

# COMMISSION OF THE EUROPEAN COMMUNITIES

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THE PROMOTION OF EMPLOYMENT

FOR YOUNG PEOPLE

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(Communication from the Commission to the Council)

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## I. INTRODUCTION

1. More than 4.5 million young people under 25 are without jobs, out of a total of over 12 million unemployed in the European Community. The situation varies between Member States but, while the average rate for adult unemployment stands at about 11%, that of young people is over 20%. Whilst young people comprise only about 20% of the total labour force of the Community, they represent over 40% of the total registered unemployed (1).
2. Despite the various measures taken over past years at local, national and Community level to promote the training and employment of young people, their job prospects have worsened as the recession has deepened. As the rate of unemployment has increased, so has its duration. Over 2.0 million young people have now been without a job for more than 6 months, and almost one and a half million for over 1 year.
3. Youth unemployment is not just a problem of young school-leavers: 16-18 year olds represent less than a fifth of the total of unemployed young people. Youth unemployment can no longer be seen as the result of a failure to manage the transition from school or further education to working life. It reflects, in a particularly acute form, the wider problem of economic stagnation and sluggish employment creation.
4. The solution must lie principally in broader strategies designed to achieve economic recovery and employment growth. However, the increasing gravity of the situation of young people and the serious prospect of creating an alienated sub-group in society in the 1980s and beyond, call for urgent specific action in the Community.
5. This Communication provides a brief review of the scale and the nature of the problem and of measures taken up to now to solve it. It seeks to define the further specific measures which need to be taken within the Member States in order to promote youth employment, and otherwise to improve the situation of the young unemployed. It then specifies ways in which Community action, supported by Community instruments, can be developed. The present communication constitutes a follow-up to the work of the European Council in June and December 1982 and March 1983, and the meetings in November 1982 of the Joint Council and the Standing Committee on Employment.

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(1) See Annex I for more detailed statistics

## II. THE CAUSES OF YOUTH UNEMPLOYMENT

### (i) The supply and nature of the available jobs

6. The continuation of the economic crisis has resulted in both a reduction in the total number of jobs available and a tendency for people with jobs to remain in them. Thus, as labour market flexibility is reduced, fewer job vacancies appear for which young people can apply.
7. The overall lack of jobs resulting from economic stagnation has been made worse in the short term by actions to contain inflation and improve competitiveness with a view to improving the economic environment and employment growth in the long term. The problem has also been exacerbated in several industrial sectors by the short term effects of rationalisation and automation.
8. At the same time, recruitment in the public sector has been reduced as a result of efforts to adapt the growth of public expenditure to conditions of slower GDP growth and to contain budget deficits. The decline in recruitment has been particularly noticeable recently at the level of local authorities and in non-administrative jobs, funded directly or indirectly from the public purse. This has affected not only general recruitment, but also jobs for those with specialised training.
9. Young people bear a disproportionate effect of the reduction in the number of available jobs because of changes in the normal pattern of recruitment and labour turnover. Fewer and fewer employees in established jobs are willing to risk a voluntary resignation in order to change jobs or interrupt a career. Employers faced with the need to reduce output or labour overheads tend not to replace workers who do depart voluntarily. Normal 'first jobs' for young people become available less frequently, lengthening the queue of new arrivals on the labour market.
10. Insofar as recruitment has continued to take place, notably in small and medium-sized businesses, there has been a tendency to reduce the number of permanent jobs while recruiting into short term or peripheral jobs which do not offer the same opportunity for the employee to acquire skills and obtain the full status and entitlements enjoyed by other established workers. Uncertainty of demand and financial pressures also encourage companies to rely increasingly on sub-contractors using a high proportion of temporary staff to cope with fluctuations in demand, thus retaining a smaller core of permanent workers themselves.
11. As a consequence, young people are increasingly concentrated in this secondary labour market, with insecure employment and fewer opportunities for advancement. This is reflected in the fact that recruitment rates among young people remain artific-

cially high as they are recruited into unstable jobs with a rapid labour turnover rather than finding long-term employment. In some countries, about half of total recruitment is concerned with a minute (3-5 %) proportion of jobs.

ii) Competition between job seekers and specific disadvantages of the young

12. The burden of downturns in the economy naturally tends to fall on the least protected and least competitive categories of workers and on new entrants to the labour market. During the long period of high economic growth in the 1950's and 1960's, the immigrant labour force together with married women re-entering the labour market constituted the main reserve supply of labour. They acted as a sort of cyclical shock absorber, sometimes withdrawing from the labour market altogether when job opportunities declined.
13. At present, it is young workers who are particularly affected since they are recent arrivals on the labour market and unable to benefit from various forms of employment protection. Given that they lack prior experience and often have no specific job-related skills, the recruitment of young people straight from school or training centre often entails some initial costs for employers. Fluctuations in recruitment have been less severe where the apprenticeship system, more developed in some countries than in others, provides an appropriate bridging mechanism for the recruitment of certain categories of workers, and reflects a desire on the part of the two sides of industry and of governments to invest in the future labour force.
14. There has been a clear improvement in and expansion of initial training of young people in recent years. The content of training has gradually become more related to labour market requirements and opportunities for practical work experience in the context of 'alternance' have been increased. Clearly much remains to be done (1) particularly on behalf of more disadvantaged young people and also more generally to develop the potential of the future labour force in relation to technological change. Nevertheless, the improvement in the 'employability' of young people appears to have been offset by the large number of skilled and experienced adult workers made redundant in mid-career.
15. Despite the general lengthening of average periods of education, there continues to be a minority who have not benefitted, the traditional influence of social and economic background on achievement within the education system having been amplified by the impact of the economic crisis and the lack of job opportunities. Only where families can afford it have periods of schooling been extended. Young people from disadvantaged

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(1) For the Commission's analysis and proposals for action see in particular the Communication on the Development of Vocational Training Policies in the 1980's : COM(82)637 of 21 October 1982.

backgrounds thus tend to be the youngest and least competitive on the labour market. At the same time, more highly skilled young people have turned, for want of any better alternatives, to less skilled jobs, diminishing still further the employment prospects of the most disadvantaged.

16. The relationship between young people's wages and their employment possibilities has been extensively studied in the Member States, on the hypothesis that employers are unwilling to engage young people because they are over-priced compared with others. There is little evidence, however, that this is generally so. Apart from the problem of additional costs at the beginning of a period of employment, the average wages of young people would seem to be sufficiently lower than those of adults to compensate for any relative lack of experience or skill. There are possibly cases - in some industries, in some countries - where the systems of negotiated or legislated wages may have discouraged employers from offering jobs to young people. The Commission is studying such cases and, after consulting with the two sides of industry, will present its conclusions in due course.
17. One widespread theory maintains that youth unemployment is only a temporary phenomenon, due to demographic factors (the baby-boom of the sixties bringing very large age cohorts onto the labour market now), and will resolve itself after 1985 when the age-cohorts arriving on the labour market are smaller.
18. In fact, the growing tendency over the last 10 years for 16-19 year-olds to continue their education has been reflected in a slow decline in their activity rate, resulting in a significant fall in their share in the youth labour force. The crux of the problem concerns young active workers of 20 years and above, whose number will continue to increase beyond 1990. Whatever the differences in these trends between Member States, and they are often significant, the overall impact of demographic factors (number of young people arriving on the labour market, number of retirements, female activity rate) will not produce a spontaneous improvement in the situation of young people in the medium-term.

### III. THE SITUATION OF THE YOUNG UNEMPLOYED

19. Not all young people experience unemployment. Almost all, however, are conscious of the threat of unemployment and have adjusted their job aspirations accordingly. For those who find difficulty in entering into the labour market at the end of compulsory schooling or further training, their problems do not end there. They tend to find increasing difficulty in maintaining secure employment in their late

teens and early 20s. Many end up in areas of activity quite different from those they originally aspired to or were trained for and others accept, in desperation, temporary or unskilled jobs as offering some form of work experience and financial independence. Motivation may be low, as a result of frustrated ambition rather than any unwillingness to adjust to working life, and many young people enter and re-enter the ranks of the unemployed several times.

20. In general, the primary aim of young people is to achieve economic independence and social status through employment.

Even if the work ethic is changing and the social stigma of unemployment has inevitably lost some of its force, it nevertheless remains the case that, in our Societies, work is an important way of achieving social integration and, if young people are kept in a state of dependence, they risk dropping into Society's marginal groups.

21. Young people tend to wait for employers to offer jobs, rather than consider how to market their own skills and ideas in their own locality. There is nevertheless a considerable wealth of initiative, talent and enterprise among young people. These capacities are sometimes revealed and stimulated during the course of special training schemes, job-creation schemes and production workshops (1) and an increasing number of young people seek to set themselves up in self-employment or cooperatives. Whether or not these initiatives succeed in providing stable employment, they offer an important outlet for the creative energies of young people which risk being irrevocably discouraged by the experience of long-term unemployment.
22. While youth unemployment is so widespread that it affects all classes, backgrounds and levels of qualification, certain minorities bear the brunt of unemployment as a result of an accumulation of handicaps.

