

# **Employment Intervention Development Project**

## **Scoping Report**

**– issues, insights and opportunities in the employment system and sketches of interventions**

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## 1. Introduction

The goal of the project is to develop ideas and concepts for one or more practical interventions in the form of alternative models for employment services in Denmark. The outcome of the concept development process is to describe in details the content of a practical intervention that is ready for prototyping.

The first step in the concept development process has been to conduct a scoping study mapping out core issues that define the employment system including problems and obstacles in the current system to give initial direction on where to look for opportunities and ideas for new interventions in the field of employment services. The scoping study has mainly focused on issues relating to youth unemployment and included interviews with a big number of stakeholders including insurance funds, unions, companies, branch organisations, job centres and unemployed.

First, a summary section presents the core issue gathered from the interviews and observations made with the different stakeholders. Second, a brief situation analysis describes the current perspectives and experiences of the main actor's including different youth segments, followed by an outline of the most important elements defining the employment system. In the last part of the report, promising ideas and interventions that we heard about in the study are presented. The scoping study is completed by listing a number of broad opportunity areas, presenting alternative ways of viewing the process of getting unemployed into jobs and challenging the existing dominant thinking of how to organise the employment system. It provides some reflection on overall values and principles that should guide the next step in the concept development process, which will work with a target group in more depth to design an intervention that works for their specific needs.

The last section of the report presents sketches of intervention areas, focusing on two selected target groups; 'unemployed young people with poor skills' and 'highly skilled graduates out of work'. For each target group we sketch out some early ideas for practical interventions to build on in the next step

## 2. Summary

The explorative approach that was applied in the interviews with the different stakeholders, resulted in a wide range of topics, issues and insights being collected about the characteristics and functions of the employment system. The main findings from the study are the following:

### Flaws in the current system

We have seen the following flaws in the current approach to employment services:

- The market for services is characterised by many players having little effect, protecting territory at each point in the journey that stifles each others' innovation. There is no responsibility for active prediction and prevention. Incentives to increase impact are low.
- Activation offers are impersonal, generic, late and low impact. Individuals are 'waiting it out' or trying to prove that they are worse in order to get more personal support. At the same time they remain dependent on, and demanding of, these services.
- The majority of activities keep people in a queue with other unemployed people, despite the fact that most work is found through word of mouth.
- A new focus on education as the solution to those out of work perpetuates the same problems as those who do not have the coping skills to complete education or find work after education continue to cycle through with no - or reverse - progression.
- The classification of people who are unemployed is based on situation not capabilities, meaning that everyone is treated the same within each 'match group' even though their needs, attitudes and potential are very different. Individual motivations remain ignored as potential drivers.

- Job brokering is an industrial process of matching individuals to slots through very small numbers of 'job consultants' - a drop in the ocean given the enormous numbers and permutations of people and employment opportunities.
- 'Social problems' are treated as wholly separate issues, despite their significant impact across the board.
- Vertical and horizontal flexibility is not encouraged as Trade Unions and Insurance Funds protect their memberships. People take a long time to change direction, with a heavy toll on their emotional resilience in the meantime.
- The support on offer for young people is patchy and dispiriting. It is characterised by low expectations, a lack of meaningful resources and activity is geared towards processing rather than developing individuals. Young people are warehoused into application-writing factories rather than set on a journey of development, possibility and meaning.
- There is a complete separation of employed and unemployed. Viewed as a social services problem, not the joint responsibility of communities and employers.
- Work as a slot to fit into rather than a route to meaning is the focus. The result is a transactional system whose failures are driven by the inability to harness relationships as a major driver of what works.
- There are very few ways in which people can meaningfully contribute or maintain productive activity whilst out of paid work, pushing them further away from the job market as their sense of relevance, wellbeing and 'social fitness' rapidly declines.

### **Groups that are left out**

There are several groups of people the design of the existing employment system does not work for:

- Those who lack connections - new graduates, immigrants, public sector employees moving to the private sector, vocational students searching for placements.
- Those who lack coping skills - those with mental health issues (depression, anxiety), low level addiction, lack of autonomy and poor 'soft skills' (routine, problems with authority, poor anger management). These are not 'bad enough' to receive dedicated support but cause considerable cost as they continue to cycle through the system without ever gaining real traction in education or employment.
- Those lacking direction and purpose - young people who lack motivation and commitment, older people who are waiting to retire, those who have to change direction because their original work no longer exists but do not know what else to do.
- Those with severe social issues - family crises, deep addiction, black market activities, homelessness - these social issues prevent them from engaging at all in employment-related support.

### **Intervention focus**

To make a meaningful intervention we need to re-think the current way the unemployment system is working. By building an intervention that get people, systems and resources operating in a new way we can demonstrate the potential of a different approach to create a bigger shift in practice. The principles of this approach are:

- A focus not on jobs but on *employability over the long term* - the capabilities required to do well in both an upturn and a downturn in the economy and to continue to move up the skills curve: to find and sustain work, to progress in work and to maintain relevance, spirit and wellbeing during periods of worklessness.
- Work as a route to meaningful contribution, not simply a slot to fit into.
- Re-conceiving services on a *networked* model - rather than institutions processing people in an industrial model with heavy infrastructure and finite resources, harnessing modern networked approaches to allow people to draw on resources in the social and business communities to create their own support and opportunities
- People as assets - combining the interests of employed and unemployed, creating space that will allow more interaction and exchange of ideas and opportunities.

## Insights

The most actionable insights are:

- Networks between employed and unemployed - the degree to which the power of existing social and professional networks is untapped, the willingness of employees to contribute their own time and resources to supporting the unemployed to progress, the success of initiatives that train unemployed and employed together.
- Coping skills - coping skills are not consistently developed and supported and lie behind the failure of many promising and expensive initiatives.
- Relationships - the degree to which meaningful relationships are behind what works - the personal relationships between job consultant and potential employees/employers; the relationships built in small work teams that help an unstable employee sustain a new job, the personality match between mentor and mentee.
- Small and medium enterprises - on the demand side, these businesses are considered to represent the greatest potential for job creation but none has cracked how to work with them in a systematic way.
- Entrepreneurship and job creation - there is interest and appetite for an approach that has entrepreneurialism at its heart and can represent a modern approach to employment.

We will aim to develop a new network-based intervention, focused on creating the energy, connections and missing capabilities for long term employability.

## 3. The current situation

The information collected in the scoping study does not provide a complete overview of all the elements defining the employment system in Denmark. As emphasized by several of the persons interviewed, a key characteristic is that very few people if any have the full overview of the employment system, because the area has such complexity both in terms of legislation, funding mechanisms and initiatives, that no one person has the overview. However, we have gathered information that does allow us to present some general characteristics of the current system.

### 3.1 Territory

The provision of support to help people move into work ('activation') is characterised by a struggle for territory between different providers ('actors'), each of whom want to increase their influence, and each of whom feel constrained in some way by the actions of the others.

This results in:

- No preventative action - although some of the actors are in a position to identify those for whom unemployment is more likely to persist, and others are in a position to take preventative action, there is a gap in responsibility for this, with each actor fearing to tread on the other's toes.
- Shallow effect - as the market for activation has opened up, there are many actors who are active in this space, all doing the bare minimum and very few having a significant stake and a significant effect.
- A fragmented experience - people may receive services from several different actors. They are not always sure which actor is behind the service. Many 'tolerate' services that are too generic for their needs, waiting until they become eligible for services from other actors that they have either heard are better, or are better tailored to their interests.

What seems to characterise the current system is overlap and duplicated efforts. Another systemic flaw is a lack of accountability, with very limited possibilities for tracking funds spend on employment and job

brokering effort to the actual success in getting people into jobs or moved closer to the job market. This makes the incentives structures very weak and hard to maintain.

Another main element that is defining the employment system is the *lack of knowing the person*. The approach taken is to provide generic support until people 'prove' that that hasn't worked for them. People are gradually being sieved through the stages until they eventually end up with more personal support. It is not clear whether the cost saved by providing impersonal, generic support (whilst the people who would have found a job anyway leave the system) is worth more than the opportunity cost of catching someone early, getting to know them and preventing them declining further. Certainly the Job Centre feel they are left with a group of people who they could have better supported earlier on.

Limited innovation - not stepping over the boundaries of each organisation's role in this chain of support is a real consideration for these actors and limits their ability to innovate.

