

# ONE-STOP GUIDANCE CENTRE

Successful Method for Youth Transition to Labour Market



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# Report from the Flagship School to Work

## Introduction

Various labour market measures have been introduced to succeed with higher employment rates among young people who are 18 to 29 years old in the European Union. Some measures have been piloted with the funding from the European Social Fund. One of such measures has been introduction of one-stop guidance centres for young people who need assistance and guidance to find work, and who need support to stay at work.

This report looks into three kinds of one-stop guidance centres for young people who are at risk of leaving school early, are looking for their first job or who are in the situation when they are neither in education, nor employment or training (NEET).

The report outlines the most common problems related to the entrance of young people into the labour market across the EU. These problems are as follows: high youth unemployment rates and ratios, dispersed networks of actors who interact with young people when they are at risk of dropping out from school, looking for job or are in a need to increase one's employability, and low trust in public institutions which in addition creates a situation when government interventions are not successful with having a direct impact on decreasing youth unemployment. It welcomes you to look into some exemplary one-stop guidance centres that operate in the Baltic Sea Region.

The social and political call for preventative and employability measures have been fundamental reasons for more intensified cooperation among public institutions, local municipalities, civil society organizations and private companies within the [Flagship School to Work](#)\*

Flagship School to Work is a platform that represents projects in fields of education and employment that aim to prevent early school leaving and to integrate young people who are not in education, employment or training into labour market by the use of holistic approach and with a strategic significance for the Baltic Sea Region. It is led by the Swedish Association of Local Authorities and Regions. The Flagship School to Work is established within the policy area of Education of the EU Strategy for the Baltic Sea Region.

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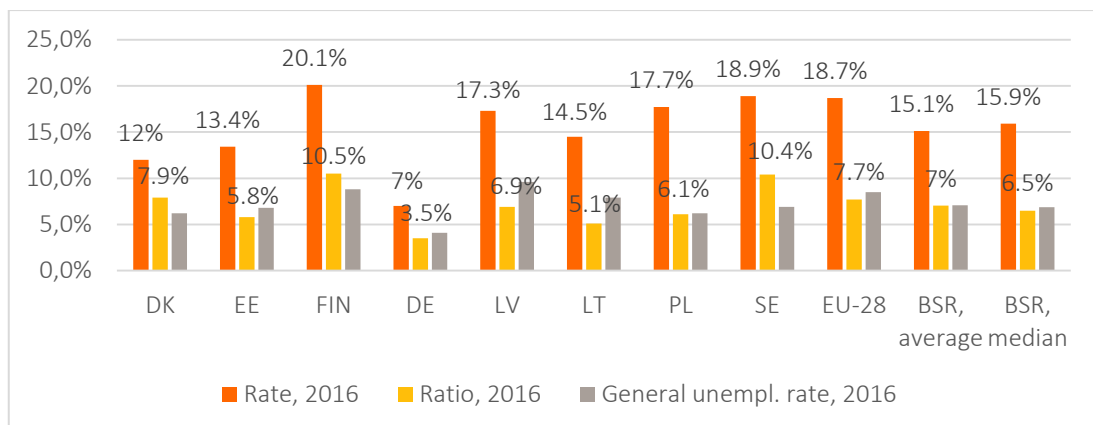
\* More information about the Flagship School to Work you can find at SALAR's website <https://skl.se/tjanster/englishpages/activities/schooltowork.11353.html> and the Flagship's School to Work website [www.s2wflagship.eu](http://www.s2wflagship.eu)

## Problem Description

### High Youth Unemployment Rate and Ratio

Youth unemployment rates tell a part of a story about difficulties faced by young people who are trying to get a job. They are used as indicators for public employment services and other public institutions to adjust intervention and to offer integration measures. According to the Eurostat, the youth unemployment rate in the EU-28 was 18.7% and in the Baltic Sea Region it was 15.1% in 2016. The highest youth unemployment rates in the Baltic Sea Region are in Finland (20.1%), Sweden (18.9%) and Poland (17.7%). However, this does not necessarily mean that the group of unemployed persons aged between 15 and 24 is big because many young people are studying full-time and are therefore neither working nor looking for a job but yet included in the statistics.