The worst hit are those from impoverished family backgrounds with few educational qualifications; children of immigrant workers; the disabled; and those living in decaying industrial areas, inner cities or rural areas with high unemployment.

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(1) COM(82)637 final, page 15.

23. Young women generally face an even more restricted labour market. For many of the better jobs that are available, they are in competition with women with previous work experience seeking to re-enter the labour market. Remaining jobs tend to be limited in range, often unskilled and/or part-time, with little security or prospect of further professional development. Young unemployed women who want to find work are often under pressure to give up looking for a job and those who marry early risk reducing their chances of ever developing financial independence.
24. The most disadvantaged young people not only have few means of social, psychological and financial support, they are often concentrated in areas of general social and economic deprivation and sometimes of racial tension. They are thrown back on families often ill-equipped to manage, or on to the streets. Often condemned for their apathy, cynicism or refusal to seek out training or temporary work, they are frequently the forgotten victims of the recession until they turn to delinquency.
25. In addition to the immediate social cost of youth unemployment, the longer term economic cost has to be counted. If young people fail during their early years to enter and maintain contact with the world of work and normal economic activity, they risk alienation and the loss of their capacity to contribute to the economy and to society. The Community cannot expect young people to wait patiently until the end of the recession for job prospects to improve. Nor can it be confident about its capacity to re-integrate large numbers of young people who have joined the ranks of the long-term unemployed before they are 25.

IV. SPECIFIC MEASURES - PAST EXPERIENCE

26. During the last decade, special measures have been taken in most Member States to tackle the problems of young people in the labour market (1). There has been innovations in training and manpower policy, with increased interventions by the public authorities in the labour market.

Any evaluation of these measures - which have been varied and not always very consistent - needs to bear in mind the circumstances, in particular the economic climate, in which each was conceived and introduced. Generally speaking, continuing economic deterioration has reduced the effectiveness of measures which assumed that the recession was to be short-lived.

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(1) See Annex II.



27. Because of its seasonal occurrence, the unemployment of school leavers has always been the most conspicuous form of youth unemployment. Most large-scale efforts in Member States have been directed at this age group (16-18 year olds) with the aim of providing work experience or additional training. The mix of measures has varied considerably between Member States, several having opted for a more integrated approach, and there has been a general effort to encourage and improve apprenticeship systems.
28. Measures adopted in the Member States for young adults (19-25 year olds) have concentrated on increasing employment possibilities and have taken the form of wage subsidies for job creation (temporary or permanent) or of public funding of community services. Some Member States have also developed a policy of increasing job opportunities for young people by financing early retirement schemes.
- Recruitment subsidies in the private sector have too often allowed employers to offer only temporary work contracts, and have thus served to stimulate the creation of temporary and peripheral jobs with a rapid turnover of young people. In several Member States, these measures have been re-examined in order to avoid such perverse effects, and to encourage the creation of permanent jobs. The scale of these efforts remain modest, however. There is also increasing interest in the scope for using subsidies to promote recruitment linked to the reduction and re-organisation of working time, although this has so far been little used.
  - The creation of temporary community service jobs is a measure which all Member States have used to some degree, and has proved particularly useful for the most disadvantaged. Nevertheless, the nature and content of the jobs have often left much to be desired, and in most countries the scale of the actions have not matched up to the size of the problem.
  - Policies aimed at encouraging older workers to take early retirement, freeing jobs for young workers, have also been used with some success in several Member States but have proved costly. Limited experiments have also been made with other methods, in particular systems of progressive retirement linked to the recruitment of young people.

V. A PLAN FOR FUTURE ACTION

29. If the Community is to meet the policy priorities which it has set itself, it needs to :
- strengthen the general strategy against unemployment;
  - face up to the challenge of youth unemployment;
  - develop a programme of specific measures at national and Community level.
- (i) General strategy to combat unemployment
30. Until the Community succeeds in improving the general economic situation and thereby increasing aggregate labour demand, there will continue to be a serious problem of youth unemployment. Lower levels of economic activity over the years to come would lead to a continuing decline in the level of employment with employment concentrated among adult workers to the detriment of new entrants to the labour market, i.e. young people. The urgent need to combat youth unemployment reinforces the case for more active and energetic efforts to improve the general employment situation by the adoption of appropriate economic policies.
31. Since the Council Resolution of July 1982 (1), which sets out a broad Community framework for action to combat unemployment, the Commission has put forward a series of policy guidelines and proposals for initiatives to improve the economic environment, to stimulate investment, to promote industrial innovation and competitiveness, and thereby contribute to stable employment growth in the medium term.
32. With the aim of promoting the adoption of policies which can achieve a more immediate improvement in employment, the Commission is actively pursuing its work in the field of the reduction and reorganisation of working time. The Commission's Memorandum of 10 December 1982 (2) explores the scope for increasing the volume of stable opportunities and its proposals regarding voluntary part-time work, temporary work and the age of retirement (3) are also to be seen in this context. In the longer term, greater equity and flexibility in the organization of work will go hand-in-hand with the establishment of a post-industrial society based on new technology.

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(1) OJ C 181/1 of 21 July 1982

(2) COM(82) 809 final

(3) COM(81) 775 final of 22 December 1981, later revised in COM(82) 830 final of 17 December 1982

COM(82) 155 final of 30 April 1982

COM(81) 779 final of 9 December 1981

(ii). The specific challenge of youth unemployment

33. For the last five years, the unemployment rate among young people in the Community has been more than double that of adults. If the youth unemployment rate is to be brought down to the average rate (i.e. at present from 22.6 % to 11.1 %), this would involve, in present circumstances, the creation of 2.5 million extra jobs. The longer the Member States put off facing up to this challenge, the worse it will become, both because of an increase in the number of unemployed and a lengthening in the duration of unemployment.
34. The present situation of long term youth unemployment, in particular of a million and a half young people unemployed for more than 12 months, is unacceptable. It requires a special effort, not only of job creation, but also of organisation at local level, so that the most disadvantaged young people can benefit from a minimum period of job stability (2 years for example), to avoid the risk of becoming social outsiders. In so far as these young people have not had the benefit of vocational training as envisaged by the Commission in its proposals for a social guarantee (1) the offer of employment should be accompanied by appropriate training provisions.
35. The Commission believes that it is not impossible to meet this challenge within five years if, during this period, every effort is made both at the macro-economic level and the level of specific measures. Even if at first sight it seems difficult to reach this objective in all the regions of the Community, given the variations in economic potential and in budgetary constraints, the Commission believes that such an objective should be adopted by the Council as a guideline for the policies to be adopted in each Member State. The general commitment which the European Council, the Council and its Standing Employment Committee, the European Parliament and the Economic and Social Committee have all made, to give the highest priority to the problem of youth unemployment, must now be translated into specific targets.

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(1) COM(82) 637 of 21.10.1982

## VI. A PROGRAMME OF SPECIAL MEASURES

36. An effective strategy to combat youth unemployment must include the whole range of general measures referred to above. The paragraphs which follow concern the specific and direct action which is also urgently required to ease youth unemployment in the immediate future, to relieve young people of the disproportionate burden of unemployment they now bear and thus reduce the risks for the economy as a whole of producing a generation of workers alienated and ill-equipped to meet the demands of the 1990s. The importance of these ends justifies a measure of priority treatment for young people in the means adopted to secure them. The emphasis of the proposals which follow, however, is on the creation of additional jobs; conflicts of interest between different groups in the labour market can be avoided to the extent that this policy succeeds.
37. The Commission proposes that the following basic principles, based on the analysis in the preceding sections of the Communication, should guide the Member States in their development of special measures directed at young people.  
The special measures should :
- a) take their place among the general measures to stimulate the creation of stable, worthwhile but not necessarily full-time traditional jobs, and to increase flexibility in the labour market, in particular through the reduction and reorganization of working-time;
  - b) avoid any further development of unstable or marginal jobs, they should thus concentrate on the one hand on growth sectors providing career prospects for the young people concerned and on the other focus on urgent tasks related to economic and social development in the public and associated sectors;
  - c) include "positive measures" aimed at the most disadvantaged groups and increasing the range of occupations open to girls;
  - d) complement and support measures adopted in the field of initial and continuous training for young persons, and thus maintain the utility and credibility of the investment in training.
38. The types of measures and techniques which can provide the most efficient responses to youth unemployment are generally already identifiable on the basis of past experience : there are no new miracle

cures which have somehow eluded up to now the imaginations of policy makers. Past experience also helps to identify ineffective policies : it is particularly important to avoid piecemeal, makeshift actions. To make an impact, action needs to be on a significant scale; and measures which are designed to dovetail as closely as possible with existing jobs and activities will take effect more quickly and help to reverse the trend towards fragmentation in the labour market.

