages further learning and the attainment of skills by youth, as opposed to low skilled and early entry into the

labour market as implied by the 'UK welfare model'. The policies do support 'individual personal development and responsibility' and have a focus on youth becoming 'economically independent' but significant support is provided to support youth in reaching their full potential and to help them secure high quality and sustainable employment. Wales is increasingly divergent from England in its policies for supporting youth financially throughout post-16 learning, offering a higher level of financial support than England in many policy areas.

- The principle of investing in skills is one guiding aspect of the Welsh Government's approach to Growth and Sustainable Jobs, with further integration of skills with economic, education, procurement and planning policies to deliver greater benefits to the Welsh economy.
- The principles of investing in infrastructure, skills, innovation and improving the business environment guide the Welsh Government approach. This includes further integrating economic, education, skills, procurement and planning policies to deliver greater benefits to the Welsh economy, encouraging greater levels of private sector investment and employment, increasing the links between academia and business, and positioning Wales as a low carbon, green economy.
- Family and social policies that are targeted at or will have a beneficial impact on outcomes for young people in the 16-32 cohort can be found across the themes of the Programme for Government The Aims include: better health for all with reduced health inequalities; high quality, integrated, sustainable, safe and effective people-centred services that build on people's strengths and promote their well-being; making communities in Wales safer through reductions in anti-social behaviour, crime (including the fear of crime), substance misuse and the incidence and impact of fires as well as effective co-ordination of emergencies; creating a fair society free from discrimination, harassment and victimisation with cohesive and inclusive communities; enriching the lives of individuals and communities through our culture and heritage.
- Reducing poverty, especially persistent poverty amongst some of the poorest people and communities in Wales, and reducing the likelihood that people will become poor, remains a significant priority addressed by a cohesive, cross-cutting approach. Ensuring that people have a high-quality, warm, secure and energy-efficient home to live in is a contributory policy for reducing such poverty. There is a strong component to addressing the issue of disadvantage through community-based, geographically focussed programmes, identifying communities with significant levels of disadvantage and providing additional support.

4.2.3. About the subprotective welfare approach

Public policies are always held in a defined context. Good or bad, even unconsciously, they have this context as their reference. In Tuscany the reference context is very detailed and complex. In this region typical aspects of Italian favouritism are found, often very pronounced.

On the one hand the high degree of favouritism, which often leads to localism

unable to be far-sighted, yet at the same time is a constant and stubborn attachment to the elements of the centuries-old tradition in the field of social achievements and experiences of social mutuality.

Therefore the Tuscan model is a set of complex activities that tend to hold together specific public policies, public policies that are general and aimed at maintaining the existing elements of social cohesion, in some cases, from the thirteenth century, and private policies linked together by family adhesion. Let us think about interventions that ensure an efficient system of medical emergency, still connected to the mercies founded in Florence in the mid 1200s, or to steps aimed at safeguarding historical traditions rooted in small groups of people and communities, but which represent the identity value of places and communities, and which in the end make the community function as the first social group of reference, even during difficult economic times.

The approach of policy is always a two-pronged approach with respect to these characteristics.

On the one hand there is a tendency, often rightly so, but with little success especially now in times of crisis, to look beyond, even if trying to hold together tradition and innovation, warning of the dangers of excessive particularism, which does not allow being measured as a system region on the national and international level. This is the classical approach, and in this fundamental context, activities relating to great choices of infrastructure strategy, macro economic policies, on the international position of tourism, on dimensional choices for local public services, and on strategies for cultural systems, to name a few.

This is also the classic theme of the metropolitan city and the policies of institutional reorganisation.

In these small contexts, often it is not good and often very expensive. Only a constant and tenacious and effective intervention of the public regulator may affect these strategic sectors. In other fields, public policies find important support in conditions of private activities that are being enacted independently and they then support these public policies. In these interventions, public policies always play a decisive role but should not, by themselves, support and guarantee an effective and comprehensive solution to the problems.

This does not mean they are not necessary. It does mean that the context in which they move is different from the previous one.

In the first case the lack of public policies is nullifying for the fulfillment or unfulfilment of a given event. In the second case, public policies help, often in a decisive way – if we think about the redundancy funds and the redundancy funds in derogation of the past few years - surpassing even long times of difficulty, but they do not act alone in the economic system. They are helped by pre-existing external conditions.

