

EXCEPT

Youth employment policies in Portugal

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- i. to advance the knowledge base that underpins the formulation and implementation of relevant policies in Europe with the aim of enhancing the employment of young people and improving the social situation of young people who face labour market insecurities, and
- ii. to engage with relevant communities, stakeholders and practitioners in the research with a view to supporting relevant policies in Europe. Contributions to a dialogue about these results can be made through the project website <http://www.except-project.eu/>, or by following us on twitter @except_eu.

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Responsibility for all conclusions drawn from the data lies entirely with the author.



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The key risk groups in the labour market in Portugal

Before analysing more straightforwardly the following figure and table, a brief but more comprehensive contextualization of the research, media and policy state of play in Portugal is needed.

In Portugal, as happens in many other European countries, Youth Studies and other **research** focused on Young people are predominantly dealt by sociology of youth (albeit some areas such as education and values are shared with other disciplines, such as educational sciences and psychology respectively). Although youth studies are understood as an area potentially interdisciplinary, the roots are well integrated in the sociological field, as it constitutes, moreover, one of the long lasting classics sociological topics in Portugal (Machado, 2009).

This is not to say that, within the field of sociology of youth, all topics have been equally tackled by different institutions across time. As such, the figures in the table above and following graph are a commitment between what is relatively stable in the most important academic institutions with a strong tradition in youth studies, and the particular context of the Portugal crisis and austerity measures taken on its behalf in the last years. As such, the results find relative equivalence in the composition of the sociological field of youth studies in Portugal, that has been mainly characterized by the following topics:

- Transitions to adulthood in General (Pais and Ferreira, 2010; Pais, 2001; Pais, 2003, Machado and Silva, 2009, Nico, 2011, Nico, 2013; Guerreiro and Abrantes, 2007)
- Transitions to the labour market in general (Ramos, Parente and Santos, 2014; Parente et al., 2011)
- and precariousness in the labour market in particular (for example, Cairns, et al. 2016; Alves et al., 2011; Nico and Alves, 2017; Oliveira, Carvalho and Veloso, 2011)
- Composition and trajectories of high education students (for example, the project ETES: The students and their trajectories in Higher Education: success, insuccess, factores and processes, promotion of good practices). (Alves, Alves and Chaves, 2012)
- Racism and discrimination to secondary school (for example, the projects *Etnicidade, Trajectórias Escolares e Orientações Profissionais: jovens descendentes de imigrantes no finalizar da escolaridade obrigatória (2005-2009)* and *Jovens Descendentes de Imigrantes e Futuro: Trajectórias Escolares e Orientações Profissionais no Finalizar da Escolaridade Obrigatória (2006-2008)* developed by Teresa Seabra and her team.
- Conjugal and parental transitions (Carvalho, 2016)



- Political participation (for example, the project MYPLACE: Memory, Youth, Political Legacy and Civic Engagement), Developed in Portugal but coordinated by Gary Pollock)
- (currently less) Youth cultures (Pais, 2001)
- (less) Housing transitions (Nico, 2016; Nico, 2011)
- (less) generational comparisons (Nico, 2014)

It is also important to mention that there is only one research centre exclusively focused in youth, which is the Observatory of Youth, affiliated with the Institute for Social Sciences of the University of Lisbon (<http://www.opj.ics.ul.pt>), and that over the last couples of decades the Institute for Sports and Youth, or the State Secretary for Youth, or the Ministry of Youth (depending of the status and position governmentally occupied by the Youth Affairs, currently a Public Institute under the Ministry of Education), the Council of Europe, or other Youth related Organisations or organisms, have maintained a more or less monogamous relation with this observatory, despite the fact that sociology of youth and youth studies are developed in many other Universities, Faculties and Research centres all over the country. With the recent and emergent development of the youth sector in Portugal in the last years, and the increasing implementation of the evidence-based youth policy principle, the demand for evidence has boosted and in consequence other researchers and research centres were also reached and invited for potential collaborations.¹

Youth studies in Portugal display a good balance between the focus in the Portuguese reality and the focus on comparative perspectives, having been part of several European comparative researches such as these few examples among many others may show:

- *Transições para a vida adulta* (Transitions to Adulthood), Magda Nico (2011)
- *Graffiti e Parkour entre os jovens* (Graffiti and Parkour among young people), Lúgia Ferro (2011)
- *Percursos sem abrigo entre a população jovem* (Young Homeless people and their trajectories), Filipa Menezes (2009)
- *Juventude Digital* (Digital Youth), Tiago Lapa (PhD thesis)
- *Combate à exclusão social entre populações de jovens sem-abrigo* (Combate to social exclusion among young homeless people), José Luís Casanova, Filipa Menezes, Vera Rodrigues, Diana Mota
- *MyPlace: Memory, Youth Political Legacy and Civic Engagement*, Nuno de Almeida Alves e David Cairns, Ana Alexandre, Tiago Carvalho, Augusta Correia

¹ Nico et al. (2014), Lamelas, Gil and Nico (2015), Nico (forthcoming).