39. While the problem of youth unemployment exists throughout the Community, circumstances vary both between and within Member States and different combinations of measures will be appropriate. Nevertheless, the Commission has identified five types of action which, it believes, all Member States should undertake or develop. These actions would be designed to :
- (i) give priority to young people in the job opportunities resulting from the reorganization and reduction of working time;
  - (ii) encourage employers in the private sector to create new jobs and to increase the recruitment of young people;
  - (iii) help young people to develop new enterprises;
  - (iv) expand non-market sector employment opportunities with recruitment concentrated on young people and provide jobs for long-term young unemployed through special temporary public programmes or quotas;
  - (v) assist young people to develop their vocational abilities and non-vocational interests through better support facilities.

(i) Reduction and reorganization of working time

40. The two sides of industry can, through collective bargaining, play a significant role in ensuring an equitable sharing of the burdens of the recession and in taking corrective action where necessary. They can influence recruitment patterns to ensure that young people are not discriminated against, maximise the creation of permanent instead of peripheral or precarious ones and help to increase flexibility and mobility on a voluntary basis in order to increase the turnover of jobs.
41. In discussions and negotiations on the reduction and adaptation of workingtime, the two sides of industry must make every effort to

re-organize work in such a way as to create more jobs; arrangements must be made to earmark a substantial proportion of these for young people. Encouragement should be given to the creation of part-time jobs as well as full-time vacancies. Schemes combining voluntary progressive retirement with the recruitment of additional young people should be encouraged. As indicated in the Commission Memorandum (1), governments should support these changes by providing the appropriate statutory framework, taking the lead in the public sector and financing the initial costs of adjustment.

42. The Commission continues to support the principle that part-time work should be voluntary. It must be recognised that the current shortage of jobs inevitably increases the number of persons willing to accept part-time work and policies designed to create new jobs of this kind are to be encouraged. The same applies to measures to reserve a proportion of part-time jobs for the young, but it must be recognized that whilst some young people may have relatively low income needs and be attracted by offers of part-time work, others have income needs as pressing as many adults. To ensure that part-time workers are adequately protected, the Commission urges the Council to adopt the Draft Directive before it (2).

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(1) COM(82) 809 final

(2) COM(81) 775 final, amended by COM(82) 830 final.

(ii) Private sector employment

43. Member State Governments should encourage and support private employers who renew young people's employment contracts or who recruit additional people in order to enable the private sector to become once again the major source of employment of the young. There are a variety of techniques to stimulate the additional recruitment of the under-25s, including job creation premiums, exemption from social security or other employment related changes and other fiscal measures designed to favour employment, any one of which can be specifically targeted towards young people. The principal aim of these aids is to offset the extra initial cost of hiring new workers. In present circumstances, however, a major justification of such aids lies in the direct contribution they can make to stimulating economic activity and increasing the supply of jobs (1)
44. Subsidies may be used, in particular, to help ease the "insertion" of young people into the employment market, if possible, by reinforcing the link between training and employment. The issue of how far it is possible, or desirable, to strengthen the link between the provision of training to young people by an enterprise and the offer of a job contract, is complex. The idea of "alternance", or linked work and training, is supported by the Council in its Resolution of December 1979 (2); the existence of a relationship between an employing company and a trainee makes it easier, in principle, for the company to make a decision to recruit. On the other hand, there is a need to avoid bringing pressure to bear on employers to follow up the provision of training with a job offer, on the grounds that it may discourage the provision of training in the first place, or make it too dependent on short-term labour market conditions.
45. A balance must be struck, therefore, between the different objectives when determining the conditions for the provision of government financial incentives, but the Commission considers that employers should in general be encouraged to give more employment contracts to trainees - either through special recruitment subsidies limited to ex-trainees, or through the establishment of employment-training contracts, supported by government funds.

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(1) It is the responsibility of the Commission to determine whether such State aids are compatible with Articles 92 and 93 of the EEC Treaty

(2) OJ N° CI, 3.1.1980

46. Past experience has shown the limitations and disadvantages of recruitment subsidies which place no conditions on the duration of the job created. In future, financial incentives for the private sector should be conditional on either the creation of additional, permanent jobs, or the conversion of temporary jobs into permanent ones. A premium equivalent to around 30% of the negotiated wage totalled over a year would be an appropriate minimum target, judging by the take-up rate for existing aids, including those supported by the Social Fund.
47. The payment of higher rates of subsidy can be foreseen to aid young people facing particular difficulties on the labour market (whether these are due to their own relative disadvantage, or to the state of their local or regional labour market) or to aid young women seeking to enter non-traditional employment.

(iii) New enterprises

48. Financial incentives, including wage subsidies, should not be directed exclusively at existing enterprises, but should also be available for those setting up new enterprises, whether in the form of traditional small businesses or in collective groups and cooperatives.
49. One means of providing support is to allow young people eligible for unemployment benefit to continue drawing it for a period after they have officially left the unemployment register in order to launch a new enterprise. Insofar as some young people may not have acquired the necessary entitlement to unemployment benefit, alternative, equivalent forms of subsidy should be made available. The amount of such subsidies would need to be carefully set in relation to those paid in respect of recruitments by existing enterprises in order to avoid any risk of unintentionally stimulating the spurious creation of new firms.
50. Additional income support for young people is justified where groups of young people are involved in new enterprises where there is a training element, for example in a training/production workshop organised in the context of vocational training provisions (1). Financial support should not just be limited to the periods of intensive training but should also be continued, at lower levels of income support, for some period thereafter, for example to enable the workshop to transform itself into a self-supporting enterprise and thus provide permanent jobs.

(1) COM(82)637, page 15



51. The development of small enterprises and cooperatives already forms part of the Community's policy to exploit endogenous employment creation potential (1). However, advisory and technical services for small businesses need to be improved to assist them with market research, investment facilities, expertise in accountancy, etc. Such advisory centres at local or regional level should make special efforts to assist young people wishing to set up businesses, by making available premises, common administrative facilities and shared equipment during their initial operation.

52. Young people who organise themselves into labour-only contracting groups in order to provide a variety of manual (unskilled or partly skilled) activities merit support just as much as those who seek to organise activities involving more extensive capital investment. Care should be taken, however, to help those who take part in such activities to have an opportunity to improve their skills so as to avoid such initiatives resulting in new forms of "dead-end" jobs.

(iv) Non-market economy employment

53. Although the private sector should return to being the principal provider of jobs for the young, presently limited prospects make the young mainly dependent on the expansion of public job opportunities at central, regional and local level. In this restricted context, effort should be directed at greater stability and a better quality of jobs.

54. In the past, temporary public job creation programmes sought to avoid overlap with existing permanent jobs particularly where, for general budgetary reasons, permanent employment was being cut back. These short-term jobs have too frequently not concurred with public priorities, whilst their training content has been very poor.

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(1) A communication on this subject is being prepared.

55. It is important, therefore, to ensure that the additional, longer-term jobs now envisaged are related, more than in the past, to identified needs in the various areas of public provision. Job creation schemes should thus dovetail with policy priorities such as the need to improve social services or hospital departments, or to maintain a fully-staffed public transport system or improve the environment

Young people will thus feel that they are doing a worthwhile job. It is also important to ensure that the range of jobs offered is broadly compatible both with existing jobs in the public sector and with the range of actual or potential abilities of all young people and are not simply confined to the unskilled and low-paid jobs.

56. The actual provision of publicly funded jobs should not in any case, be just or even mainly the responsibility of central authorities. The major emphasis should be on provision at the regional and local level, either directly through public authorities, or through independent, non profit-making bodies of various sorts, although this will inevitably fall to central government funds to support.
57. Those young people would normally be employed on fixed term contracts, whilst they would be working alongside others with permanent public employment jobs. This apparent inequality of treatment is undesirable, but unavoidable in present circumstances. Its justification is that it is preferable to have two levels of employment status rather than risk creating two qualities of public jobs.
58. It is desirable in the public sector as in the private sector that part of the action should consist of the creation of part-time jobs, at least in the short-term. However, the same caveats apply here as in paragraphs 42.
59. In addition, public authorities should also strengthen their actions for young people facing long-term unemployment. Such additional help can be given in two basic ways.
- either a proportion of the additional public job opportunities can be reserved - in effect through a system of quota - for those young people whose relative disadvantage on the labour market can be attributed to their having experienced long periods of unemployment.
  - An alternative approach is to establish separate employment schemes which would be more finely tuned to the needs of particularly disadvantaged groups.

60. Both approaches have advantages and disadvantages and both are feasible, alone or together. The Commission stresses that whichever option or combination is chosen, the creation of such additional temporary jobs does not imply a long-term increase in the number of publicly funded jobs.