This pre-existence in Italy is often called 'family'.There is no need to repeat the rhetoric of the family and its various meanings, even lexical. And not enter into a sociological context that does not belong to us completely and says in several analyses from Touraine (globalisation and the end of social movements) to Bauman (liquid life), about the crisis of the social system and the fragmentation of society and indicates the foundation of the new system in the subject and in the individual.

Yet in Italy the family, as the basis of the social system, is not dead. The crisis

has triggered the network of family protection, a characteristic of national identity with almost a third of Italians (31 percent) who live with their mother. These data are reported by Censis-Coldiretti 2012, titled "Crisis: live together, live better" (*Crisi: Viver insieme vivere meglio*) from which it is clear that 31% of Italians live with their mother and as many as 42.3% has a mother who lives at most thirty minutes away (Coldiretti-Censis, 2012).

Among the policies that are related to fighting the crisis are those more in support of the family and its members in greater difficulty, in particular women and, more specifically, those who work.

The effectiveness of public policies implemented, e.g. by the Tuscany Region in the "Giovanisì" project, depends on maintaining the conditions of the social system of reference.

Beyond the objective difficulties of the public budget, the effectiveness of limited resources depends on how these policies interact with how the social model in the region functions. The family in this context is at least a structure that facilitates operating conditions and maximises, or at least tends to do so, the investments that take account of its existence. One might reflect on the universality or specificity of this institution. We must not disturb history to be able to say that the link between Italy and Catholicism is one of the central elements of this condition of the family in Italy; nevertheless even in the secular world the concept of economic value of the family has now been established, maybe declined in different forms and structures, but still able to form the basic core of the Italian social system.

Public policies cannot ignore this.

4.3. Youth policies for educational and professional growth

In times of economic crisis, those involved in youth policies may feel forced to look for quick, easy solutions to the problems posed by the worsening work and education conditions of young people. The results, however, always betray the expectations because the living and working conditions of young people are the result of a variety of factors, therefore no single policy measure - nor several together - can guarantee any substantial change. What is needed is a balanced system of measures with adequate impact capacities.

The problem is connected to the complexity of youth policies due to the fact that youth is characterised by numerous transitions. The possibility and the way in which each individual passes the tests related to a transition can influence the next path, even in a negative way. The problem stems from the fact that the tests and the "obstacles" that each individual must overcome when young may be characterised by factors that discriminate against people not on the basis of merit or individual qualities, or criteria based on fairness.

Public policies are intended to correct the distortions in the various transitions.

The transitions from youth and that mark the path towards achieving autonomy are numerous, and vary according to the positions held by each young person in various life cycle stages. Limiting ourselves to consider the possible positions of a person with respect to education and training, we have distinguished between young people involved in the system of education and VET, compared to young people engaged in vocational training, work experience, compared lastly to young people who do "other things", the NEETs, i.e. not affected by any of these