Thus, it is more relevant to look at unemployment ratio to understand better situation in labour markets. The unemployment ratio presents the share of unemployed for the whole population of young people who are 15 to 24 year old. Picture 1 shows that youth unemployment ratios in the Baltic Sea Region are lower than in the rest of the EU-28.



Picture 1. Youth Unemployment Rate and Ratio, 2016

Source: Eurostat. *Unemployment Statistics*. 2017. Data up to May 2017.

When we look into data presented by countries in the Baltic Sea Region, one sees that the lowest youth unemployment ratio is in Germany (only 3.5%) whilst the highest one is in Finland (10.5%) in 2016. Since 2014, the unemployment ratio has decreased remarkably in Sweden (-2.3%), Poland (-2.0%) and Lithuania (-1.5%). These three countries have also positive changes in youth unemployment rate since 2014. The unemployment rate in Poland has decreased by 6.2%, in Lithuania it has dropped by 4.8% and in Sweden by 4%<sup>1</sup>.

<sup>1</sup> Eurostat. *Unemployment Statistics*. 2017. Source: [http://ec.europa.eu/eurostat/statistics-explained/index.php/Unemployment\\_statistics](http://ec.europa.eu/eurostat/statistics-explained/index.php/Unemployment_statistics)

### **Dispersed Network of Actors**

There are various actors who are involved in the welfare security network to provide assistance and support when an individual security network has failed in a case of unemployment. These actors are public institutions at local, regional and national level, as well as non-governmental actors and businesses.

The number of actors, who are eventually involved to find the most suitable solution for a young who is not into the labour market, is variable. The number depends on the complexity of the case. It can be from two persons/ institutions (case officer at the public employment service and social security agency) to almost two dozens of professionals. In reality this means, that a person has to contact individually with every involved actor, do an appointment, and provide a feedback or report, whilst actively searching for job.

Thus, often these obligatory interactions are criticized for their length of duration which brings into a question of the efficiency of measures presented by the dispersed network of actors. Overcoming this challenge is essential to succeed with having young people at work with up-to date knowledge and skills.

### **Low Trust in Government Institutions**

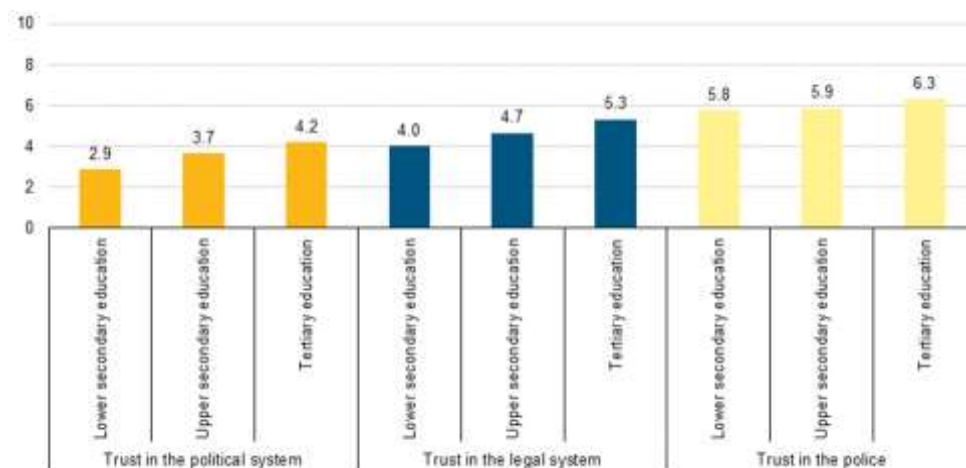
It takes a certain period of time to start and finalize communication with governmental institutions that are involved in solving social problems at individual level (e.g. unemployment). It is especially true if problems are complex and involve cooperation among various offices at different levels of government or various fields of governance are involved. Though, if a person has a low level of trust in government institutions in general, and their capability to address problems then there is a very little likelihood, that a one will follow the line of interaction that is set among various involved actors to ask for assistance and guidance.