(v) Information and response to the non-vocational needs of the young

61. Two sorts of support are needed for young people. The first requirement is for information and guidance on employment possibilities (paid and unpaid), apprenticeships, traineeships, other forms of private and public vocational training, as well as assistance for those who wish to pursue self-employment or set up small private or collective enterprises. The need for such help is particularly acute for those with little or no real experience of working life. This points to the establishment of a separate service for young people distinct from those provided for the workforce at large, giving special emphasis to the provision of information which more experienced workers would not be expected to require. Various public authorities are involved, but the public employment agencies have a leading role to play in the development of such facilities, in training specialised staff (including, insofar as is practical, the recruitment of young people to work in such local centres), in establishing systems for identifying the problems of the most disadvantaged individuals and in seeking to provide personal contact and advice.
62. The second requirement is to assist young people to develop their non-vocational interests. However successful additional job creation measures may be, many young people will be forced to face considerable periods of unemployment for some time yet. In addition to the difficult question of their financial situation and the help that families can provide, they should be encouraged and assisted to sustain themselves through such difficult times by developing wider interests. More resources need to be devoted by the Member States to meet the aspirations and interests of young people, in such areas as continuous education, sports, cultural activities or voluntary works. Facilities available to young people should be substantially expanded and support should be given to various forms of unpaid activity currently undertaken by associations of young people. It would also be useful to review and where necessary change provisions (e.g. daily signing-on procedures) which prevent unemployed young people from pursuing other worthwhile activities. The Commission is pursuing its enquiries on these issues and will be coming forward with more detailed proposals.

VII. FINANCING

63. Since the beginning of the crisis, the Member States have in general seen to it that the necessary appropriations were made available for expanding and improving training opportunities for young unemployed persons, in particular school-leavers. However, such endeavours must be continued if the 'social guarantee' objectives are to be attained and all young people under 25 given an opportunity to undergo training involving work experience. At the same time, the action by the public authorities will have to concentrate on job creation in line with the proposals made in this Communication.
64. However, endeavours in this field are not incumbent solely upon the public authorities, but also upon both sides of industry. The measures adopted must not result in an increase in unit production costs, but employers should - along with the efforts undertaken in the field of training and apprenticeships - offer more jobs to young people and systematically reserve for them jobs made available through retirement.
65. The Trade Unions have a vital part to play in promoting solidarity between those who have jobs and those who have not, particularly young people. A tendency is beginning to appear among workers to give priority to the maintenance or development of employment by means of solidarity contracts or sectoral wage agreements and to accept the consequences in terms of wage restraint. This solidarity should also make it possible, through sectoral or company agreements, to offer more jobs to young people, especially part-time jobs, as a result of the re-organization of working time. The same collective effort should also be made, along lines to be defined at national level, by all the self-employed occupations.
66. These efforts will, however, come to nothing without the participation of the public authorities, which are still faced with severe budgetary problems. These problems have lately begun to appear less acute in several Member States, which could - as part of their economic policy aimed at creating permanent jobs - embark upon measures recommended by this Communication. The Commission pointed out in its Annual Report for 1982 that if the expectations for 1983 proved correct and if, a fortiori, they turned out to be even more positive than expected, some countries should make their policies less restrictive. (1)

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(1) Annual Economic Report 1982-1983, COM(82)677.

67. In the case of Member States as yet unable to adopt a less restrictive budgetary policy, a system of job creation subsidies is no less desirable; however, their financing problems are more acute and would involve greater sacrifices on the part of the employed. As regards the impact of public expenditure on the employment situation, it is necessary to ensure that in every case an acceptable balance is struck between encouraging investment and providing direct aids to job creation. Employment policy should likewise take account of the fact that the net costs of these job creation measures to the public budget are considerably less than the gross expenditure, mainly because of savings in social expenditure. All in all, therefore, it is up to the Community to set in train a process which, while it probably will not reach all the 4 500 000 young people out of work, should be sufficiently far-reaching to show them that at least a more active policy has been adopted on their behalf.
68. The Community should provide financial resources to support and encourage measures taken by the Member States in this field. The activities already under way or proposed within the framework provided by the financial instruments and by other measures help indirectly to improve the situation of young people without being specifically aimed at them. The European Social Fund provides the Community with the appropriate machinery to contribute to the financing of a specific increase in job opportunities for the young. In addition to its large-scale financing of training schemes over the years, the Social Fund has in the last four years, since the creation of two special aids for young people (1), also made a substantial contribution in support of measures involving recruitment subsidies and the creation of temporary jobs of general value to the community. (2)
69. In its Opinion on the Review of the Social Fund (3), the Commission stressed on the one hand the importance of the Fund's activities in support of Community vocational training policy and, on the other, the need to enable the Fund to play a more creative part in improving job opportunities. Besides developing the use of recruitment premiums for newly created jobs in the private sector and wage support for the creation of jobs which fulfil a public need, the Commission has also proposed support for development agents, who have an important part to play in drafting and implementing job creation programmes for the young.

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(1) OJ No L 361, 23 December 1978.

(2) First results of the experience gained in the application of two new type's of ESF aids to youth employment (COM(81)1 final). See also Annex III.

(3) COM(82) 485 final.

70. Although the Fund's resources have increased steadily since it was set up, expenditure in the Member States on specific training measures for young people and assistance towards their employment has increased still more rapidly. Consequently, the Community's financial contribution to these measures, which are regarded as being of supreme political importance, is now lower in relative terms than in the past. The Fund's resources are now far from adequate to cover even all the eligible applications from regions suffering from a youth unemployment rate above the Community average, and the geographical area covered by fund intervention is shrinking from year to year.
71. The problem is all the more acute since account has to be taken of the targets fixed by the European Council for the vocational training of young people. These quantitative targets are to be confirmed in greater detail by the June 1983 Council on the basis of the Commission communication and the draft Resolution on the development of vocational training in the 1980's. (1) Further assumptions concerning the quantitative job creation targets for young people are set out in paragraphs 33-35 of this communication.
72. Accordingly, the Commission has to define in detail its financial role in achieving these targets. The Commission, for its part, considers it necessary to prevent the gap between eligible applications and available resources from widening. The Social Fund also needs to be given additional resources to enable it to support the immediate additional financial resources which the Member States will have to find for the training and employment of young people.
73. An exceptional increase of this order in the resources of the European Social Fund, to be used for specific youth training and employment measures cannot be made under the Fund in its present form. For this reason, it is a matter of urgency for the Council, in line with the targets set by the European Council, to bring its re-examination of the Social Fund to a speedy conclusion so that it can operate in its new form from 1984 onwards. If this is not done, the Commission will be forced to present to the Council alternative proposals to provide for an increase in the resources necessary for action to promote youth employment.

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(1) COM(82)485 final.

VIII. COMPLEMENTARY ACTION AT COMMUNITY LEVEL

74. In addition to financial intervention through the European Social Fund in support of action by Member States, the Commission intends to launch a series of other initiatives to assist in the development and evaluation of employment policy measures to benefit young people. To stimulate experimentation and innovation within Member States, the Commission sees the need to set up a series of networks of demonstration projects on specific themes, to be part-financed through the ESF:

- (a) Projects involving the creation of new small enterprises by young people supported by specialised local advisory centres providing technical and administrative services for young entrepreneurs (as described in paragraphs 48 - 52 above). A network of projects in this area of activity would be launched in close cooperation with the Youth Forum of the European Communities and be designed to evaluate experience and disseminate information about the contribution young people themselves can make in the area of new job creation.
- (b) Projects involving new types of job creation arrangements for young people which are launched as part of agreements on the reorganisation and reduction of working time (as described in paragraphs 40 - 42 above). A network of projects in this area would be designed to enable the two sides of industry to take an active role in monitoring innovatory experience, particularly as regards the transformation of temporary jobs into permanent jobs and the relative advantages of creating part-time jobs for young people.
- (c) Projects involving the creation and development of special guidance and counselling centres for young people in areas of high economic and social deprivation. A network of projects on this theme would be designed to promote cooperation at local level between all the various agencies and voluntary organisations concerned with the problems of the most disadvantaged young people including young immigrants.

75. In addition to the exchanges of information and experience to be organised in relation to the networks of demonstration projects described above, the Commission will develop the flow of information between Member States regarding new national policy initiatives on expanding employment opportunities for young people. In particular

the existing MISEP network (Mutual Information System on Employment Policy) will be reinforced to provide regular documentation and reports on new developments. Concertation and coordination between Member States will also be encouraged. In liaison with the responsible authorities in the Member States and in conjunction with its meetings with the Directors General for Employment, the Commission will prepare periodic reports for the Council on progress achieved and the problems encountered in implementing the Community targets regarding employment creation for young people.

76. The Commission will also further its enquiries regarding the problems of access to income support and the scope of provisions enabling young people to develop their non-vocational interests as indicated in paragraphs 61 - 62 above, and prepare further reports and proposals as appropriate.