positions which are the object of training policies and active labour market policies (see Box 13).
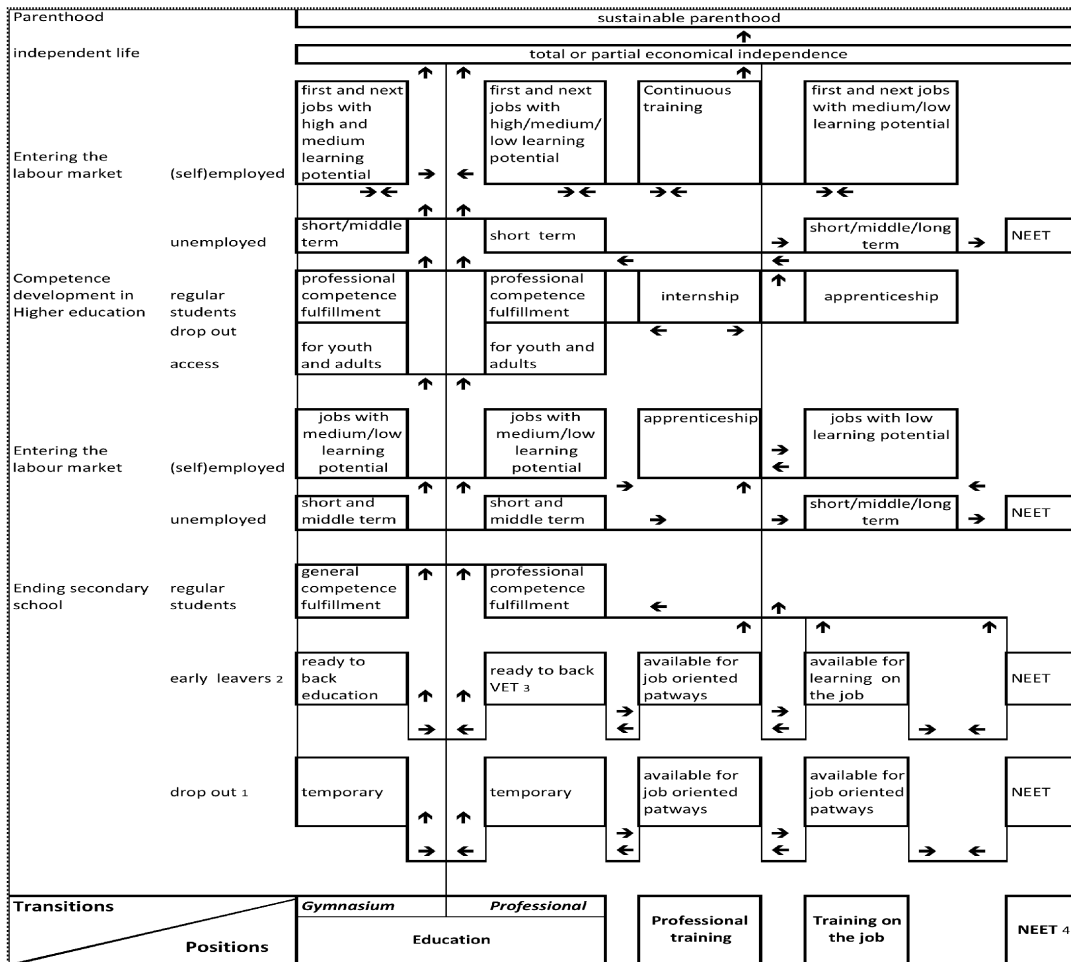
These different starting positions can evolve and be declined on the grounds of a young person's age. From these positions, a young person starts his own pathway through the various transitions and life cycles, which from leaving secondary education will lead to the first job, higher education, economic independence and parenthood.

Among young people there are those who reach maturity without the need for special support, other than that available in private, social and public life. It is the function of public policies to ensure that this result is extended to all those who deserve it. Therefore it is necessary that none of the transitions be left to chance, i.e. that they are not monitored through interventions that prevent injustice and the loss of talent. Each transition from one situation to the next - for example, from student to apprentice - is a transition which, if mishandled, produces exclusion and delays or denies inclusion in work. Each passage actually has the function of filtering, i.e. to guide people towards alternative life paths, more or less desirable. At each step, the growth prospects of a young person are being challenged. The dysfunctions of cultural mechanisms, built by society over time, through which the future of a person is predetermined, have effects that are difficult to recover. These are the steps, the transitions that need to be corrected and managed by youth policies through measures inspired by fairness and merit. Each transition can be associated to devices that select those who act independently, those who need support or recovery, those who have substantial need for social protection and support, those who pass through the mechanisms of social protection or exclusion.

In Box 13 we have tried to present synthetically the various possible paths open to a young person because of the starting position at the time of becoming a "youth". The picture is not complete; consideration is not given to all the factors that contribute to the growth of young people: from social networks to cultural life, mentioned in other sections of this book.

However, this pattern highlights one of the results of this study; we refer to the fact that public policies are more effective when their coverage of the different transitions and life conditions of a young person is more extensive. To achieve this, public policies must preside over each of the transitions that are represented in the diagram by arrows pointing to the types of measures that accompany young people to one of the possible positions achievable. In the chapters that follow, details will be provided about the different measures taken at the regional level to support these transitions.

Box 13 - Fields of youth policies interventions according to youth transition phases and conditions

Transitions		Gymnasium	Professional	Professional training	Training on the job	NEET 4
Positions		Education				

Parenthood — sustainable parenthood

independent life — total or partial economical independence

Entering the labour market (self)employed	first and next jobs with high and medium learning potential	first and next jobs with high/medium/low learning potential	Continuous training	first and next jobs with medium/low learning potential	
unemployed	short/middle term	short term		short/middle/long term	NEET
Competence development in Higher education regular students / drop out / access	professional competence fulfillment / for youth and adults	professional competence fulfillment / for youth and adults	internship	apprenticeship	
Entering the labour market (self)employed	jobs with medium/low learning potential	jobs with medium/low learning potential	apprenticeship	jobs with low learning potential	
unemployed	short and middle term	short and middle term		short/middle/long term	NEET
Ending secondary school regular students	general competence fulfillment	professional competence fulfillment			
early leavers 2	ready to back education	ready to back VET 3	available for job oriented patways	available for learning on the job	NEET
drop out 1	temporary	temporary	available for job oriented patways	available for job oriented patways	NEET