Unfairness - despite the recent reforms, which aimed to create a system where everyone was entitled to activation support, those who are not part of a Trade Union or an Insurance Fund - who are immediately on Social Assistance - remain underserved. Those who continue to decline during their time on employment benefits and then go on to Social Assistance are also underserved as the Trade Unions and Insurance Funds lack accountability for their progress.

## **Main actors - perspectives and responsibilities**

### **Trade Unions**

Trade Unions themselves:

- feel they are best placed to serve the needs of their members because they have the deep industry knowledge required
- want to become more relevant to members when they are unemployed, to prevent them cancelling their subscription

It is the opinion of the other providers that the Trade Unions:

- are only interested in supporting the 'stronger' members, and decide who is weak and strong
- think too narrowly about their members' options and constrain their horizons to work that will keep them in the same Union and therefore retain their membership fees
- should hold responsibility for preventing people becoming unemployed, for example making sure their skills are updated

### **Insurance Funds**

Insurance Funds have no relationship with their members before they become unemployed. Some have good data on which people move back into work most quickly. It is important to them that they prevent people eventually going on to Social Assistance as otherwise they have to find new members to replace them. The budget Insurance Funds allocate to activation must all come out of the margin they make on membership payments. They would like to move into more upstream work to prevent claims but feel that crosses the line between their responsibilities and that of the Trade Unions. This is reinforced by the fact that some Insurance Fund boards are made up of many Trade Unions (Akademikernes has 22 Trade Union board members). Although they administer the claims, their members are more demanding of them in providing support.

### **Job Centre**

Job Centres want to 'own' more of the process. They feel that by the time they are able to work with Insurance Fund payees closely enough to know them and their needs they have already been out of work for some time and not received the right support. They feel they can tell who is at risk of falling further way from work, but can't work with them early enough. They feel they are left with the 20% that none of the other actors want to work with, at too late a stage. Insurance Funds and Trade Unions think the Job Centre

is a waste of time for their members in the first weeks because the support is too general and set at too basic a level.

### **3.2 New Education Focus**

In the reform of the social benefit system (kontanthjælpsystemet) that will be implemented from 1<sup>st</sup> January 2014, young unemployed below 30 years who don't have an education will no longer be entitled to social benefits. Instead they will be enrolled in education as quickly as possible and be supported by educational benefits that equal SU. Young people below 30 years who are not ready to take an education will be activated to bring them in a position to start education.

This introduces several effects that will exacerbate existing problems:

Continual drop outs - education in its traditional form does not work for a significant group of people. They struggle to complete an education either because of a lack of structure in their lives, emotional or physical health issues or previous poor experiences at school. The reforms mean that there is no alternative on offer for these people, who will continue to drop out of courses until they have proven themselves to be 'bad enough' to legitimise more personalised support and offers. This is a fundamental waste of resources, and has the side effect of further demotivating many young people from taking an education. There is a tendency that the Job Centers and UU succeed in getting many young people with weak skills assigned to an education, but it is also clear that a high number of the youth drop out after a short period.

Blue-collar workers who don't want 'education' and young people who prefer 'hands-on' work - Some gain their meaning through immediate, gratifying, hands-on work and are just not 'cut out' for more academic approaches. The strong push to increase focus on getting formal education could further marginalize the group of people with poor formal educational skills as well as poor coping skills, that instead might benefit from getting practical experience in a work place rather than conventional teaching courses. The great lack of apprenticeships for youth taking vocational training course is adding to the problem of those with poor educational skills who are dropping out.

Those educated already - recent evidence shows that further short-term education courses does not increase people's employment prospects. Education for this group simply delays the current problem as they will not have any better connections with the job market when they complete the course, nor will they have developed the entrepreneurial skills required to create their own opportunities.

### **3.3 The current experience for Young People**

A main activity of the Job Centers is to support young people below 30 years that are unemployed. Currently, a lot of effort is invested in making the organization and administrative system prepared to tackle the elements of the new social benefit reform, that increase the focus on getting young people to take an education, and to work more intensively with those that are having weak coping skills and have other problems that block them from taking an education.

Roskilde and Copenhagen Job Centre have strengthened its focus on young people by establishing a more holistic structure trying to integrate much closer educational career guidance with employment support. In Roskilde a 'Youth Guide' is placed in the city's main hub for educational institutions giving the young people one entrance when they seek career guidance or employment support. From talks with managers, job consultants and case workers as well as young people using the services in the two Job Centers that the organizational structure might have changes, but the support and activities on offer are more or less the same as before the reform.

#### **For young people with lower skills/poor education/no skills:**

The prospects for this group are limited. Rather than setting young people on a meaningful journey where they develop a sense of direction, get to know their strengths and make the kinds of connections to their

community that gives them a sense of value and purpose; the options on offer largely consist of more of the same that hasn't worked.

Young people have either to begin another course dependent on apprenticeships they cannot get, or spend their days in a room with others in the same position filling in endless applications and improving CVs - with no experience to write about.

There are some more positive, experiential options on offer (for example a short placement with an employer such as the Fire service in Roskilde Municipality which improves self esteem and routine) - but these are few, highly oversubscribed and patchy. They certainly do not represent the basis for a systematic approach.

Basic skills such as budgeting and managing a household are missing, meaning that young people living alone have the additional insecurity of debt, a problem that will increase as they move from unemployment benefits to education allowance, which is significantly less.

Success (in terms of the impact individual employment or careers professionals can have) is to have found a place to send them - a course, an activity, another staff member. The main activity of the system (although this is of course not at all the desire or intention of the staff) is to keep young people in transit - occupied or being processed in some way. Whilst the staff know that many of the young people will not progress with the limited support on offer, they have to go through the motions until they have proven themselves 'bad enough' for more dedicated support - a mentor, for example - although this is also limited.

A lack of soft skills, motivation and community connections alongside mental health issues and severe social issues are all reported barriers. From the few interactions we were able to have with young people in this position (mediated by the staff working with them) it is clear that very different solutions will be required for different groups. The degree to which solutions will differ depending on the particular combination of capabilities means more focused insight is required to unpick who will respond to what type of intervention, and where the real opportunity lies given the range of activities that are currently having little effect.

We have been struck by the low expectations and short-term horizons represented by staff and young people alike. In general it seems that the emphasis is on fitting into a slot rather than finding your way in the world.

**For high skilled graduates:**

The highly skilled graduates we met were frustrated and dispirited by the options available. Although better supported by their unions and insurance funds than the group above, they remain constrained by many of the regulations in place from creating their own opportunities, creating some perverse incentives.

Some are waiting until they are eligible for a subsidised wage placement. Some had found potential opportunities with willing employers but were prevented from capitalising on them by the inflexibility of the system to allow them to combine the financial tools on offer for employers early enough: instead they had to remain unemployed for longer, by which time the opportunity was lost.

The education options on offer act largely as placebos, keeping them occupied rather than moving them closer to the kinds of connections and opportunities they need.

Although we had only superficial conversations with a small number of graduates in this phase a number of them had a strong desire to create their own opportunities - to start a business, to propose an unpaid internship somewhere, but again the rules discourage most activity deemed as productive.

This group has a conflict between expectations, pride and reality - they know their education to be valuable, and their unions encourage them to expect a high starting salary, and to hold out for jobs at their skill level - but the reality is that their educational experience gives them little traction, their understanding of how they can create value is overinflated, they do not know how to position their more transferrable skills and are immediately losing confidence. They feel they are not supported to explore opportunities at other areas and levels but know this would help them to maintain energy, purpose and confidence.

There is a strong feeling among the graduates that the activation initiatives on offer both by the union, job center and other actors are mainly focusing on preparations instead of making more active efforts in building networks, getting contacts and establishing relationships with businesses and people in jobs.

Those getting any traction in the job market are those with connections, though family, friends and previous colleagues if they had study jobs or voluntary placements.

## **4. Big issues to address**

### **4.1 Breaking into Closed Networks**

One third of employees are new in their jobs each year - there is not a shortage of opportunities arising. However the large majority of jobs are never advertised, and are found by contacts and word of mouth. By different accounts it is estimated that 70-80% jobs are not advertised. This means that a huge portion of the job market is closed to the majority of the unemployed, especially those that lack networks and contacts.

Four groups have a real need to break into this 'closed shop':

- Ex public-sector workers having to redirect their skills to be relevant to the private sector and who don't have the connections to do so - this is a problem both of knowing what is valuable/how to change your narrative, and who to approach;
- Immigrants who are highly employable but who have poor connections outside their own communities;
- New graduates, the majority of whom have not built connections outside academia during their studies and because of their additional lack of experience need not only connections but for those connections likely to *give them a chance*;
- Vocational students - who come from families and communities where they lack the connections to find the placements necessary to complete their courses.