#### IX. CONCLUSIONS

77. There will be no lasting solution to youth unemployment independently of the general strategy of economic and employment recovery. Without waiting for the positive effect of such policies, however, the number of job opportunities for young people must be increased in the short term, and supplementary measures must be envisaged to provide a set minimum period of work experience for long term young unemployed. The objective must be to create worthwhile and wherever possible, permanent employment, integrated into the structure of our economies and societies.
78. Success in reducing youth unemployment will depend on the scale and intensity of the efforts undertaken and the quality of the actions that are developed. All efforts must be mobilised - whether they are companies, the two sides of industry, public authorities or the Community.
79. The attached draft Resolution is designed to enable the Council to associate itself with the broad objectives and principles outlined in this Communication.
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Draft Council Resolution  
on  
the promotion of youth employment

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The Council of the European Communities,

Having regard to the Treaty establishing the European Economic Community,

Having regard to the draft Resolution presented by the Commission,

Having regard to the Opinion of the European Parliament,

Having regard to the Opinion of the Economic and Social Committee,

Whereas at their meetings in March and December 1982 and March 1983, the Heads of State and of Government underlined the need to give priority to the fight against youth unemployment and in particular to measures aimed at creating more job openings for young people;

Whereas the Council reiterated its profound concern regarding the continued high level of unemployment, particularly among young people, at the meeting of Ministers of Employment and of Social Affairs and at the Joint Meeting on 16 November 1982 of the Ministers of Economic and Financial Affairs and the Ministers of Employment and Social Affairs, and requested the Commission to present specific proposals aimed at encouraging the access of young people to employment and increasing the volume of jobs available to them.

Whereas the European Parliament has repeatedly stressed the need for action to promote equality of opportunity in the employment field, and more particularly to tackle the problem of youth unemployment;

Whereas the diversity of the situations facing young people and the variations in economic and social conditions in the Community are such as to necessitate the adoption of a broad range of measures;

Adopt this Resolution

1. and notes that youth unemployment is a facet of the general employment situation and cannot be tackled in isolation from policies aimed at promoting a general economic recovery; acknowledge, however, that specific measures based on the guiding principles set out below should be adopted forthwith in view of the severity of the youth unemployment problem.
2. Confirms the need for coordinated action to be taken in collaboration with the two sides of industry at both national and Community levels, to give young people better employment opportunities and in the short term ensuring that young people have the opportunity to undertake some form of worthwhile activity, whether remunerated or not.
3. Notes the Commission communication concerning the promotion of youth employment and asks Member States to take all possible steps, particularly by promoting the creation of additional jobs with a view to bringing youth unemployment within the next five years to the average unemployment level.
4. Emphasises the need to envisage special measures for long-term unemployed young people that will provide them with a minimum period of stable employment.
5. Establishes the following guiding principles for the special measures to be implemented at national level. The measures should:
  - (a) form part of general measures designed to stimulate the creation of permanent worthwhile jobs, although not necessarily traditional full-time jobs, to increase the flexibility of the labour market, particularly through the reorganization and reduction of working time;
  - (b) avoid any further development of insecure or marginal jobs and accordingly concentrate on growth sectors offering career openings for young people in the public and voluntary sector, on tasks that have priority in the light of economic and social development.

- (c) include positive measures for the most disadvantaged groups, in particular long-term unemployed young people and to expand the range of occupations open to girls;
  - (d) supplement and coordinate measures taken in the area of preparatory and continued training for young people, thus maintaining a useful and credible level of investment in this area.
6. With a view of attaining these general objectives and bearing in mind the responsibilities of the two sides of industry, asks Member States to intensify their efforts to:
- (i) encourage emphasis on the recruitment of young people in the context of agreements between management and labour on the reduction and reorganization of working time which are likely to create additional permanent jobs of a full- or part-time character;
  - (ii) encourage employers in the private sector to recruit more young people, notably via subsidies for the creation of additional permanent jobs adequate to provide a real incentive and via financial support for measures agreed by employers and workers in relation to the reduction and reorganization of working time;
  - (iii) help young people to establish new enterprises, notably by expanding training opportunities for potential entrepreneurs, providing project evaluation and guidance services and supplying administrative, technical and financial support for the new businesses (which may be involved either in the production of goods and services or in labour-only contracting);
  - (iv) expand job opportunities in the public and voluntary sector, notably by concentrating public service recruitment on young people and offering employment in community work schemes to the most disadvantaged groups;
  - (v) help young people to develop their vocational skills and personal interests, notably by ensuring the presence in local employment offices of staff with specialized knowledge of the whole range of problems encountered by young people; expand, in terms of both infrastructure and human resources, the facilities aimed at helping young people to develop their non-vocational interests, especially in the social, cultural and sporting fields.

7. Stresses the importance it attaches to the ability of the Social Fund to support the financial effort to be made by the Member States, noting that this will entail an increase in budgetary resources. It recalls the role the Social Fund should play in furthering social innovation through experimental schemes.
  8. The Council requests the Commission
    - to promote systematically the lines of action set out in its communication;
    - to organize an exchange of information and experience between the Member States with regard to the encouragement of job creation for young people and to pursue its own investigations into this question;
    - to present a report 18 months following the adoption of this resolution on the progress accomplished and the advisability of reinforcing Community provisions in this field.
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ANNEX I

Employment and Unemployment Statistics  
for young people under 25 years

- Table A Young people as a part of total employed and unemployed
- Table B Annual trends in number of young unemployed in Member States
- Table C Number of young people by age group
- Table D Over-representation of young people in the unemployed
- Table E Young people unemployed for more than a year

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Note :

The statistics used cover young unemployed registered with the employment services. These statistics are not always comparable given the different national administrative systems. The Statistical Office of the European Communities will shortly publish harmonized statistics on youth unemployment, using the results of the Labour Force Sample Survey.

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**EMPLOYMENT AND UNEMPLOYMENT**

**TABLE A**

M + F < 25

Octobre		D	F	I	NL	B	UK	IRL	DK	CEE 9
%	Activity rate < 25 (1981) (1)	51,1	48,2	38,3	41,7	45,1	53,2	54,8	52,1	47,6
%	Unemployment < 25 (1982-estime) rate	11,1	28,4	29,3	24,3	35,0	21,5	14,1	15,3	22,6
%	Share of < 25 in total employment (1981) (1)	19,7	17,5	18,2	22,2	19,7	22,5	28,5	19,9	19,6
%	Share of < 25 in total unemployed (1982)	30,3	46,4	51,1	46,3	40,4	39,5	29,5	29,0	45,0

M

Octobre		D	F	I	NL	B	UK	IRL	DK	CEE 9
%	Activity rate < 25 (1981)(1)	53,5	51,9	43,8	42,6	47,0	59,6	61,5	55,2	51,8
%	Unemployment < 25 (1982 - estime)	11,2	23,5	24,7	27,8	26,8	23,7	15,8	13,5	21,0
%	Share of < 25 in total employment (1981) (1)	16,8	15,2	14,8	16,6	16,2	20,3	22,5	18,6	16,9
%	Share of < 25 in total unemploy- ment (1982)	30,3	40,4	46,7	37,6	38,0	34,0	25,0	25,1	39,8

F

Octobre		D	F	I	NL	B	UK	IRL	DK	CEE 9
%	Activity rate < 25 (1981) (1)	48,6	44,7	33,1	40,8	43,1	46,6	47,8	49,0	43,4
%	Unemployment < 25 (1982-estime)	11,0	33,8	34,9	21,1	40,6	18,6	11,8	17,2	23,3
%	Share of < 25 in total employ- ment (1981) (1)	24,3	20,6	24,9	33,9	25,7	25,2	44,2	21,6	24,2
%	Share of < 25 in total unemployment (1982)	30,3	52,2	55,8	65,2	42,3	52,8	43,3	33,8	52,0

(1) Source : LABOUR FORCE SAMPLE SURVEY : data from Spring

UNEMPLOYMENT < 25 ( SEPT ) x 1000

TABLE B

	74	75	76	77	78	79	80	81	82	indice 1979 = 100	81 - 82 en %
D	158	287	257	268	246	192	225	375	551	287	+ 47
F	237	493	442	540	578	640	689	871	950	143	+ 9
I	(308)	(370)	(420)	(531)	913	883	338	995	1247	158	+25,2
NL	60	87	85	90	102	104	130	203	271	276	+33,5
B	56	113	128	147	154	162	181	219	248	153	+13,2
L	-	-	-	0,5	1	0,5	0,5	1	1	-	-
UK	130	362	641	738	710	566	892	1235	1383	213	+12
IRL	30 <sub>E</sub>	40 <sub>E</sub>	45 <sub>E</sub>	45 <sub>E</sub>	40 <sub>E</sub>	40 <sub>E</sub>	26	35	48	134	+37,1
DK	7	20 <sub>E</sub>	23	29	31	38	55	67	69	172	+3,0
CEE-9	1036	1772	2041	2338	2775	2625	3037	4004	4768	182	+19,2