Data analysed by the Eurostat in the article *Quality of life in Europe* state that there is a clear relationship between educational attainment and trust in (government) institutions<sup>2</sup>. The article analyses the level of trust of EU residents in three major institutions (the police, the legal system and the political system. Eurostat concludes that throughout the European Union the trust in governmental institutions is lower for those who have left school early (look below at the Picture 2. *Trust in institutions, by educational attainment, EU-28, 2013*).

People in the EU-28 trust the least to the political system when compared to three systems of the government (political system, legal system and police). And in general the level of trust in any of the three government systems is the lowest for those who have lower secondary education.

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<sup>2</sup> Eurostat. *Quality of life in Europe – facts and views – governance*. 2017. Source: [http://ec.europa.eu/eurostat/statistics-explained/index.php/Quality\\_of\\_life\\_in\\_Europe\\_-\\_facts\\_and\\_views\\_-\\_governance#Trust\\_in\\_institutions\\_and\\_trust\\_in\\_others](http://ec.europa.eu/eurostat/statistics-explained/index.php/Quality_of_life_in_Europe_-_facts_and_views_-_governance#Trust_in_institutions_and_trust_in_others). Data extracted in March 2015.



Picture 2. Trust in institutions, by educational attainment, EU-28, 2013  
Source: Eurostat. Quality of life in Europe – facts and views – governance. 2017

Whilst the situation in the Baltic Sea Region is slightly different, the average situation is better than the EU-28. The highest trust is put by people in Denmark, Finland and Sweden, whereas the lowest trust is among people living in Poland, Latvia and Germany (look below Table 1. Trust in institutions in the Baltic Sea Region, by lower Secondary Education).

Lower Secondary Education											
Government institution	DK	DE	EE	LV	LT	PL	FI	SE	EU-28	BSR, Avg	BSR, Med
Trust in police	7.7	6.1	5.8	5.3	6.1	5.2	8.1	7.2	5.8	6.4	6.1
Trust in legal system	7.0	4.9	4.9	4.4	5.0	4.2	6.9	6.6	4.0	5.5	5.0
Trust in the political system	5.3	4.5	4.2	3.4	4.4	3.4	5.5	5.2	2.9	4.5	4.5

Table 1. Trust in institutions in the Baltic Sea Region, by lower Secondary Education  
Source: Eurostat. Quality of life in Europe – facts and views – governance. 2017

In addition, several reports suggest that a person, who has left school too early or has low school attainment, has an increased risk to become unemployed. According to a report carried out by the SALAR, when looking at the relation between level of education and statistics of unemployment in Sweden, the likeliness to become unemployed increases three times if a person has not graduated upper secondary school<sup>3</sup>. It is also confirmed by the Swedish public employment agency *Arbetsförmedlingen*, that reported in the beginning of December 2017<sup>4</sup>.

<sup>3</sup> Sveriges Kommuner och Landsting. *Utbildning – nyckeln till arbete. En longitudinell studie över årskullen 1981 och dess övergång från skola till arbete*. 2015. Sveriges Kommuner och Landsting.

<sup>4</sup> Arbetsförmedlingen. *Rekordlåg arbetslöshet bland unga*. 6.12.2017. Source: <https://www.arbetsformedlingen.se/Om-oss/Pressrum/Pressmeddelanden.html?id=66E1C716E252654A>

Consequently it means that employment services would offer employment measures (if one applies for them). Though, one should consider that low trust in institutions among youngsters with low school attainment indicate that there is an increased likelihood that the usual measures would fail if no adjustments are made.

We can conclude that labour market measures should take into consideration the challenges mentioned above, especially, if the implementing body represents a public authority. Therefore, it becomes intriguing to look into one-stop guidance centres that provide services of integration into the labour market for young people. One-stop guidance centres ambition to offer public services to young people with a fast response time, by having individual tailored and holistic approaches.

## Solution: One-Stop Guidance Centres for Youth

### Description

Several actors in the Baltic Sea Region have established programs, pilot projects and even founded organizations that are one-stop guidance centres to facilitate young people's transition from school to work and support their integration into the labour market. They intend to provide more guided response to young people who risk of being unemployed or do not succeed to find employment. These efforts have come into the interest area of the Flagship School to Work of the EU Strategy for the Baltic Sea Region in Policy Area Education. Flagship School to Work has looked into practices of reaching out to young adults who are in a situation when they have no education, nor have an employment or training and how do public institutions plan their services to lower youth unemployment rates.