There is a striking lack of strategies employed by Job Centres, Unions and Insurance Funds to open up this situation. Even worse, the majority of activation efforts hold people in a queue with other unemployed people, keeping them further isolated from the kinds of networks that will bring them opportunities.

There is a clear opportunity to increase the number and value of connections between unemployed people and both employers and employees in order to increase the spread of opportunities. There are different initiatives that aim to promote training courses that are attended by both employed and employees (100 days challenge by DTU) or have a strong focus on bringing training participants into work places during the main part of the training course (Projekt Nye Veje – Nye Job by VEU Center og Uddannelsesafklaring i Praksis by ISS/DSB).

### **4.2 Brokering efforts are a drop in the ocean**

Job Centres, Unions and Insurance Funds have all recently put the emphasis on the demand side, offering more personalised services to employers to help them find the right employees from their pool of unemployed candidates. Akademikernes Insurance Fund is planning to employ 3 - 4 job consultants who will have the role of liaising between employer and potential candidate, and DJØF has established a 'job creation' section with 4-5 staff that are responsible for making contacts to small and medium sized enterprises to broker opportunities for their unemployed members

The intention is a more personalised approach - getting to know the employer's needs, and the skills and potential for the candidates in order to both find a better fit and to generate or reshape opportunities that candidates could fill.

However given the enormous numbers and permutations of people and employment opportunities, this is a drop in the ocean; an industrial process of matching individuals to slots through very small numbers of job consultants.

A more networked, 'many-to-many' approach is needed to come anywhere near the scale required to have an impact.

### **4.3 The value of relationships**

Activation offers are largely impersonal and transactional - but we have seen that personal relationships are behind what works in many settings. The lack of personal involvement is similarly driving the failure of common initiatives.

Job Brokering:

- The most successful Job Consultants are those that are making the time to get to know both candidates and employers well so that they can actively propose a potential match.
- Where employers express most dissatisfaction with Job Centre services it is when they have 'been sent' inappropriate candidates: this is actively damaging to the Job Centre's reputation and reduces the opportunities for other candidates.
- Where employers or Job Consultants and candidates have been able to get to know each other in a 'different' way - not through a CV - both sides are able to see the potential beyond both what is requested in a role description and what is presented through a written application. An opportunity is then created between the two parties that is a better fit on both sides and often more valuable.

Activation Offers:

- People feel disengaged from generic activation offers - they feel that if the facilitator doesn't take the time to get to know them and their interests and needs then their advice is not credible, and a waste of their time.

Work Placements:

- The evaluation of large scale placement initiatives in Copenhagen Municipality that had buy-in from employers but failed showed one of the main causes of failure to be that candidates were rejected by or had difficulty integrating socially with their work teams. The project involved 1.000 long term unemployed placed in supported jobs with only 50 people still working in the company four years later. In the project there was no deliberate effort in building the relationships between workers and those placed.

*One notable example of the importance of feeling 'known' and valued came from Birgitte (53), a low-skilled worker who had spent two years on sickness allowance because of crippling pain in her knees. After an operation she had begun rehabilitation and more recently been deemed eligible for work. Her first trial placement was in the kitchen of a carehome. She started out enthusiastically as she loves cooking and interacting with people. However she quickly felt that no-one got to know her, did not see her enthusiasm or potential and she became trapped in the kitchen, missing the social contact she wanted with the residents. As a result she felt disengaged, the pain in her knees felt greater and she felt again unable to work. Effectively she told us that if she had felt known and valued her enjoyment of the work would have outweighed the pain in her knees and spurred her on to increase her recovery.*

Personal investment:

- We have seen that employees and employers have willingly invested their time in supporting people to either connect to opportunities or to sustain work - and have done so when they have felt a personal

connection that has made them want to give that person a chance, or have recognised something in them that has made them want to make a personal investment.

- Those DJØF members who are active mentors (although they are mentors to the employed) are the most satisfied members - the opportunity to connect on a personal level encourages people to contribute time and resources.

Employers:

- One of the characteristics of companies that are successfully integrating more vulnerable employees is that they have various 'situations' or work teams (supermarket departments, construction sites, consultants on-site at clients) - where candidates are moved around if the initial social fit doesn't work. These same companies are also actively matching candidates to foremen, team leaders, department heads and other mentor positions who they know will provide the right kind of relationships for that person to progress.
- Several employers told us that the social fit in a small businesses is as important as the skills fit, as the risk of someone not fitting in can be very disruptive to the small team.

Positive peer networks:

- Young people who are doing badly are often involved in negative patterns and peer networks - poor routines, drug abuse, criminal activity - that hold them back. Replacing those connections with more positive ones by building social relationships with work colleagues can be effective in breaking those patterns - and there is good evidence around this from approaches such as Multi-Systemic Family Therapy. New networks allow young people to form and maintain a new identity and develop different values that carry them forward.

#### **4.4 Increasing Fragility**

A very consistent message from employers and employment actors alike is the rise of mental fragility and the growing inability for people, young people especially, to cope with the requirements of work.

There are several aspects to this:

Poor mental health - Roskilde Job Centre's recent study showed that up to 50% of people on Social Assistance suffered from some kind of mental health condition such as anxiety or depression.

Poor emotional resilience and coping skills - this is perceived to be increasing in young people. It covers the ability to hold down a routine, to manage one's emotions, to persist in the face of challenges, to integrate socially, and to cope with pressure and stress. Again, Roskilde Youth Guidance centre estimates that around 70% of the young people they work with have poor coping skills. In Copenhagen Municipality it is stressed that about 6.00 young people have serious problems that blocks them from taking an education or getting a job.

Autonomy - related to this, there is an emphasis on the inability to cope with autonomy as work becomes more complex. Skills such as problem-solving, prioritisation, resourcefulness and initiative are now requirements for jobs that were previously highly ritualised or procedural and demanded none of these: to be a cleaner now requires you to work alone, manage your time, make strategic decisions about where to put your effort, understand different standards, solve unanticipated problems. This is becoming a widening gap as the complexity of work continues to increase.

Disorders - conditions such as Autism or Aspergers are increasingly recognised and require careful handling, tolerance and understanding from co-workers as they learn where candidates can they can be best placed. Stress, change of routine, and social contact can all be triggers - someone might do well in the stock room but fall apart when asked a question by a customer. Interestingly we heard from some employers that they find people with these disorders more straightforward to support because what works for them can be 'learnt', as opposed to unpredictable and seemingly intractable social problems.

Social problems - often mentioned in this category are those with other social problems - homelessness, addiction, abuse, chaotic family lives - which render employment efforts impossible alone.

This increasing fragility has significant cost implications both for the employment (and education) systems and for industry itself.

There is very little support designed for people with poor coping skills and low-level mental health conditions. The Job Centre's ability to procure specialist help for this group is limited, nor can they provide the support themselves, as it crosses into the territory of the Health Service. Deemed not 'bad enough' to warrant dedicated support, this group continue to bounce around within the system, failing to sustain placements or progress.

Employers whose businesses depend on entry-level jobs are seeing increasing costs due to high staff turn over, especially with younger people. They would welcome better ways of increasing this group's ability to cope.

The system will see an increasing number of people in the above situations as from January it will no longer be possible to pension people off under the age of 40, meaning that those under 40 with chronic mental health conditions will be under the same employment rules as everyone else.

It is mentioned by various stakeholders that there is a need for more knowledge on the current marginalization of an increasing number of young people. What characterizes this group, and what kind of help and support has proved to be most effective in getting young people with mental disorders and poor coping skills back on track.

#### **4.5 Promoting employability and preventing worklessness**

Rosabeth Moss Kantor (Harvard Business School) has said that an individual's main source of security in the 21st century will be employability - the capability for continual development - rather than employment. She also says that a modern workforce is motivated by work as a route to meaning, not money. The employment system prioritises getting people a job rather than preparing them for a lifetime of employability: to do well in both an upturn and a downturn in the economy and to continue to move up the skills curve. A modern employment system should view employability as a journey and support individuals to develop those capabilities required to find and sustain work, to progress in work and to maintain relevance, spirit and wellbeing during periods of worklessness.

##### What predicts and prevents persistent worklessness?

Unemployment is a dangerous time - people can decline rapidly, as the lack of social contact, loss of confidence and diminishing skills become compounding factors. Each stakeholder could tell us what type of person in which type of situation was more likely to experience persistent worklessness: for example men on their own who may have had a mild but undetected alcohol problem whilst in work are much less likely to recover from a period of unemployment.