E = Estimation

Source : OSCE and DG V

Situation in September 1981 : no. unemployed 425

by age group

Total x 000	D	F	I	NL	B	UK	IRL	DK	CEE 9
15-17	35	120	303	27	22	296	2	1	806
18-19	100	300	248	57	53	317	8	15	1098
20-24	240	520	590	117	139	583	23	49	2261
$\Sigma$	375	940	1141	201	214	1196	33	65	4165

YOUNG MEN x 000	D	F	I	NL	B	UK	IRL	DK	CEE 9
15-17	17	56	136	12	12	162	1	-	396
18-19	45	116	97	26	23	181	5	6	499
20-24	110	215	272	71	54	373	16	24	1135
$\Sigma$	172	387	505	109	89	716	22	30	2030

YOUNG WOMEN x 000	D	F	I	NL	B	UK	IRL	DK	CEE 9
15-17	19	65	168	15	10	132	1	1	411
18-19	54	183	151	31	30	137	2	9	597
20-24	130	301	318	47	85	209	7	25	1122
$\Sigma$	203	549	637	93	125	478	10	35	2130

Source : OSCE -

DG V



OVER-REPRESENTATION OF <25  
IN UNEMPLOYED - 1981

%	D	F	I	NL	B	UK	IRL	DK	CEE 9
Share of young in total employment	.19	.16	.19	.21	.17	.22	.28	.17	.19
Share of young in unemployed	.24	.42	.49	.46	.39	.42	.27	.31	.41
Coefficient of over-representation - 2/1	1,3	2,6	2,6	2,2	2,3	1,9	1,0	1,8	2,2

Source : OSCE and estimates DG V

TABLE E

<25 UNEMPLOYED FOR OVER ONE YEAR

1979 and 1982 (October)

	D (1)	F	I	NL	B	UK (2)	IRL	DK	CE 9
	('000)								
1979	13,2	83,4	:	14,0	41,8	58,9	:	:	:
1982	57,0	151,4	475,8	66,5	139,2	568,6	15,1	4,0	1478
	('000)								
1979	6,8	12,2	:	14,3	27,3	11,3	:	:	:
1982	10,3	15,0	39,1	24,2	34,0	23,6	16,9	3,1	24,2

1. D = September

2. UK = Great Britain

Source : OSCE - and - DG V calculations

ANNEX II

National Measures concerning  
Youth Employment

- . The information collected in the tables attached has been made by the Commission services but is not necessarily exhaustive.
  
  - . The table will be progressively completed and updated.
  
  - . A more synthetic document describing the measures will be prepared as more complete information is made available.
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PAYS : BELGIQUE

Intitulé ACTION	Date Créat.	CIBLE visée	ACTEURS	DURÉE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE	COUT (BUDGET ETAT)
Mise au travail des chômeurs (tâches intérêt collectif)	1975	Jeunes chômeurs	Pouvoirs Publics et A.S.B.L.	12 mois maximum	non	oui	non	1978 : 10 730 1979 : 12 900 1980 : 13 450 1981 : 12 200	Allocation chômage avec minimum selon nature du travail	1978 : 3 MFL 1979 : 3,8 M 1980 : 4,4 M 1981 : 4,3 M
Stages en entreprise	1975 modifié 1981 1982	Jeunes chômeurs <30 ans n'ayant jamais eu emploi >6 mois	Ent. privées Administrations (obligatoire si >50% de l'effectif total)	6 mois, renouvelable ou 12 mois à mi-temps	non	oui	non	1978 : 31 500 1979 : 30 800 1980 : 28 300 1981 : 28 900	Rémunération : 90% Sal. min. Prise pour entreprise : 100 000 FB/an	
Cadre spécial temporaire (tâches intérêt collectif)	1977 modifié 1981		Pouvoirs publics et A.S.B.L.	3 à 12 mois maximum 2 ans depuis 1981	non	oui	oui	1978 : 10 350 1979 : 13 550 1980 : 11 400 1981 : 12 650	Rémunération : 90 ou 100% du salaire initial pour poste équivalent dans la fonction publique Payé par l'Etat	1978 : 1,3 M 1979 : 4,5 M 1980 : 6 M 1981 : 5,5 M
Préparation légale et embauche	1975	Jeunes <30 ans	Tous sauf fonctionnaires		non	non	oui	1978 : 6 800 1979 : 6 900 1980 : 9 000 1981 : 7 000	Etat versé au pensionné à de salaire plafonné alloc. chômage	1978 : 6 M 1979 : 7,8 M 1980 : 10,2 M 1981 : 12,5 M
(Primes d'adaptation)	1979 supprimé 1982	Chômeurs et jeunes sortant de l'école (réduction horaire)	Ent. privées <500	Versement prime : 1 ou 2 ans	non	oui	oui		Prise pour entreprise : 250 000 FB/an	
(Primes de réadaptation)	1979 supprimé 1982	Chômeurs >6 mois	Ent. privées <500		non	oui	oui		Prise pour entreprise : 300 000 FB/an	
Exonération cotisations sociales	1977	Chômeurs <30	Ent. privées <50	Exonération : 1 an pour les 2 premières emb.	non	oui	oui			
Aide aux jeunes indépendants	1978	<35 ans s'établissant pour la 1. fois			non	oui			Subvention : 50 000 FB et mesures fiscales	
Emploi dans petites entreprises	1975 modifié 1981	>18	Ent. privées puis <16	Subvention : 3 à 5 ans Effet rétroactif sur 5 ans	non	oui	oui		Subvention : 15 000 FB/an Prise : 100 000 FB	
Troisième circuit	1981	Chômeurs >2 ans sur période de 4 ans	Pouvoirs publics et ASBL, pour tâches d'intérêt collectif	5 ans	non	oui	oui		Rémunération : payée à 100% par l'Etat (voir Cadre Spécial Temporaire)	
Apprentissage		Jeunes 15-19	Ent. privées	2 à 4 ans	oui	(oui)	non	1977 : 23 600	Rémunération : 5 à 20% du salaire adulte payé par entr.	

PAYS : ALLEMAGNE

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DUREE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHEES	NATURE et MONTANT DEPENSE	COÛT (BUDGET ETAT)
Apprentissage en entreprise (Dual System)		Tous les jeunes >16	Ent. privées	2 à 3,5 ans	oui	oui	non	Flux d'entrée 650 000/an Stock annuel : 1,7 Millions		
Mesures de préparation professionnelle (B-Arbeit)		Jeunes chômeurs non-qualifiés	Syst. éducatif	6 à 12 mois	oui	non	non	1977 : 33 000	Résunération : 400DM/mois en 1977	
Programme spécial Jeunes migrants	1980		Syst. éducatif	1 an	oui temps plein			1980 : 15 000	Allocation fédérale	
Création emplois d'intérêt migrants	1975 modifié 1982	Chômeurs longue durée	Tous, surtout secteur public	6 mois pour le contrat, 12 mois pour le projet 1982 : 1 à 3 ans pour le projet	(oui) éventuelle	oui	oui	1977 : 9 000 1978 : 15 000	Salaires normaux Subvention état 60 à 120% du salaire (80% en moyenne)	
Aides à l'emploi Jeunes difficiles à placer	1975	Jeunes chômeurs difficiles à placer (ou sortant de l'école sans qualification)	Ent. privées	1 an de prise en charge obligation de fournir un emploi ou un poste de formation	oui	oui	non oui	1978 : 45 000	Subvention (variable selon Land) 1978 : 3 000 DM pris si embauche 4000 DM si poste de F.P.: 8 000 DM (60% du salaire en moyenne)	

PAYS : DANEMARK

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DURÉE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE	COUT (BUDGET ETA)
Cours de préparation professionnelle EIFU	1975	Jeunes chômeurs <25	Communes	5 à 12 semaines	oui	non	non	1978 : 6 000 1979 : 7 400 1980 : 7 900	Rémunération : 650 K/hebdo si >18 ans 450 K/hebdo si <18 ans (budget Etat)	
Subvention pour esbauche de jeunes	1977	Jeunes chômeurs	Ent. privées	Subvention : 6 mois	non	oui	non	1978 : 2 500 1979 : 1 800 1980 : 1 700	Salaire normal Subvention : 36 K/heure si >18 ans 22 K/heure si <18 ans	1981 : 150 Millions K.
Aide d'Etat à la création d'emploi :	1982	Jeunes chômeurs 18-25	Tous, surtout collectivités locales et associations	Subvention : 1 an renouvelable (max. 3 ans)	non	oui	oui	(1983 : 6 000)	Salaire normal Subvention : 40 K/heure (72% salaire)	1983 : 480 Millions K.
Création emplois d'utilité collective	1975		Tous, surtout secteur public et associations		non	oui		(Total 1981 : 6 400)	Salaire normal Subvention : 100% du salaire stagiaires et encadrement (80% si ent.pr.)	(Total 1981 : 524 Mill./K)
Offre d'emploi à chômeurs de longue durée	1978 modifié 1981	Chômeurs >18 mois et >25 ou chômeurs >12 mois et <25	Ent. privée et si impossible obligation pour collect. locale	9 mois max.	non	oui	oui	(Total 1981 : 9 000)	Salaire normal Subvention : 30K/heure	(Total 1981 : 340 Mill./K)
Apprentissage exceptionnel	1977	Jeunes chômeurs	Ent. privées Aut. locales	6 mois à 3 ans	oui	oui	non avant 18 ans oui après 18 ans	1981 : 5 100	Salaire apprenti Subvention	1981 : 84 Mill./K
Apprentissage "classique"		Jeunes 16-19	Ent. privées	2,5 ans	oui	oui		1976 : 55 300	Salaire apprenti 25 à 90% salaire adulte (seuil à 18 ans)	