This report provides a descriptive insight in seven different one-stop guidance centres that are active in the Baltic Sea Region and work with young people.

One-stop guidance centres with multi-competence teams (often called one-stop-shops) is a method taken up in several countries in the Baltic Sea Region to tackle youth unemployment issues more efficiently and by having a wider scope of activities to prevent social exclusion of young people who are at risk.

Guidance centres map person's health, academic and professional abilities. They provide guidance and counselling, ease the transition from school to work, and from absence to further education or recruitment, provide information on vacant employment positions, increase young people's employability skills and assist handling practical matters (e.g. housing, personal budget, health etc.), and often provide coaching. One of their main approach is the ability to offer low-threshold services and youth friendly activities to young people.

One-stop guidance centres are effective solutions to address young people who have low school attainment, low employability skills and low trust in public institutions. The efficiency lies in the fact that services are integrated and their providers collaborate at the same premises. In that way, a person, who seeks for support and guidance, approaches one institution instead of several. Additionally, the other success factors are: services and activities are tailored-made and the fact that there is a personal contact between the client and service provider. Among others these are the reasons why one-stop centres have high success rates.

It is often so that one-stop guidance centres for young people are a result of both vertical and horizontal integration of welfare, education, social care, health care and other services that find and offer a tailored-made solution that derives from an application of a holistic approach. Vertical integration refers to different levels of government (municipal, regional and national), while horizontal integration refers to services spread across one level of government (e.g. department of education and department of welfare of one municipality). In this way, services for young people are integrated and collaboration is taking place.

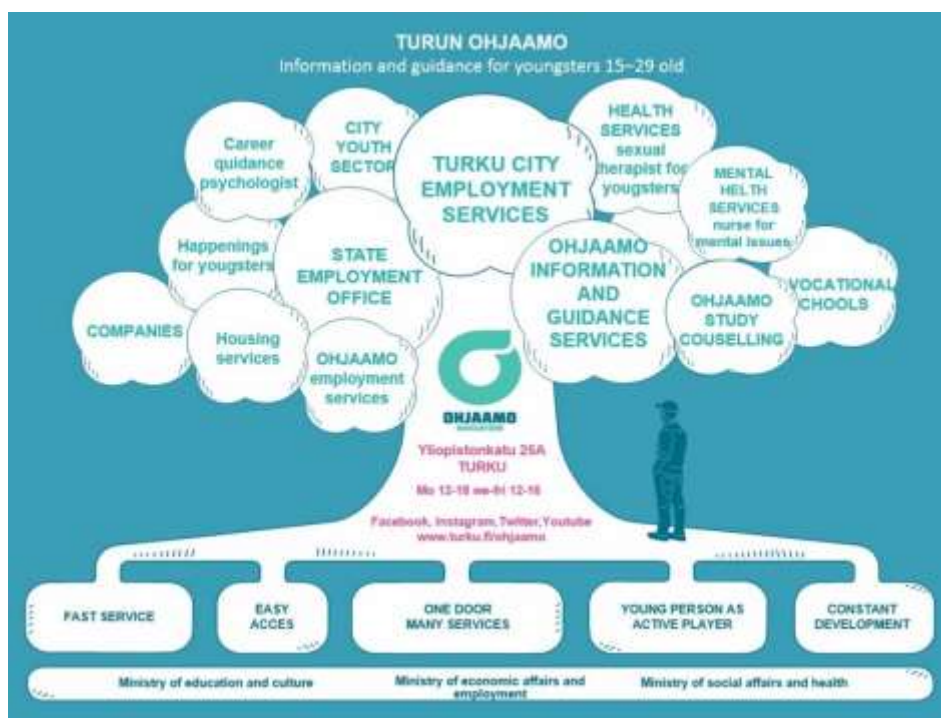


### **Introduction to the One Stop Centre Turun Ohjaamo**

One such exemplary case can be found in city of Turku in Finland. The guidance centre Turun Ohjaamo assembles services under one roof for young people who are 15 to 29 year old. Services are low-threshold and provided on daily basis by the employment office of the city of Turku and Youth Information and Counselling Centre. The Ohjaamo centre is located in the heart of the city.