Akademikernes has a tool that has analysed the top risk factors and protective factors across a segment of their membership, and are beginning to use this to help them decide where to direct their limited general resources. However we saw no formal emphasis on developing those known protective factors amongst any of the employment services. 'Employability' and 'Prevention' are taken to mean the level of formal skills and keeping those skills up to date, which we know is only one part of the story.

In a modern work market it is going to be still more common that people experience periods of unemployment, or have time on their hands between jobs. It is a huge loss of time and resources both at a personal level and for society at large if this time is not spent on something valuable that keeps the person employable and avoids too much of a decline during the time out of work. New ideas and structures are

required that will allow unemployed people to be productive and seek openings for creating their own job opportunities.

#### Which capabilities are needed to increase employability?

To bring rigour to the evaluation of effective activation and education efforts we need a good working definition of those capabilities that should be developed, such as the ability to create your own opportunities, or connections outside your immediate work or social community. New knowledge from social sciences, psychology and the potential brought by big data can be combined to address this gap. In the same way that efforts have gone into creating 5 keys to positive mental wellbeing, we should be able to define 5 keys to maintaining employability, and track and measure these accordingly.

#### **4.6 Pigeon holes**

From the outside one notable aspect of the Danish system is to what degree people identify themselves by their level of formal education and skills and perceive their place in the labour market accordingly. This means a much greater respect for the value of an investment in education and skills - which does protect people's own interests in a downturn. It also makes it harder for people to adapt as the economy changes.

As Unions and Insurance Funds encourage their members to hold out for the right jobs and to stay in their field, it seems as if it is harder for people to consider a lateral move, or taking a lower paid job, as normal or temporary options. The implications are a greater loss of identity and status than might be present if these options felt more common. The result is less horizontal and vertical flexibility, and from what we could see there is relatively little on offer from Unions and Insurance Funds aimed at helping people form a new direction or see a different or lower paid job as part of a longer journey. At the same time we have understood from one of the Unions themselves that recent studies have shown that people now identify themselves much more with the company than with the Union, so it is of interest to them to find new ways of being relevant beyond work protection.

Because of this narrow focus by the employment system including Unions and Insurance Funds there seems to be a tendency that the grey areas between fields, between levels of jobs, between employment and unemployment are not supported, although this is often where the greatest creativity is found.

The common description of unemployed as either 'weak' or 'strong' is also interesting from the outside. It creates a much more binary division in thinking and conception of services, which is of course reinforced by the different positions of those claiming from an Insurance Fund and those on Social Assistance. The weak are thought of as a social problem and the strong as a union/insurers problem, despite the best efforts of the reforms to create a universal support service across both delivered by the Job Centres. People are then thought of according to their vulnerabilities rather than capabilities they have or need to develop. On the other hand, the nature of dependence on services appears different - people are dependent (expecting services to deliver opportunities to them) but demanding, rather than dependent and passive.

One of the outcomes of this is that it stops us thinking of people at both ends of the scale as potential assets in a new system: for example why would one build a service for both capable, high-skilled people and vulnerable, low-skilled people? The reality is that we will always end up with services that are burdened by oversubscription unless we begin to think in terms of services that are strengthened by participation from people who also bring resources. Already in this project itself we have found ourselves thinking in these binary ways, which suggests that cutting the cake in a different way could open up new approaches.

#### **5. Potential in existing practice**

We have been inspired by a number of examples, initiatives and areas in which we can see seeds of a new approach.

## 5.1 New focus on job-creation

DJØF has a pilot programme running to place high skilled professionals in small businesses and 'blue collar' enterprises. The idea is that together they find an opportunity to develop business strategy, in turn expanding the businesses' operations and creating jobs for lower skilled workers further down the chain. Study shows that a highly skilled academic employed in a small and medium sized business on average contribute one million kroner in a year to the turnover of the company and it is estimated that for every high skilled placement made 2-3 skilled or unskilled jobs will be created. The principle behind this is that investing in this way creates a more dynamic economy, with each piece growing as a result.

The Job Centres are beginning to take a much more proactive approach to placing candidates, and part of this means building relationships with employers where unforeseen roles can be created. However as in point 2.2, their capacity to do this is very limited.

We suspect there are many small businesses in a position to expand if supported with the bandwidth to execute the strategy. One of the small businesses we met with - a Shell franchise - had a 'back drawer' plan to set up a carwash business, which could be staffed by two-three unskilled young people. He had also encouraged a friend of his - a sole trader - to take on a young person as an assistant. The main barrier lies in identifying which small or micro businesses are ready to grow - and in engaging with them at all given their significant time constraints. DJØF's current efforts are rather scatter-gun in effect.

Branch organisations are a potential route through this. They know their members, and know which are in a position to grow. They also represent a potential platform to coordinate opportunities of benefit to many of their members. For example, Danish Maritime is working with a futures expert to involve their members in scenario building and future trends in order to help them anticipate future business opportunities. A possible job-creation strategy would be to work with Branch organisations to support their members to develop new areas of business.

## 5.2 Untapped resources in the system and in networks

Employees as assets

- Unions and Insurance Funds don't yet use their employed members as a potential network for unemployed members. However there is rich potential there. For example Akademikernes put out a request for leads for job opportunities to a small portion of their employed members. The response was overwhelming - so much so that they could not cope with the volume of leads and so have not repeated the exercise. DJØF asks its unemployed members to be 'network hosts' for events they run.
- There is high willingness to mentor or develop others. DJØF members who are mentors are the most satisfied members. Companies say their leaders want to mentor/develop more vulnerable people - a number we spoke to saw this as a kind of reward for their talented leaders - a means of progressing their own careers.

Training employed & unemployed together

- Courses such as DTU's 100 day challenge, during which employed and unemployed people work together on a live business challenge, and skills training like [Jan's example] that both employed and unemployed people attend are both examples in which relationships are built in productive ways and where the unemployed can demonstrate their potential. The evidence from [Jan's example] shows greater success of follow-up, attributed to the fact that the trainees learn what is positive and motivating about the work from existing employers, have connections that can vouch for them and social relationships they can draw upon as they move into work.

Social networks

- Parents of young unemployed graduates, mothers-to-be going on maternity leave and looking for cover, expats - these are all examples of networks with shared interests that could be leveraged to make opportunities more accessible.

### **Business to business networks**

- Business who had strong supply chain relationships themselves (such as Eones, outlined below) or who were part of a 'family' of businesses are using those networks to place trainees who have come through their own companies, actively asking their partner companies if they can find roles for them.
- Technology company Cyber have recently employed a large cohort of graduates in a bid to create succession capacity for their fleet of consultants, who typically work alone. To do this they ran a 2-day event with senior executives present, where shortlisted candidates received a 'look under the bonnet' at how the company operates and worked in teams on real business challenges. This approach allowed Cyber to deliberately entertain a much wider pool of candidates with more diverse backgrounds and experiences at low risk - who were also able to demonstrate their potential in a different way. Whilst this was a significant effort for one company to marshal, Cyber could easily imagine buying into a platform that shares that effort between several non-competitive partner companies - with each company gaining access to a more diverse pool at lower risk.
- Similarly we saw a potential opportunity with small businesses such as grocery franchises who have a significant issue with high turnover amongst young staff - to share the resources needed to support their employees to sustain work.

### **Companies creating safe spaces/becoming training grounds**

We met several employers - from big supermarket chains to small franchises and independent businesses - who were investing in the means of developing vulnerable candidates. Essentially they were creating 'safe spaces' for candidates to explore their limits and strengths, and a path for progression. They shared several characteristics:

- They had identified tasks, roles or jobs that were real but did not pose a business risk, e.g. Øens Murerfirma A/S, a medium sized construction company uses domestic properties they own themselves as work sites for their trainees
- They had supported internal staff to develop their mentoring capabilities
- They put an emphasis on tolerance in their existing staff and supported them to be more understanding
- They actively recognised and promoted the value of diversity to the business - FaktaQ deliberately builds diverse teams including high skilled unemployed and inexperienced school-leavers, attributing its rapid success to the resulting creativity of its teams.
- They used their own business networks to 'outplace' trainees they couldn't take on themselves
- They had identified a real business value - this was not an approach solely driven by principles, although personal conviction from owners and senior managers was definitely present.
- They were able to match people to work teams and managers according to the social fit.
- They were able to move people around within the company or business network. e.g. to a different worksite or shop floor department, if they did not do well initially - again a way of allowing 'failure' to happen in a safe way.