Notes:
1. Pupils who *drop out* before the end of secondary education
2. *Early leavers* population aged 18-24 having attained at most lower secondary education and not being involved in further education or training
3. VET-Vocational Education and Training
4. NEET-a young person who is not in education, employment, or training

We now analyse the meanings of the graph in the field of youth policies:
1. Drop-outs. The measures may accompany young people in searching for:
   a. A new placement in the systems that they have dropped out of, or in qualifying activities or work activities even if created with a prevalently educational aim. This set of measures is to prevent the passage to NEET and, if it happens, their possible recovery.
   b. Leaving activities of recovery and entering into situations with a higher educational content, with greater growth prospects, including reinstatement in formal education
2. Early leavers. The measures can be of different types depending on whether they are aimed at helping young people to:
   a. Re-enter the education system for the attainment of a degree higher than that held, or in qualifying activities or work activities even though created for prevalently educational purposes. This set of measures is to prevent passing

to NEET and, if necessary, possible recovery.

3. Regular students. The measures are aimed at improving the quality of secondary education and facilitating the transition to work or further study at the higher education level.

4. First entry into the labour market. The measures that accompany this phase are characterised by various tasks:
    a. Encourage the reduction of unemployment and inactivity times
    b. Ensure the quality of work done
    c. Encourage growth through contracts alternating study with work
    d. Prevent passing to NEET and eventual recovery of young people exiting the labour market and exiting training

5. Competence development in higher education. The related measures are largely absorbed by the support provided to university systems, as well as to the advanced professionalisation of young people. More specifically we can address the measures that support the following transitions:
    a. Access of both young people and young adults to higher education
    b. The prevention and recovery of drop-outs
    c. The development of a culture of production and acquisition of skills required by the labour market
    d. The promotion of measures to improve the access of graduates to the labour market (spin-offs, entrepreneurship, apprenticeship, internship, etc.)

6. First entry into the labour market of high skilled young people. The measures that accompany this phase are characterised by various tasks:
    a. Encourage the reduction of unemployment and inactivity times
    b. Ensure the quality of work performed, its high learning potential, even through continuing education
    c. Promoting access through employment contracts for high skilled workers or through entrepreneurship and innovation support, also activating special fiscal policies
    d. Prevent the transition of young people to NEET and if necessary their eventual recovery

7. Independent life and parenthood. The measures that accompany these transitions act on all the components of social policies.

4.4. Programmes, projects, policy measures

In all actualities under consideration, youth policies are part of numerous sectoral policies: from the revenue office, to economic development, to health, school, and work.

There are general programmes to bring interventions into synergy with the various sectors (the "Giovanisì" project, in Tuscany, for example). This has led to the unification of policies within a single decision-making location, precisely because of the extension of policies to coordinate. This option led rather to the cross-interpretation of the various policies, to monitor them and the possibility to highlight steps or transitions unattended by public policies, to activate new interventions. Monitoring and evaluating policies can assume the function of verifying the existence of general policies that do not respect the principle of non-discrimination of people because of their age (valid principle in cases where the rules of positive discrimination cannot be applied). They can perform the function of address, but not the management responsibilities distributed among various decision-making bodies.

The solutions adopted in the cases studied are varied. It goes from taking the responsibility of coordination by the President of the Regional Government, to the creation of a special policy for young people, to the signing of regional protocols and contracts, to the approval of an appropriate framework law.

The horizontal and cross-sectoral nature of youth policies makes them dependent on the strategies and the results of systems of general interest, non-specialised with regard to specific age groups (from health care, to the labour market, to prisons). This prompts Governments to operate through various types of intervention calibrated to the expected results. Thus, for example, with respect to the objectives to be achieved in the short term and which do not involve immediate transformation of systems, there is generally the option for interventions typically assigned to projects with objectives and time limitations.

For these reasons, our attention will be directed mainly to the analysis of the measures taken by Governments in relation to the different stages of young people's life cycle, differentiating them according to their conditions.

These are identified as policy-making units, through which policies are made and upon which their effectiveness depends. The measure is intended as a *policy implementation tool,* consisting of objectives, actors, beneficiaries, tasks, tools, resources. It is an object that facilitates an analytical approach and allows analysis of the effects and the impact of a policy (see Ch.6.1.).