Ohjaamo Centre is a guidance centre that has services for youth under one roof and it aims to guide young people to further education and employment. Provided services for young people are: educational guidance; provision of first job experience; reduction of non-wage labour costs; targeted and well-designed wage and recruitment subsidies; job and training mobility measures; start-up support for young entrepreneurs, quality vocational education; provision of traineeships and apprenticeships; training courses or second chance programmes for early school leavers; rehabilitative work and events for youngsters.

Additionally, there are also pop-up services like sexual therapist, health counselling, mental health nurse, and they are offered based on the demand and in specific days (look at the Picture 3. Services at Turun Ohjaamo Guidance Centre).



Picture 3. Services at Turun Ohjaamo Guidance Centre

Source: Communication with Hanna Hyytiä, Project Coordinator at Turun Ohjaamo

City of Turku is the host of the Guidance Centre and a host for specialists from other services who are based in the premises but employed by the relevant organization. The Centre is established as a measure of Youth Guarantee.

### People in Focus

One-stop guidance centres, typically offer services and activities for young people until age of 29 who:

1. Seek educational guidance for finding the best match for type of education or program (vocational education, university, adult learning centre),
2. Have not succeeded in finding a suitable employment,
3. Are not in training, do not work or have no education,
4. Ought to develop employability skills,
5. Are at risk or have left school too early (without certificate or diploma),
6. Have health problems,
7. Have anti-social behaviour at school, home or in community,
8. Are out of reach to government institutions (e.g. school, municipality, police, social services, health institutions, public employment services, etc.),
9. Are newly arrived refugees.

### Characteristics

During the last decade, several one-stop guidance centres that have a focus on youth employment issues have emerged as pilot projects in the Baltic Sea Region. Most often, their legal form has been either a municipality, a part of a public employment office or a private body (e.g. a civil society organization or a business company), and most of them have received funding from the European Social Fund. Roughly, these one-stop guidance centres have some common operational characteristics:

1. The target group is young people who are 16 to 29 years old,
2. They address young people who have health and anti-social behaviour problems, are at risk of early school leaving or be unemployed,
3. Activities are designed to prevent early school leaving, ease the school-to-work-transition, find the most suitable employment solution, coach and mentor young people to develop their employability and social skills, find the most suitable path for professional life, guide young people through the network of institutional safety net,
4. Services are provided in a defined geographical area,
5. It is an organization that assembles relevant services in one location,
6. Individual pathways and roadmaps for clients are defined by multi-sectoral professionals.

One-stop guidance centres can have two kinds of different scopes. One kind has a focus on integration into the labour market in a holistic manner. It is achieved by having the person in the centre and by offering services that both increase person's employability as well as offer training and employment opportunities.

Whereas, the second kind of one-stop centres have their focus on guidance and counselling services for those young people who are at risk of early school leaving or not being employed because of health problems, anti-social behaviour and lack means of self-support.

It is possible to make three categories of the one-stop guidance centres, in regards to their operations, level of institutional collaboration and integration:

1. **One-stop guidance centre as a *Program*.** Such centre has recruited specialists that provide guidance, most typically, counselling, coaching, and psychological counselling, also helps to find an internship, vocational training opportunities or job. The timeline of operation depends on accessible funding and is usually project based. It is an independent by-service to already existing services.

*Examples: project Come in, GSM Training & Integration GmbH in Hamburg, Vocational development centre in Gävle.*