We think it should be possible to apply these principles to a wider group of small businesses acting together as if they are a 'virtual' company themselves.

## **6. Early segmentation**

The classification of people who are unemployed is based on situation not capabilities, meaning that everyone is treated the same within each 'match group' even though their needs, attitudes and potential are very different. Individual motivations remain ignored as potential drivers.

The current segmentation system used in the job centers is under revision, as a consequence of the different employment reforms being implemented. For instance, the reform for young people below 30 year, means that those not having an education will be placed in two groups – one group those that are ready to take an education and a group for those that need further support/qualifications to take an education. It is crucial that the segmentation of youth is based on an early and thorough visitation, and that there are detailed criteria for placing a young person in one of the groups. Within the group of youth not

ready to take an education it is crucial that the segmentation is further divided, for the job center to know the characteristics of these subgroups. This would allow the job center to make targeted interventions and provide specific support, moving the young person in a steady process up the ladder towards education or a job.

There are several groups of people the design of the existing employment system does not work for:

- Those who lack connections - new graduates, immigrants, public sector employees moving to the private sector, vocational students searching for placements.
- Those who lack coping skills - those with mental health issues (depression, anxiety), low level addiction, lack of autonomy and poor 'soft skills' (routine, problems with authority, poor anger management). These are not 'bad enough' to receive dedicated support but cause considerable cost as they continue to cycle through the system without ever gaining real traction in education or employment.
- Those lacking direction and purpose - young people who lack motivation and commitment, older people who are waiting to retire, those who have to change direction because their original work no longer exists but do not know what else to do.
- Those with severe social issues - family crises, deep addiction, black market activities, homelessness - these social issues prevent them from engaging at all in employment-related support.

In the design of an employment intervention it is essential that there is detailed knowledge about what characterizes the target group. What are their aspirations and motivation; What are their problems and barriers to become in a position to take an education or getting a job; what are the opportunities and needs that can be build on in getting them on a progressive track.

## **7. Opportunity Areas**

In each of the five opportunity areas, a statement is made that challenges existing perceptions on how the employment system is functioning. It is meant to provoke innovative ideas that could lead to different practical interventions in the employment field. A brief description of the rationale behind the statement is presented together with the main principles and a few broad examples of intervention components.

### **Opportunity Area A**

#### **What if it was all about creating your own opportunities?**

This opportunity area moves away from a dependent model of job searching, where people rely on job brokers to find the right opportunities for them. It is not about warehousing people to increase their job search through more applications. Instead, ideas generated in this area focus on helping people to develop the capabilities and connections needed to create their own opportunities. It promotes entrepreneurship and pro-activity - the means to take your destiny into your own hands. It takes the view that a fully formed job role may not be the immediate goal, but that people exchanging value in new ways will lead to different connections and opportunities and should be encouraged in all its forms.

For people that means new ways of engaging with employers and employees so that both sides can uncover the potential to work together, learning enterprise skills and capabilities, new ways of seeing where one can provide value, new ways of getting started when formal jobs are not on offer.

For businesses and organisations, this opportunity area is about supporting job creation, presenting new and valuable ways of engaging with the potential employees, and new growth opportunities.

#### Principles

- Entrepreneurial spirit
- Investment in job creation; dynamic view of growth

- Develop the capabilities to spot, capitalise on and create opportunities

Interventions in this area might include components like the following:

- Micro-enterprise platform - to support unemployed people/young people to start micro-businesses. Simple micro-business models (a juice stall, T-shirt printing) are turned into kits that young people can operate. Young people are taken on in cohorts and form teams according to strengths. Basic enterprise skills are taught. Local businesses and residents are invited to become customers.
- Create your Own Opportunities Offer - An activation offer, or education offer with a focus on real-work action and real-world connections. Participants learn to identify opportunities, use and build their networks, collaborate, approach individuals and companies, develop their entrepreneurial skills. During their time they have a choice of: building and running a micro-enterprise, carrying out projects with client companies and public organisations, executing local challenges. Alumni from the course are encouraged to form teams and take on one of the CYO enterprise models.
- Small business growth & employment accelerator - a programme working with Branch organisations to identify member businesses who are nearly ready to grow and need support to 'get over the hump', or who have a secondary offer/market/product they want to explore but don't have the bandwidth for. A dedicated tool that identifies business open to growth. Trends/future scanning to identify growth areas. Business consultancy to create the strategy. The return is that each business receiving support must recruit unemployed candidates.
- Redirection service - For people (employed and unemployed) who want to make a career shift, move from public to private sector or whose jobs/industries no longer exist. People are supported to identify their strengths (including under-developed ones) and fields of interest. They join a rolling programme of visits, meetings and projects through which they get to know organisations and companies in different ways and explore new directions. The clever bit goes into filtering people and connecting them to people and opportunities in the right way in order to create ongoing value for the companies.

## **Opportunity Area B**

### **What if the community IS the Job Centre?**

Three unemployed architect members of Akademikernes based themselves in a prominent Architectural office to carry out their job search, instead of staying in the Insurance Fund base with other unemployed people. They made themselves highly visible and built on the connections that came their way from employees and clients. This inspired us to think what might be possible if the business community itself was the job centre - and by extension the wider community.

#### Principles

- move the job-brokering/searching arena into the business community
- make unemployed people visible and not so isolated

Interventions in this area might include components like the following:

- Search-site network - A platform for businesses and public organisations who have signed up to be part of a network that provides space in their premises for unemployed people to carry out their job searching, in return for a reward from the Municipality. Members can sign up to offer further support: mentoring from employees, inclusion in social activities, receiving training for their own staff in return. Business to business networks are encouraged to pass people on after getting to know them. The emphasis is on creating as many connections as possible for the unemployed participants and developing the communication/mentoring skills of internal staff.

- Open Company events - Smaller businesses club together to open up opportunities to a wider group of potential candidates. Regular 2 day project challenge events are held with a wide pool of shortlisted candidates. Companies are invited to take part with non-competitive partner companies. Senior executives give presentations that 'look under the bonnet' at how the company operates. Each company sets a real business challenge that is worked on by teams of candidates. Companies gain access to a wider pool of candidates with more diverse backgrounds and experiences at lower risk. Candidates get to know companies in a new way that allows them to tailor their approach.
- National Employability Mentorship programme - a training programme for leaders to be good mentors. The programme is structured to be aspirational and a mark of investment in leadership. It builds skills to help others realise their potential, increase employability and work with diversity. Leaders work with unemployed people for 6-12 months as part of their training.
- An 'Investors in people' programme that recognizes and supports small businesses to create opportunities and integrate more vulnerable unemployed people. Branch organisations are the facilitator of bringing companies together to share resources. A bank of typical opportunities (tasks, roles, responsibilities) that can be created in different company types is established along with kits that support how they can be implemented. This includes options for adapting work, tasks, roles, workspaces and systems for those who are less autonomous. This is supported by a series of good business cases demonstrating how the resources and financial tools on offer can be pooled/used to create business value, and supporting employers to build their own case.

## **Opportunity Area C**

### **What if it's all about networks?**

How can we leverage the huge untapped resource in employees and communities themselves to play a role? Capitalising on the potential in Union, Insurance Fund, employee and social networks, this opportunity area places the emphasis on increasing the number of connections and opportunities that unemployed people are able to access. It focuses on finding value for both employed and unemployed, and allowing people themselves to be the main source of expertise and resources.

Principles:

- Opening up closed private sector opportunity networks
- Building a lighter, network-based infrastructure to reduce costs in the system
- Increasing the likelihood that existing employees or employers will 'give someone a chance'
- Career progression across employed and unemployed

Interventions in this area might include components like the following:

- A platform and support service connecting employees to unemployed to share connections, time and opportunities. Shared between Unions, Insurance Funds and Employers. Employees who contribute to the network receive a reward, e.g. discount on their Union or Insurance subscription. Support services include off-line events and training sessions to improve networking, narrative and mentoring skills. Supported by a digital social network-based system which can be white-labeled allowing different organisations to brand it their own. New roles are embedded in the Unions, Insurance Funds and companies to increase the quantity and value of these connections.
- Building on the sophistication of online dating services, a much better job-matching algorithm based on potential, strengths, interests, personality fit and values. This product puts the emphasis more on finding the right 'fit' with work teams and company culture. It is designed to be used both for new hires and for putting together complementary work teams, measuring diversity and potential productivity.