In dealing with measures of regional policies, it must be remembered that the Governments considered have various powers. They operate under three different forms of State:

1. **Federal Sates** (Germany, Austria).
In these cases, in particular for Germany, it is not always possible to distinguish clearly between the regional powers and the national ones.

2. **Regionalised States** (Italy, Spain and, partly, Wales)
In these cases, one must remember that some regions have legislative power, some others are limited to administration.

3. **Unitary States** (Sweden)

In unitary states there exists only administrative self-Government at provincial and local levels of Government. In Northern Europe there was a stronger tradition of local autonomy or self-Government. Sweden's 290 municipalities are run according to national legislative and regulatory frameworks. Municipal responsibility for schools is based on the Swedish commitment to self-Government and democracy (Federighi and Torlone, 2010:9).

4.5. Policy objectives

The analysis of the general objectives of youth policies is used to identify the general framework of the aspirations of a Government, sometimes difficult to translate or identify in concrete action plans.

The analysis of the objectives assumed by regional policies focus on some priority areas such as education and training, work, culture, everyday life.

Let us examine quickly some of the different forms that can be found in documents of the regions considered:

a. Education and training

The reference to the individual right of young people to education and training is common, the reference age can vary on the basis of national standards. This right is identified with the permanence of young people in educational institutions for a certain number of years, or until they achieve a diploma. Reference to the idea of employability is an element of innovation of the objectives, in particular if it is associated with consideration of the learning outcomes of young people. What matters is not only the degree obtained, but the actual skills acquired at the end of studies.

This gives rise to new formulations of the goals that express the commitment to growth of the quality of education offered to young people. Although present in only one case (Baden-Württemberg), appearance is significant among the general objectives of regional policies to recognise the need that "the personal interests and strengths of individual children and young people should increasingly become a focus". This objective leads policies to recognise that the school should "enable students to choose their own focus areas according to their aptitudes and interests and to distinguish themselves as individuals". This is an important evolution of the concept of the right to education and training, no longer understood in terms of "one school for all", but the recognition of differences and individual propensities.

b. Work

Access to employment is the common goal of youth policies of all Governments. On the one hand, in some cases there is explicit reference to ensuring the supply of a skilled workforce to meet the needs of the economic system. At the same time, this function is also presented from the point of view of the young person, i.e. facilitating their access to the labour market and, in particular, creating conditions to begin a career in the best way. Attention to the educational quality of the workplace is also associated with this.

c. Daily Life

The progressive delay by a growing number of young people in transition to adulthood has led regional public policies to take on objectives related to the quality of everyday life. Hence the adoption in Wales of the objective to ensure that people have a high-quality, warm, secure and energy-efficient home to live in, accompanied by the objective of ensuring high quality, integrated, sustainable, safe and effective people-centered services that build on people's strengths and promote their well-being. These objectives contribute to reducing poverty among young people, and its consequences. In this framework there is growing attention to the NEETs and to the need to encourage the creation of new families and parenting.

d. Culture and social life

The theme of cultural and social life of young people occurs among the strategic regional objectives with different purposes, owing to the specificity of each individual situation. In regions with strong ethnic identity, the defence of language and cultural heritage becomes an objective linked to the defence of the right to equality in education and employment in relation to ethnic and linguistic majorities. The objective is also assumed in other regions with the function of enriching the cultural and social life of young people and at the same time, in particular for peripheral regions, to increase the regions' ability to attract and retain young people who aspire to live in lively and dynamic cities.

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Editorial notes

Chapters 1, 2 and *3* are mainly inspired and partially based on results achieved in an European Study carried out by the Scientific Director on behalf of the European Commission-DG Research (see Adult and Continuing Education in Europe: Pathways for a skill growth governance, Luxemburg, 2013).

Chapters 3-11 are based on OSA Survey results. Texts on regional issues are by their own representatives as listed below:

Baden-Württemberg - Andrea Bernert-Bürkle and Bianka Gerlitz
Gobierno Vasco - Bittor Arias
Jamtli - Anna Hansen
Regione Toscana - Sergio Pacini
Steiermark - Peter Härtel and Michaela Marterer
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The other texts are under the responsibility of the assigned authors and editors.

Chapers 6-7-8-9 are partially based on the research "Youth" (2008) carried out on behalf of the European Commission-DG Employment and coordinated by ISFOL. This research was published in 2008. The policies referred to were current at that time and are only used here to give examples of types of policy from that time, although in many countries policies have changed significantly.