NAME	ACTION
Project Come in, GSM Training & Integration GmbH <a href="http://www.gsm-group.de">www.gsm-group.de</a>	<p>Every young person has a case officer and enrolls in group's and individual counselling, and activities that increase a person's employability. Case managers provide guidance for the necessary interaction with public and private institutions in order to help the young person to find the path to employment and settle down in work-life.</p> <p>Project activities are: consulting and individual coaching; competence measuring; individual support on practical affairs, e.g. when looking for a new apartment; support through psychological counselling and control of financial debts; assistance in finding an internship, vocational training or job; individual post-care for 6 month; work testing/check-out in cooperation with <i>Jugendbildung Hamburg</i>.</p> <p>The company provides vocational services in Germany and has been implementing project funded by the European Social Fund Come In in Hamburg. The specific aim of the Project is integration and reintegration of discriminated people (18 to 25 year olds) into working life.</p> <p>Activities provided by the Project are integrated in company's daily services but they are financially bound to the terms set by the managing authority of the ESF.</p>
Partner:	Youth Employment Agency
Country:	Germany
Vocational Development Centre	<p>The Centre is a municipal entity that works with various groups of young people who need counselling and other activities that pave their path to the employment. There are two different groups of youth that have specially designed measures for their integration into the labour market in the city of Gävle.</p> <p>One of the groups is young people who are younger than 20 years, have not finalized compulsory education and are not in secondary education. The action is taken by the municipality and is introduced with means of the Project Ung I Gävleborg that is financed by the European Social Fund.</p> <p>Activities: finding the individual by cross checking records from population register accounts; contact individuals throughout a 6-week period until one is reached; input to data system for documentation of the activities and reporting of data to the National Statistical Office; counselling and coaching; guidance; practice or other forms of vocational learning.</p>

Partner:	City of Gävle
Country:	Sweden

2. Another type is *integrated measures*. It presents a setup of a one-stop centre that offers their usual *a la carte* of services and activities which are complemented with employment measures. It entitles a close cooperation with public employment services, social insurance agency and other relevant actors who are either informed on regular basis or invited to run certain activities at place. There might or might not be a coordinator at the centre who mediates cooperation among government institutions and other actors to provide the necessary support to the young person.

*Examples: Association of Estonian Open Youth Centres in Estonia, Youth Centre Nätet in Bromölla, and Vamos centre in Turku.*

NAME	ACTION
Association of Estonian Open Youth Centres <a href="http://www.ank.ee">www.ank.ee</a>	<p>Association of Estonian Open Youth Centres introduces a Youth Pop-Up (Noorte Tugila) Plan all over Estonia. It is an action plan implemented in Estonia for young people who are 15 to 26 years old and who are not currently engaged in any kind of academic study or employment. Youth Pop-Up is a part of the wider Estonian Youth Guarantee National Action Plan.</p> <p>Common activities of every youth centre are career counselling, career information provision, socio-pedagogical counselling, special educational counselling, psychological counselling, and speech therapy. Activities are implemented according the needs of local young people.</p> <p>Services and activities to young people are delivered in close cooperation between various municipal and government agencies. A guidance function of a coach is established to help to navigate through various services and activities that enrich one's employability.</p>
Partner:	Range of involved parties depend on local needs. Centres cooperate with schools, social services, employment services and other actors.
Country:	Estonia
Youth Centre Nätet (Network)	<p>The youth centre offers help and support to young people who are 15 to 29 year old young people in Bromölla. The centre offers services like guidance and personal coaching to find a way back to studies or to work life, organizes thematic meetings with potential employees and recruitment companies.</p> <p>It intends to improve collaboration among social services, schools and education institutions, employment services and business sector.</p>
Partner:	Municipality, schools, employment services
Country:	Sweden
Vamos Turku, Helsinki Deaconess Institute <a href="http://www.vamosnuoret.fi">www.vamosnuoret.fi</a>	<p>The Centre offers coaching and guidance to young people aged 12-29 with a special focus on those at risk of social exclusion. The main methods are: individual coaching, group coaching and community coaching. Services offered: rehabilitation, coaching, career services, education and traineeship services, health care and social services. Activities aim to assist young people to build a sustainable transition into working life and develop methods for managing one's everyday life.</p> <p>A special characteristic of Vamos Centre is their intervention work at schools to prevent and mediate anti-social behaviour in classes.</p>

	The Centre is flexible to young people not only by adjusting their services but also by agreeing on meeting places. Specialists might agree to meet young people in their homes, at schools, in libraries or in parks.
Partner:	Cooperation with City of Turku, schools, Ohjaamo Turku Centre, Turku University Hospital, Youngsters Turku – housing guidance center, non-profit organization, Child Welfare Organizations in Southwest Finland and other.
Land:	Finland

3. **Collaboration** is the most developed stage of integration and institutional cooperation within the one-stop guidance centre. Vertical and horizontal levels of governance have been settled in one location and there is a clear chain of events that a young person should follow when one's needs and qualities have been defined. In practice this means that all services are located in the same building and there might be a designated case officer who guides the person, interacts with and follows-up to ensure a successful return or integration at school, in labour market or in society. Emphasis is put on active measures that intend to integrate the person into the labour market. Personnel remains recruited by the relevant institution.