- Career progression network - on offer to both employed and unemployed, a platform that allows you to connect to others in fields you want to move into. The currency is bookable meeting slots, where to meet someone you want to meet you offer up two slots to others who would value your time too. Regular offline meet-ups around topics of interest are hosted by the membership.
- 'Long tail' industry expertise for Job Centres - this network connects people with deep industry expertise to Job Centres and Insurance Fund branches across Denmark so they and the candidates they represent can access the content knowledge required in niche sectors.
- Niche opportunity network platforms - building on groups who have a shared interest, e.g. parents of unemployed young people; women about to go on maternity leave.

## **Opportunity Area D**

### **What if the focus was on *employability over your lifetime*?**

This opportunity area is about defining the capabilities for long term employability and developing tools to develop and measure those capabilities. Its aim is to generate a widespread understanding of the factors that promote employability and protect from worklessness, to bring rigour to interventions and quantify investments into people out of work.

Tools and activities in this area underpin other interventions and include:

#### Promoting employability

- A working definition of 'employability' and the core capabilities - e.g. young people need 5 things; everyone needs 5 things
- A 'big data' project for risk/capability prediction in conjunction with Insurance Funds and Job Centres
- Measures that demonstrate progress and development, designed as tools that can be used by individuals, employers, educators and Activation providers
- A new role - like a Tillidsmand - to ensure employees have the skills/capabilities to keep up
- A employability checklist (life skills for the 21<sup>st</sup> century)
- New life skills promoted at primary school & further education. This is very much linked to the sort of life skills promoted in a teaching material like Perspekt.

#### Preventing persistent worklessness

- Definition of protective factors
- Reduce 'associated costs' of unemployment - e.g. on the health service - by deliberately investing in activities that keep people well, connected and feeling productive whilst out of work
- A change in the rules around what activity is permitted whilst out of work to support the above
- Make early intervention the policy - rather than waiting until people have declined - using the predictive tools above to catch people early on.

## **Opportunity Area E**

### **What if employment support was the most meaningful, exciting journey for young people?**

What if we were really to invest in this cohort of young people so that rather than being 'lost' they are in a better position than those that went before? A chance to really turn around the prospects and value of this group: what if employers recognised the 'group of 2014' as the most employable cohort around? The equivalent of a home 'gap year' combined with the best self development support. Young people embark on this journey with anticipation, excitement and aspiration as they develop their interests, connections and application. Much research (e.g. HBR) shows that meaningful work is the greatest motivator for the

new generation of employees, and interventions in this stage should be about a journey of meaning as much as the development of capabilities.

#### Principles

- Part of a longer term journey that builds up resilience, motivation, aspiration and getting the young person a purpose in life.
- Ensuring young people feel meaningfully connected to work and the community and feel recognised and valued
- Exploration and reflection - young people need the right space to explore and find themselves, and structured reflection to build a narrative about themselves
- The development of core capabilities for long term employability is as valid as placing young people in a job
- Not targeting those who are most struggling alone but working with those a step ahead who can draw them along/create space for them to move into, and those who are potential assets/can contribute - there is evidence to show this works.

What we want to create for young people is a mixture of opportunities and the capabilities (internal) and assets (external) that will help them seize those opportunities.

From what we know so far, those capabilities and assets that are particularly important to young people's employability are:

#### *Capabilities*

Purpose - a sense of meaning and the motivation to persist

Possibility - a broad range of references to draw on and the feeling that you can achieve things

Narrative - the ability to tell a story about who you are and where you are going

Strengths - recognising and having confidence in your abilities

Soft skills - emotional resilience, coping skills

Initiative - independence, enterprising outlook, adaptability and resourcefulness

#### *Assets*

Connections - connections to draw upon outside immediate networks

Relationships - strong relationships with at least one adult who is not your parent

Stability - financial, housing, family stability

Positive peer networks - to replace negative peers who hold you back

Formal education and skills

The next stage of work will build and define this list as well as developing a more actionable segmentation of young people according to their needs, behaviours and attitudes in relation to developing these capabilities.

Interventions in this area will include new ways of delivering the components we know are important to building the above:

- Exposure - opening young people's horizons to what might be possible for them through exposure to different work contexts and roles
- Connectedness - increasing the number of people they have met who are likely to give them a chance, drawing on resources in the community to ensure young people feel a sense of the role they can play and have relationships outside their immediate networks they can call on
- Reflection- helping young people to reflect in a productive way on their experiences in order to construct the narrative that takes them forward
- Practice - opportunities to practice and get feedback on soft skills and resilience

- Direction-finding - an intensive 'finding out' period that develops interests and brings out strengths and transferable skills
- Challenges - 'Powering up' - building and adapting your strengths through challenges that are outside your comfort zone
- Mixing it up - making sure vulnerable young people are not held together with others in the same position but interact with peers a step ahead of them
- Mentoring - consistent contact with one person with very good tools - 5 'go-to' relationships for each young person
- Opportunities - a systematic way of generating opportunities and experiences valuable to young people from the business and social community.
- Recognition - tools that reflect your visible progress
- Practical support - tools and services to help manage money and other living issues

## **8. Sketches of Potential Interventions for Young People**

An outline of potential interventions is presented targeting two broad segments; 'unemployed young people with poor skills' and 'highly skilled graduates out of work'.

Further segmentation is needed before these sketches can be developed into more detailed interventions, However here we indicate some of the goals, activities and outcomes of potential interventions, and give an indication of the focus and content that could be further investigated in the next phase of the concept development process.

### **8.1 Interventions areas for unemployed young people with poor coping skills**

The spectrum of young people in this group is very wide and what works for 16 years olds will not work for 26 years olds. Whilst there is a small group of young people with very severe and intractable social issues, there is also a large group of young people with poor coping skills and emotional fragility who cannot hold down education or jobs but are being failed by the system because they are 'not bad enough' for dedicated support. Research shows that it does not work to focus on the very vulnerable alone – often those a step ahead can draw them along – and so there is the potential to develop interventions that are aspirational and open to young people at these different stages of development. The next step will allow us to identify the right intervention for the right segment within this group and to look carefully at where we can have greatest impact– which segment we can move furthest fastest, for example

In the following pages we present four sketches of potential interventions for young people with poor coping skills.

**Area of intervention**

**intervention**

<b>Area of intervention</b>	<b>Development of coping skills</b>
<b>Name</b>	<b>Step up</b> A cross-business development programme for young people on entry-level jobs
<b>Vision</b>	End the pattern of cycling in and out of low level work with no progression
<b>Goals</b>	Ensure that low or unskilled young people have the best chance of sustaining and progressing through entry-level jobs; and that employers are able to reduce churn
<b>Target group</b>	Young people with poor coping skills, cycling in and out of placements and entry-level jobs
<b>Core activities</b>	<p>A support service to employers.</p> <p>This service forms a support structure behind the employment of young people in small and medium businesses that depend on entry-level jobs but where there is typically high turnover and a poor experience on both sides.</p> <p>Potentially organised through branch organisations and subsidised by the municipality, companies subscribe to an offer where:</p> <ul style="list-style-type: none"> <li>• Young people employed by the companies receive 1:1 coaching and group activities to develop their coping skills and build their self-development alongside their employment</li> <li>• Employers receive training for their managers and other staff to develop mentoring skills, improve team working and manage diversity</li> </ul> <p>The emphasis is on:</p> <ul style="list-style-type: none"> <li>• Building personal relationships - every young person will have at least 2 positive relationships to draw on</li> <li>• Narrative - a strong reflection component encourages young people to make sense of their experiences</li> </ul> <p>What's different:</p> <p>Progression - because this service is shared across businesses, young people can be supported to form a path for progression. The emphasis is on growing a valuable resource for the industry.</p> <p>'Safe spaces'</p> <p>This service aims to replicate the 'safe spaces' for unskilled/vulnerable young people to become work-ready that we have seen be successful in larger companies, but which smaller companies struggle to provide and justify. It works with the businesses to identify tasks and roles that can be created or supported at lower risk to each business. It turns those roles into developmental opportunities and matches young people to the right work teams. This gives the flexibility to move young people to another team in another business if things do not work out with their first placement.</p>
<b>Delivered by</b>	Independent social enterprise in conjunction with the municipality and branch organisations
<b>Outcomes (capabilities and assets built)</b>	<p>Young people sustain work</p> <p>Young people progress through entry-level jobs</p> <p>Employers are more willing to take on young people</p> <p>Staff turnover is reduced</p>