PAYS : PAYS-BAS

INTITULÉ ACTION	Date créat.	CIBLE visée	ACTEURS	DURÉE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE	COUT (BUDGET ETAT)
Cours pour jeunes chômeurs		Jeunes chômeurs 18-23ans sans qualifications	Min. Education et Office du Travail		oui	non	non			
Subventions salariales, jeunes (Loonkosten subsidies jeugdigen)	1976	Jeunes chômeurs 17-23 ans Chômeurs >6 mois	Ent. privées	Subvention : 12 mois	non	oui	oui	1977 : 850	Salaire normal Subvention : 650 FL/mois	1977 : 6,8 M/FL
Mesures intermédiaires pour jeunes chômeurs ↓ Mesures d'élargissement de l'emploi	1975  révisé 1979	Jeunes chômeurs 18-23 ans Chômeurs >2 mois  Tous chômeurs	Secteur public Associations	12 mois max.	non	oui	non	1975 à 1977 : 4 000	Salaire normal plafonné Subvention : 100%	1975 à 1977 : 125 M/FL
Places de travail temporaire pour chômeurs longue durée	1975  révisé 1978	Chômeurs <45 ans et >6 mois	Tous	0 mois  12 mois	non	oui	oui (temporaire)	1975 à 1977 : 3 500	Salaire normal Subvention : 30% du salaire  75% du salaire	
Programme de création d'emplois	1980	Chômeurs (dans 50% des cas remplacement de retraite anticipée)	Service public et semi-public		non	oui (50% des cas)	oui			
Stimulation de l'apprentissage (Vakopleiding van schoolverlaters)	1976	Jeunes <23	Ent. privées		oui	oui	oui (mixte)		Salaire légal apprentis Subvention : 100 FL/hebdo	1981 : 55 M/FL
Apprentissage "classique"		16-18 ans	Ent. privées		oui	oui		1977 : 58 300	16 ans : 20% du sal. adulte 18 ans : 62%	

PAYS : IRLANDE

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DUREE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE'	COUT (BUDGET ETAT)
Career Training Programme		Jeunes 17-20 sortant de l'école	AnCo	6 semaines	?	non	non	1978 à 1980 : 11 300	Allocation hebdo : 20£	
Work Experience Programme	1978	Jeunes 16-20 ans (15-25)	Ent. privées	6 mois	oui	non Expérience de travail sur min. - postes	non	1979 : 6 000 1982 : 12 000	Allocation hebdo : 20£	
Employment Incentive Scheme	1975 révisé 1977 révisé 1982	Tous chômeurs	Ent. privées	Subvention : 24 semaines  52 semaines	non	oui	oui	1977 à 1982 : 14 000 1982 : 1 550	Salaire normal Subvention : 30£ hebdo (25£ si jeune quittant l'école)	
Community Youth Training Programme (Emplois utilité collective)	1976	Jeunes chômeurs	AnCo et Aubrités locales, Associations		oui	oui		1977 : 600 1978 : 1 200 1979 : 2 300 1980 : 2 000 1981 : 3 000		
Dept. of Education Temporary Grants Scheme for Youth Employment		Chômeurs <23 ans	Associations de jeunesse (projets d'utilité collective)	1 mois minimum	non	oui	non	1978 : 1 200		
Environmental Improvement Scheme	1978	Chômeurs (75% de <25 ans)			non	oui	non	1978 : 1 500 1979 : 1 000	Salaire normal	
Promotion of Apprentice ships	1975		AnCo et Ent. privées	1 an de F.P. par AnCo et 3 ans en entreprise	oui	oui	(oui)	1979 : 16 500 1978 : 18 000 1981 : 19 500	Rémunération : 50 à 80% du salaire adulte	



PAYS : ITALIE

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DURÉE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE	COÛT (BUDGET ETAT)
Contrats de formation	1977 Loi 285 + 479	Jeunes chômeurs sans qualification	Ent. privées	Subvention formation : max. 24 mois ↓ Subvention embauche : 12 mois	oui 30% du temps	oui	non   oui	1978 : 1 100	Subvention : 200 Lires/h. (Mezzo : 400) ↓ si embauche après formation subven- tion 34 000 L/mois	
Recrutement à durée indéterminée sur liste spéciale	1977 Loi 285	Jeunes chômeurs sur liste spéciale (<22 ou si diplômé <26)	Ent. privées	Subvention : 18 mois (Mezzogiorno:24) Emploi : 12 mois maximum	non (éven- tuelle)	oui	oui <u>12 mois</u> max.	1978 : 3 200 (objectif : 300 000)	Salaires normaux Subvention : 32 000/mois (15% salaire) (Mezzo : 64 000)	
Programme de services et activités à caractère social	1977 Loi 285 + 479	Jeunes chômeurs	Adm. publiques Coll. locales	4 à 12 mois 20 à 40h/hebdo	non	oui		1978 : 14 500 (objectif : 120 000)	Salaires minimum payé par l'Etat	
Apprentissage	1955		Ent. privées		oui (qualité douteuse)	oui	non	Stock : 1976 : 650 000	Rémunération : 55 à 90% du salaire adulte	

PAYS : ROYAUME-UNI

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DURÉE	P.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DEPENSE	COUT (BUDGET ETAT)
Youth Opportunities Programme		Jeunes 16-17 Chômeurs						Total TOP 1980 : 360 000 1981 : 550 000 1982 : 630 000	Allocation stagiaire : 25£ hebdo	Total TOP 1980 : 473 M £
1. Work Preparation					non	non	non	1980 : 4 100		Coût unitaire 1981 : 139 £
• Employment Induction Courses			Ent. privées	15 jours						
• Short Training Courses			Syst. scolaire + Ent. privées	5 mois	oui	non	non	1980 : 49 000		Coût unitaire 1981 : 1 009 £
• Remedial Courses			Syst. scolaire	2,5 mois	oui	non	non	1980 : 2 100		Coût unitaire 1981 : 1 142 £
2. Work Experience					Eventuelle	(oui)	non	1980 : 242 000		Coût unitaire 1981 : 517 £
• W. Exp. on Employers Premises			Ent. privées	6 mois						
• Project based Work Exp.			Associations Coll. locales	6 mois	non	(oui)	non	1980 : 20 100		Coût unitaire 1981 : 1 652 £
• Training workshop (formation/Product.)			Associations Coll. locales	8 mois (moyenne)	oui	(oui)	non	1980 : 12 000		Coût unitaire 1981 : 2 368 £
• Community Service			Associations Coll. locales	9 mois (moyenne)	non	(oui)	non	1980 : 30 000		Coût unitaire 1981 : 1 876 £
Community Programme	1978 révisé 1982	Jeunes 16-24 Chômeurs >6 mois (et >25 ans >12 mois)	Associations	1 an ou plus	non	oui	non	1978 : 7 000 1981 : 8 000 1982 : 16 000	Salaires normal Subvention : 100% du salaire avec plafond	1982 : 80 M £ (Total : 157)
Community Industry	1972	Jeunes chômeurs 16-17 "désavantagés"	Associations of Youth Clubs	1 an ou plus	non	oui	non	1978 : 5 000 1981 : 6 000 1982 : 7 000	Salaires normal Subvention 100% plafonnée	1982 : 24 M £
Young Workers Scheme	1982	Jeunes <18	Ent. privées	Subvention : 1 an	non	oui	oui	1982 : 137 000	Salaires max. 45 £ hebdo Subvention : • 7,5 £ hebdo si salaire <45 • 15 £ hebdo si salaire <40	1982 : 59 M £
Job Splitting Scheme	1982	Chômeurs ou menacés de chômage	Ent. privées		non	non en volume, oui en nombre	oui		Subvention : 750 £ par emploi partagé	
Job Release Scheme		Pre-retraités = 40% des remplacements par <25 ans	Ent. privées		non	non (remplacement)	oui	1982 : 30 000		
Small Firms Employment Subsidies	supprimé 1980	Tous	Ent. privées <200 dans cert. zones	Subvention : 6 mois	non	oui	oui		Subvention : 20 £ hebdo (1978)	