*Examples: Youth Employment Agency in Hamburg and Ohjaamo Centre in Turku.*

NAME	ACTION
Youth Employment Agency in Hamburg <a href="http://www.jba-hamburg.de">www.jba-hamburg.de</a>	The Youth Employment Agency (YEA) concept is based on a combination of outreach and activation measures for young people who are between 15 to 25 years old and who are not employed or are in the transition from school to work.  Agency provides preventive guidance and employment services to students and young unemployed people in one building. Each young person has a contact person within the YEA, depending on one's profile, status and needs. Special counselling and measures are offered for disadvantaged young people, in order to provide them with the most appropriate services.  Representatives of the YEA go to schools, provide information about jobs and careers, and carry out individual profiling. YEA also use schools' student registers to reach out to ESL and NEETs.
Partner:	Municipal Youth Welfare Service Organisation; Employment Agencies; Job Centres; Ministry of Education; Youth Welfare services
Country:	Germany
Ohjaamo Turku, One-Stop Guidance Center <a href="http://www.ohjaamot.fi">www.ohjaamot.fi</a>	Ohjaamo Centre offers low-threshold services for young people who seek for guidance and counselling in regards to education, transition from school to work and employment.  Guidance Center receives funding from the municipality and the European Social Fund. In total there are more than 40 Ohjaamo centers in Finland.
Partner:	Centre of Employment Services at City of Turku, Youth Information and Counselling Centre (City youth sector), Public Employment and Business Service Health Services (nurse), sexual adviser
Country:	Finland

## For Further Considerations

Examples of one-stop guidance centres in field of reaching out to young people and guiding them in the transition from being neither in school, nor training or at work, in the Baltic Sea Region, prove, that actors working in education, welfare, social services, public employment services, civil society organizations, have better results, if further considerations are taken into action:

1. Simplified, low-threshold and integrated services that implement a one-stop guidance centres approach and are intended to increase young person's employability, is a measure that proves to be an effective response to challenges like low trust in government institutions and high youth unemployment.
2. A holistic approach that incorporates tailored-made help and support, as well as individualised action plan of integration for young people who risk to be or are in a NEET situation with guidance from members of multi-competent teams (e.g. coaches, case workers, mentors, profession counsellors, social workers, health specialists) prove to be an effective method to improve school to work transition and integrate young people.
3. Special programmes and early job activation programmes are introduced to address specific barriers faced by youth at risk (e.g. financial planning and management, courses, transport subsidies), and they are combined with follow-up services.

One-stop guidance centres is a modern response from the behalf of the public authorities that aim to serve clients in a user-friendly manner and to reach out to those persons who are at risk of social exclusion. They are modern both in a manner of delivery of services as well as the pattern of delivery because of the summoned partners who cooperate to implement employment activation services.

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# One-Stop Guidance Centre

## Successful Method for Youth Transition to Labour Market

Report by the Flagship School to Work

Report presents three of the most common challenges facing by societies across the EU that become evident when young people are about to engage themselves in the labour market. These challenges are: high youth unemployment rates, low level of cooperation between governmental and municipal authorities, and low confidence in public institutions. These challenges negatively impact the effectiveness of labour market efforts to activate youth employment. A successful method is one-stop guidance centres for young people that operate within the Flagship School to Work. The report names three types of one-stop guidance centres and provides seven examples from Estonia, Finland, Sweden and Germany.

Flagship School to Work is led by the Swedish Association of Local Authorities and Regions within the Policy Area Education of the EU Strategy for the Baltic Sea Region. Its mission is to provide a platform for knowledge and measures that prevent early school leaving and integrate NEET into the labour market in the Baltic Sea Region.

Since 2016 Flagship School to Work has been an activity of a national project Plug In 2.0 and been financed by the European Social Fund in Sweden.

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