<b>Area of intervention</b>	<b>Create meaning and Purpose</b>
<b>Name</b>	Near Year
<b>Vision</b>	A 'gap year' for employability - a year of the most engaging, meaningful and developmental experiences for young people in their own local community
<b>Goals</b>	Young people find meaning and purpose, and build strong connections in and outside their communities
<b>Target group</b>	Important to mix more vulnerable young people with those who are more capable
<b>Core activities</b>	<p>A range of activities, experiences, challenges and projects are 'donated' and created between local businesses, social enterprises, charities, associations, community organisations and public bodies. The criteria is that these experiences and projects must create a genuinely valuable contribution to society and give young people a sense of meaning in their work.</p> <p>Young people form project teams and reflection teams. Teams are carefully hand-picked to be complementary, with a mixture of abilities, and Near Year puts the emphasis on developing young people's interpersonal skills. Young people choose experiences and challenges that are interesting to them and are encouraged to try activities that expand their strengths.</p> <p>An online platform coordinates the activities and organisations are supported by Near Hear to tailor activities to work for young people. Regular group reflection activities are facilitated and recorded, and young people's progress and achievements are made visible to them and the wider community.</p> <p>Young people spend a year with Near Year alongside their education or as their education itself.</p> <p>Alumni of Near Year become Brothers &amp; Sisters who work as mentors with future cohorts.</p> <p>Local organisations supporting the programme have a Near Hear badge, showing they are always open to Near Hear alumni.</p>
<b>Delivered by</b>	Charitable organisation
<b>Outcomes (capabilities and assets built)</b>	<p>Increase in capabilities:</p> <ul style="list-style-type: none"> <li>Connections</li> <li>Purpose</li> <li>Possibility</li> <li>Strengths</li> <li>Narrative</li> <li>Initiative</li> </ul>

<b>Area of intervention</b>	<b>Build motivation through exposure</b>
<b>Name</b>	Digital U
<b>Vision</b>	Create a generation of young people who embody the skills needed for a digital economy
<b>Goals</b>	Turn disenfranchised young people into a highly valuable resource for businesses
<b>Target group</b>	Young people who don't have good academic records or soft skills Businesses who want to become more tech-savvy
<b>Core activities</b>	<p>Young people are natural assets in arenas such as digital marketing where businesses struggle to keep up. The kind of skills required are not taught on traditional computer science courses - this is digital streetfighting - adapting to social media as it evolves and staying ahead of the curve.</p> <p>Digital U takes young people who have raw ability but not good educational backgrounds - and trains them in much-needed tech skills in short workshops. It hooks up the most promising candidates with businesses in need of technology skills and trains them further together. Businesses pay for one employee on the course and a place for a young person on the course.</p> <p>Young people who show aptitude become Digital U assistants and trainers—continuing to work with businesses to develop their staff's skills and inspiring young people just like themselves.</p> <p>Small businesses can buy Digital U packages from young people to fulfil simple digital marketing needs like search engine optimisation, facebook apps.</p> <p>This model can be replicated in other areas where young people have a natural advantage.</p>
<b>Delivered by</b>	Self-sustaining social enterprise
<b>Outcomes (capabilities and assets built)</b>	<p>Increase in capabilities:</p> <ul style="list-style-type: none"> <li>Strengths</li> <li>Possibility</li> <li>Soft skills</li> <li>Connections</li> <li>Formal skills</li> </ul> <p>Increase employment opportunities</p> <p>Move into work</p>

<b>Area of intervention</b>	<b>Build motivation through exposure</b>
<b>Name</b>	Micro start-ups
<b>Vision</b>	Create a generation of young people with entrepreneurial skills
<b>Goals</b>	Developing strengths and connections - so must include plenty of connections with partners/clients
<b>Target group</b>	Young people who don't have good academic records or soft skills, who are motivated by immediate gain
<b>Core activities</b>	<p>Simple micro-business models are turned into kits (a manual, equipment, accounting tools, software) that young people can operate. Local businesses are asked to 'donate' tasks/jobs that could be done and aggregated to provide a base of regular work.</p> <p>Examples might include:  Retail: micro-distribution (the last 20m for food delivery etc), food stalls, selling water at major sports events, importing and reselling goods, juice stall  Services with special equipment: T-shirt printing, garden clearance  Support services: low level computer support, dog-walking, running events, flyering, mobile library, drycleaning pick-up, baby-sitting  Office/business support: search engine optimisation, customising apps, supplier research, sandwich delivery, office plant care, sports clubs</p> <p>20 models are identified and turned into micro-enterprise/micro franchising kits. Young people are taken on in cohorts and form teams according to strengths. Basic enterprise skills are taught. The platform is delivered through online tools and offline training sessions.</p>
<b>Delivered by</b>	As an education offer
<b>Outcomes (capabilities and assets built)</b>	<p>Increase in capabilities:  Strengths  Possibility  Soft skills  Connections</p> <p>Increase employment opportunities</p>

## 8.2 Interventions areas for highly skilled graduates out of work

This group is equally diverse in its make-up and will benefit from further segmentation which allows us to work with young people not according to their field or education level but according to the capabilities that are missing for them – networks, direction, motivation, initiative.

For now, we sketch out some interventions that focus on developing these young people and increasing the number of opportunities available to them.

<b>Area of intervention:</b>	<b>Networking initiatives</b>
<b>Vision</b>	To make build closer relations between people out of work and people in jobs.
<b>Goals</b>	How to progress yourself – how to make your journey valuable and inspiring. How to keep oneself 'fit' and confident during time of unemployment.
<b>Target group</b>	Unemployed graduates, Union and Insurance Funds members
<b>Potential interventions</b>	<p><b>A - 'How to mentor' network</b>  <b>What it is:</b> A training programme for Union and Insurance Fund members to become mentors, using the unemployed members as the means of training  <b>Who it's for:</b> Union and Insurance Fund members, current managers  <b>How it works:</b> Starting from the desire to mentor as a career-development opportunity rather than the unemployment problem. A mass training initiative, using online learning and video technology to deliver the skills and facilitate peer learning at low cost. Potential mentors learn how to do it by working with 5-10 graduates each over a year. The mentoring skills are particularly developed towards employability rather than life coaching so they have significant relevance to line management responsibilities too - but give people the experience of working with diversity.  <b>Benefits</b> - taps into a latent desire to contribute and for self development</p> <p><b>B - Union &amp; Insurance Fund members network</b>  <b>What it is:</b> An online social network as a means to multiple off-line meet-ups between current employees and unemployed graduates  <b>Who it's for:</b> Union and Insurance Fund members, recent graduates  <b>How it works:</b> Member employees donate time, opportunities, tasks/projects or connections. They use online tools to help graduates shape their narrative and direction. They make themselves available to graduates through a central booking service for lunches, presentations, to be shadowed. Graduates can group together to request group meetings or presentations.  <b>Benefits</b> - capitalises on a huge untapped resource</p> <p><b>C - Progression network</b>  <b>What it is:</b> A graduate-run service for employed people on career development.  <b>Who it's for:</b> Union and Insurance Fund members  <b>How it works:</b> Graduates coordinate topics, speakers, meetings that are relevant to groups of employees in the fields they are interested in. In doing so they learn about relevant business issue and build relationships.</p>
<b>Delivered by</b>	Unions, Insurance Funds, Social enterprise

<b>Area of intervention</b>	<b>Entrepreneurial Laboratories</b>
<b>Vision</b>	Create a generation of young people who can create their own opportunities
<b>Goals</b>	Developing strengths and connections - so must include plenty of connections with partners/clients
<b>Target group</b>	Graduates
<b>Potential interventions</b>	<p>A - Graduate + SME challenge fund.  What it is: A challenge fund that teams SMEs with recent graduates to generate new business expansions.  Who it's for: Small businesses and high skilled graduates  How it works: Businesses are teamed with 2 - 3 recent graduates from a selected pool and given two months to develop a strategy to expand their businesses; for example increasing sales, increasing delivery capacity, offering an additional service. The stipulation is that if successful the graduates must be employed to implement the strategy - or the strategy must create at least one permanent role. Large corporates provide sponsorship and mentoring. Potential to match the fund with crowdfunding if the businesses have a loyal customer base - also employing young people to run the crowdfunding campaign.  Benefits: Businesses get the time, finance and mentoring to expand and build relationships with talented young people committed to the business  Like: Smallknot, WearetheMillion, Design Council Challenges (matches designers to small businesses), UK's Sector mentoring challenge fund</p> <p>B - Project Talent Club  What it is: a project demonstration network and talent pool sponsored by corporates and small to medium businesses  Who it's for: recent graduates from many different fields  How it works: A rolling series of tasks and projects are proposed by companies and organisations who have signed up to the Club network. Graduates sign up to carry them out alone or in teams. For some it may be possible to several teams to work simultaneously. All activities take place on site with the participating businesses or have a dedicated offline meet-up built in so that graduates have the opportunity to meet employees and senior leaders. The story of the activity is documented and visible to other employers. Participating companies can vouch for/recommend graduates. Participating companies are visible to each other, creating motivation to post interesting projects and gaining introductions to potential partners/suppliers/clients.  Benefits: Businesses get access to a motivated talent pool and get to know graduates in a different way. They get fresh minds working on their business issues. Graduates can 'follow' companies they are interested in, learning about different aspects of the business over time by the projects they set.</p>