PAYS : ROYAUME-UNI (suite)

Intitulé ACTION	Date créat.	CIBLE VISÉE	ACTEURS	DURÉE	F.P.?	EMPLOIS SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHÉS	NATURE et MONTANT DEPENSE	COUT (BUDGET ETAT)
Enterprise Allowance (régions pilotes):4	1982		>18 Chômeurs 23 mois et 1 000 £ à investir	Subvention 1 an	non	oui		1982 : 310 (sur 2 000) Subv : 40 £		
Training for Skills (apprentissage)	1976 révisé 1981		Ent. privées		oui	oui	(oui)	1981 : 35 000 1982 : 35 000	Subvention : au recrutement d'apprenti (50% salaire) allocation aux stagiaires	1981 : 50 M £ 1982 : 57 M £
Apprentissage "classique"			Ent. privées	2 ans	oui	oui	(oui)	Flux annuel : 220 000 Stock : 460 000	Préparation : 40 à 60% du salaire adulte	

PAYS : FRANCE

Intitulé ACTION	Date créat.	CIBLE visée	ACTEURS	DUREE	F.P.?	EMPLOI SUPPL.?	CONTRAT de TRAVAIL?	NOMBRE de JEUNES TOUCHES	NATURE et MONTANT DÉPENSE	COÛT (BUDGET ETAT)
Programme 16-18 ans - stage d'orientation - stage d'insertion - stage de qualification	1982	Chômeurs 16-18 ans sans qualification	Etat	1,5 mois	(oui)	non	non	1982 : 13 075	Rémunération : 500 F/mois pendant 6 mois, puis 700 f/mois	1982 : 750 M Coût unitaire : 2 400 F
			Org. F.P. +	10 mois max.	oui	non	non	1982 : 29 650	Entreprises : imputation des dépenses sur montant taxe formation	
			Org. F.P. + Ent. privées	2 ans max.	oui	non (30 à 50% du temps en Ent.)	non	1982 : 21 400		
Stages de formation - stage d'insertion - stage de qualification	1975 révisé 1978 révisé 1981 1982	Jeunes chômeurs 16-25 ↓ 18-26	Associations  Organisée F.P. + Ent. privées	  5 à 8 mois	oui  (800h)	non  non	non  non	1977 : 64 000 1978 : 56 000 1979 : 46 000 1980 : 38 500 1981 : 65 000 1982 : 35 000	Rémunération 25% SMIC si <18 ans 75% SMIC si >18 ans	1977 : 950 M 1978 : 500 M 1979 : 191 M 1980 : 720 M 1982 : 750 M Coût unitaire 1982 : 21 000 F
			Etat  Etat		oui  oui	non  non	non  non	1982 :  1982 :		
Fond National de l'Emploi A.F.P.A.										
Contrats Emploi - Formation - contrat d'insertion - contrat de qualification	1975 révisé 1981	Jeunes 17-26 ans	Ent. privées	6 mois (puis 12 à 24) Max. 24 mois	oui 500h si contrat 12 mois 1200 h si 24 mois	oui	oui	1977 : 26 350 1978 : 38 000 1979 : 64 000 1980 : 65 000 1981 : 72 000 (1982 : 46 000)	Subvention : 1977 : 30% du SMIC (100% pendant périodes de formation) 1981 : 44F/h	1977 : 240 M 1978 : 335 M 1979 : 476 M 1980 : 820 M coût unitaire annuel 1982 :
(Stages pratiques en entreprise)	1977 révisé 1978  supprimé 1982	Jeunes 16-25  18-25	Ent. privées	6 mois  4 mois	oui 200h  120h	(oui)	non	1977 : 145 000 1980 : 55 000 1981 : 143 000 1982 : 75 000	Subvention : 90% du SMIC versé au stagiaire 1978 : salaire 90% du SMIC dont 75% payé par Etat	1977 : 1 560 M 1978 : 37 M 1979 : 191 M 1980 : 975 M
(Exonération cotisations sociales)	1977  supprimé 1982	Jeunes 16-25	Ent. privées	Exonération 6 mois  1 an (1981)	non  non	non (1977)  oui (1978)	oui	1977 : 203 000 1980 : 151 000 1981 : 144 000 1982 : 126 000		1977 : 1 142 M 1978 : 51 M 1979 : 446 M 1980 : 786 M
(Prime à l'embauche du premier salarié)	1975  supprimé 1982		Artisans (<10 salariés)		non	oui	oui	1980 : 6 000 1981 : 8 000	Prime : 5 000 F	1981 : 40 M

PAYS : FRANCE (suite)

INITIATIVE ACTION	Date créat.	CIBLE VISÉE	ACTEURS	DURÉE	F.P.?	EMPLOI SUPPL.	CONTRAT de TRAVAIL	NOMBRE de JEUNES TOUCHES	NATURE ET MONTANT REVERSE	COUT (BUDGET ETAT)
Primes de développement régional	1975	Tous	Ent. Privées		non	oui	oui	Total 1982 : 10 000 f	Prime	Total 1982 : 390 M Coût unitaire ann. : 48 000
Emplois d'initiatrice locale	1978 révisé 1981		Associations Coll. locales	Subvention 1 an	non	oui			Subvention : 36 000 f/an	
Programme Jeunes Volontaires (Tâches d'intégration g-éral)		Chômeurs 18-25 ans	Associations Coll. locales	6 mois à 1 an	oui	oui	non	1982 : 10 000	Salaire : 75% du sal. minimum (payé par l'Etat)	
Création d'entre-prise par les chômeurs d'emploi	1980		Chômeurs licenciés	Subvention 6 mois max.	non	oui		1980 : 2 300 1981 : 5 200 1982 : 8 000 (sur 45 000)	Allocation : indemnités chômage et couverture sociale	
Contrats de solidarité (pré-retraite et rebauchage de jeunes)			Ent. privées		non	oui (rare)	oui	1982 : 50 000	Financement partiel de la pré-retraite par l'Etat	Coût unitaire annuel 1982 : 69 000 f
Encouragement de l'apprentissage	1977	Jeunes 16-20 ans	Ent. privées <10	2 ans	oui	oui	oui	Flux d'entrée : 130 000/an Stock : 220 000	Salaire : 15 à 60% du sal. min.	Coût unitaire annuel 1982 : 6 850 f 1980 : 537 F

ANNEX III

Aid for youth employment,  
financed by the European Social Fund since 1978

Aids F 3 : wage subsidies for the recruitment of young unemployed under 25 in the private sector.

Aids F 4 : wage subsidies for the creation of community service jobs for young unemployed people under 25.

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1979 - 1980

1981

1982

STATE	NUMBER AFFECTED	AMOUNT ECU	NUMBER AFFECTED	AMOUNT ECU	REQUESTS ECU	NUMBER AFFECTED	AMOUNT ECU	REQUESTS ECU
vide F 3								
B	10,750	3,369	7,348	3,471	5,033	7,423	3,501	5,068
DK	9,495	2,246	8,708	2,568	4,220	5,032	1,815	3,622
D	9,206	2,380	756	0,325	2,977	3,369	1,725	3,833
E	-	-	-	-	-	19,000	4,990	4,990
F	139,274	54,979	61,225	28,385	48,149	78,272	43,705	79,073
IRL	16,000	6,341	13,750	4,838	4,838	12,690	4,868	4,868
I	34,016	21,384	1,420	1,037	1,037	2,191	1,660	3,578
LUX	860	0,194	404	0,185	0,393	431	0,189	0,400
NL	-	-	-	-	-	-	-	-
UK	83,607	27,223	622	26,573	49,033	99,772	38,826	79,739
CEE	303,208	118,086	94,233	67,382	115,680	228,180	101,279	185,171
Aid F 4								
B	14,459	8,198	10,858	7,580	8,725	10,858	7,670	8,829
DK	6,543	1,559	17,009	4,843	5,034	14,748	5,626	5,626
D	4,165	1,219	5,120	3,043	5,781	8,500	3,798	3,798
E	-	-	-	-	-	650	0,212	0,212
F	1,787	1,394	-	-	-	6,000	4,415	4,415
IRL	5,650	2,463	3,751	1,247	1,247	8,407	3,475	3,475
I	46,159	39,898	52	0,039	0,039	60	0,048	0,048
LUX	235	0,076	235	0,069	0,069	86	0,070	0,070
NL	1,265	0,879	2,850	1,045	1,045	3,400	1,181	1,181
UK	25,613	10,084	7,351	12,411	19,886	9,668	19,647	36,488
CEE	105,876	65,770	47,226	30,277	41,826	62,377	46,142	64,142
F 3 + F 4								
CEE	409,084	183,856	141,459	97,659	157,506	290,557	147,421	249,313