	<p><b>C - Graduate Jam</b>  What it is: national network of monthly ‘weekend jams’ - where graduates from different fields come together on collaborative projects, business issues and innovation challenges  Who it’s for: recent graduates from many different fields  How it works: Project topics are set collaboratively and sponsored by businesses and organisations. Challenges may be organised by themes or issues interesting to a number of businesses/across fields and industries. Jams take place over 2 days simultaneously in multiple locations. Graduates work together in deliberately diverse teams with others from different educational backgrounds. Sponsoring companies deploy several employees to be part of the teams. Jams are facilitated with entrepreneurial skills, and graduates are trained to co-facilitate.  Results are shared with companies. Possible follow-on investment fund attached for promising ideas/projects that could be of further benefit to industry.  Benefits: Graduates form connections across fields and connections with sponsoring companies. Businesses get fresh approaches to common issues.  Like: Global Start-up Weekend, Global Service Design Jam, Social innovation camp</p> <p><b>D - Young enterprise incubator</b>  What it is: a start-up incubator focused on building teams of promising graduate entrepreneurs  Who it’s for: graduates from many different fields and skill levels.  How it works: A cohort of graduates is selected for entrepreneurial promise at all skill levels. They receive a 6 month bursary (funded by corporate sponsorship) to take part in a programme to develop entrepreneurship by working in teams on problems and opportunities proposed by private and public organisations. The aim is to find an innovative solution to develop into a start-up venture and form the right team mix to carry it forward. Successful teams get access to an investment fund. Individuals from unsuccessful teams enter a talent pool for the corporate sponsors.  Benefits – companies get access to a pool of talent with valuable entrepreneurial experience.  Like - Enterprise First</p>
<b>Delivered by</b>	These initiatives are proposed as education offers or alternative activation provision. Delivered by independent social enterprises or as offers from existing providers.
<b>Outcomes (capabilities and assets built)</b>	Increase in capabilities: Strengths Possibility Soft skills Connections Increase employment opportunities

<b>Area of intervention</b>	<b>Creating opportunities</b>
<b>Vision</b>	Create new opportunities/markets for graduates
<b>Goals</b>	Create jobs, roles, tasks for young people that are not there now
<b>Target group</b>	Graduates
<b>Potential interventions</b>	<p><b>A - Create your own employability programme</b>  <b>What it is:</b> a peer-to-peer programme to support members to identify, shape and secure opportunities  <b>Who it's for:</b> groups of older graduates with other high-skilled unemployed  <b>How it works:</b> Groups of graduates/high skilled unemployed are formed into peer collectives. They act as project teams helping each other to move into work. Together they build a collective programme to support each other. They form coaching teams, invite people to speak to them as a group, instigate visits, propose options to companies, keep each other well and healthy.  A digital platform hosts tools, workshop outlines, spaces to work in, and activities that can be co-opted to facilitate action. The emphasis is on increasing the potential and effectiveness of peer to peer activity and the idea that these networks continue to sustain you over time.  <b>Benefits:</b> Graduates experience solidarity and positivity, and become less dependent on activation services.</p> <p><b>B - Open Task platform</b>  <b>What it is:</b> an 'open source' style task aggregation platform for businesses, giving graduates access to a range of tasks to fulfil across different companies.  <b>Who it's for:</b> current students  <b>How it works:</b> Local businesses and organisations post tasks that can be carried out by students before they graduate to earn a bit of money, gain an insider's view of workplaces and make connections. The focus is on making use of transferrable skills and helping young people see how to adapt their skills to be immediately useful in a company setting.  A digital platform aggregates tasks and students bid for them. The ease of access for companies is the main driver - very low effort to post tasks and filter bids, can be done at short notice  <b>Benefits:</b> Lets young people into company activities that would usually be closed to them due to the complexities of formal hiring. Creates new roles by aggregating many small tasks.  <i>Like: TaskSquad, TaskRabbit</i></p>

	<p><b>C - Open Company Events</b>  <b>What it is:</b> A series of events that open companies to a diverse talent pool  <b>Who it's for:</b> recent high-skilled graduates from diverse fields  <b>How it works:</b> Smaller businesses club together to open up opportunities to a wider group of potential candidates. Regular 2 day project challenge events are held with a wide pool of shortlisted candidates. Companies are invited to take part with non-competitive partner companies. Senior executives give presentations that 'look under the bonnet' at how the company operates. Each company sets a real business challenge that is worked on by teams of candidates. Companies gain access to a wider pool of candidates with more diverse backgrounds and experiences at lower risk. Candidates get to know companies in a new way that allows them to tailor their approach.  <b>Benefits:</b> Build a talent pool, better success rate of placing people</p>
<b>Delivered by</b>	Branch organisations, Unions/Insurance Funds, independent social enterprises
<b>Outcomes (capabilities and assets built)</b>	<p>Increasing the number of opportunities available to young people  Increase the capability to create your own opportunities and the number of connections young people make  Increasing employment/the number of hours of work</p>

## Annex I - People interviewed

Institution	Person
DI - Confederation of Danish Industry, Employment Policy	Thomas Q Christensen, Senior Advisor
AMS - The National Labour Market Authority	Jan Hendeliowitz, Senior Advisor
KL - Local Government Denmark, Employment and Business	Niels Arndt Nielsen, Head of Secretariat
Jobcentre, Roskilde Municipality	Anne Haarløv, Jobcentre Director and other members of the management team
DA - Confederation of Danish Employers,	Jørgen Borg Petersen, Chief Analyst
Copenhagen Municipality, The Employment Administration and Jobcentre Copenhagen, Youth Centre	Kaj Ove Pedersen, Director and Marianne Larsen, Jobcentre Director
Akademikernes (Insurance fund)	Michael Jacobsen, Head of Secretariat
3F (Union)	Michael Pedersen and Mette Lyshøj, Employment policy and education
DJØF (Union)	Gert Nielsen, Head of Secretariat and Lars Bo Andersen, Senior Advisor Employment secretariat
Jobcentre Copenhagen, Task force to match long term unemployed with employer	Karina Johansson, Job Consultant
Jobcenter Copenhagen, Youth Section in Skelbækgade	Head of Section, Vulnerable Youth, Karin Bansi
Jobcentre Roskilde, Interviews and observations with Youth Centre and interviews with job consultant from the Business Section	Karina Vindum, Case worker at the Youth Centre  Marianne Geertsen, Job consultant at the business section
G4S A/S, mentor project as a potential business area	Susanne Ejby Hansen, marketings- og kommunikationschef
Øens Murerfirma, Construction company, hiring long term unemployed youth	Jan Elving, Director and Poul Andersen, mentor coordinator
DSK - Branch organisation for retailers (supermarkets)	Claus Nielsen og Katrine Keller

<b>Institution</b>	<b>Person</b>
Jobcentre Roskilde, Youth Guide	08:00-10:00 Workshop with group of caseworkers
Kvickly Hyrdehøj, supermarket in Roskilde hiring long term unemployed	Store Manager, John Byrian
Energy to Go – Shell tank stations	Director, Casper Mørk
Ciber Denmark, Small and medium seized business hiring djøf unemployed.	HR manager, Johanna Dienelt
Dansk Maritime, Small and medium seized business hiring djøf unemployed.	Michael Prehn
ISS Facility Services A/S, Company hiring long term unemployed workers	Annette Schandorph, Afdelingschef, ISS jobudviklingscenter
Group of unemployed enrolled in early activation, organized by 3F union and Jobcentre Copenhagen	Individual talks with unemployed 3F union members – 6 people
DJØF, Jobværksted	Interviews with unemployed DJØF union members – 5 people
Youth Guide, Roskilde jobcenter	Talks with youths using services from the Youth Guide – 6 people