- *Impacte do nível de escolarização na empregabilidade juvenil* (Impact of the level of qualifications in the employability among young people), Luísa Oliveira e Helena Carvalho, Luísa Veloso, Sérgio Estevinha, Anabela Serrão, Madalena Ramos

Portugal has also gained a stable presence in European networks, over the last years such as: the Board of the RN-30-Youth and Society (Nuno de Almeida Alves, David Cairns and Magda Nico as members over the years), the Pool of European Youth Researchers of the Youth Partnership between the European Commission and their Council of Europe in the Field of Youth (currently Magda Nico and David Cairns).

Table 1 “Risk group” construction²

Potential risk groups	Importance by actors		
	Media*	Mainstream policy	Academic research
All young people ³	3	2	4
Young unemployed	5	4	3
Early school leavers	1	3	3
Young people with low skills	3	3	1
Young people with out-dated qualifications	1	2	1
Young people without qualifications	1	2	3
NEET	3	3	1
Higher education graduates	4	4	4
Migrants/Ethnic minorities	2	4	2
Teenage/single parents	1	1	2
Young people from workless families	2	2	2
Young people from remote/disadvantaged areas	3	1	1
Young people with a disability	2	2	3
Access to culture	2	1	1
Housing related	3	3	1
Migration/mobility	1	2	4
Family intentions and context	1	1	3
Delinquency	1	1	2
Gender Inequalities	1	2	2
Participation	1	1	2
Work precariousness	1	4	1

Comments on Table 1

Brief Explanation of the ratings:

To avoid unnecessary subjectivity in the rating of the importance given to the list of potential risk groups in each perspective, several decisions were made. Their clarification is as follows:

² 1=no significant role to 5=very important

³ This was coded by comparison to a) other topics in the media, b) other groups in policies, and to c) other topics of research, respectively.



- a) “Importance” is measured through the “frequency” proxy. That is to say that the more present a specific group of young people is in a particular sphere (media, policy or research), the higher the rank of “importance” it got in this table.
- b) There is no extensive information available on how young people are perceived in the “public” arena. Authors such as Bourdieu even argue “public opinion does not exist”. Analysing the perceptions of young people in the overall population would imply a direct collection of data specifically on that matter. As it is impossible to carry such as endeavour, the ranking on the column “public opinion/ media” only concerns media.
- c) The strategy to assess the importance that each risk group here listed has in the Media was to select the most relevant daily newspaper with online publication in Portugal and search “youth” (“juventude”), “young people” (“jovens”) and “juveniles” (“juvenis”). News available are quite recent so this was complemented with previous knowledge on the headings and on the protagonism that certain issues usually or recurrently have. Then, equivalence between the frequencies of the coded news (according to the subgroups above listed) and the “importance” given was made. The selected newspaper was “Público- online version” (<http://www.publico.pt>).
- d) The strategy to assess the importance that each risk group here listed has in Research was to check in the 3 major academic journals on general sociology (Sociologia, Problemas e Práticas; Análise Social, and Revista Crítica de Ciências Sociais), and on two major academic publishers (Mundos Sociais and Imprensa de Ciências Sociais) the frequency associated with youth issues, and the distribution of this frequency among different “risk groups”. Again, a equivalence between the frequencies of the coded publications (according to the subgroups above listed) and the “importance” given was established.
- e) The strategy to assess the importance that each sub group here listed has in mainstream policy followed a different path. This assessment was made on the basis of the previous knowledge on the field as well.

As will be further developed bellow, these topics do not match completely with the **media** agenda. There are topics that make it to the news, and there are topics that traditionally don't. Anyway, there are also specific historical and social circumstances that in a way contaminate the figures reached in the table above, and the window of observation in which they were searched. The mentionable circumstances are:

- Upcoming municipality elections in October 1st: This has had impact specially in the news found on the housing availability and affordability in the Lisbon area.
- Fire tragedy that killed dozens of people in the interior of the country in June: this has had impact mostly in the frequency of news found about young people in rural areas, their social and geographical exclusion, and in this specific case, the physiological support the tragedy in June now in on demand for these young people.
- European Statistical Reports that rank Portugal in terms of Education (PISA, OCDE are the most frequent ones): these results, when published, have always a great impact in the discussion of the educational system in Portugal, specially in comparison with other countries and governments under which the published evolution took place.



In terms of policy and legal context of the youth sector, Portugal has just began making its first but very important steps:

- Definition of the profile of the Youth Worker, now formally present in the National Catalogue of Qualifications;
- Definition of the profile of recognition, validation and certification of competencies of the youth worker;
- Preparation of the regulamentation of the recognitions and validation of learning experiences in non-formal settings – “Passe Jovem”
- Launch of the campaign “70 já”, that intends to inform young people about the social rights guaranteed by our constitution.
- Beginning of the process of elaboration of the National Youth Plan, that comes in the continuation of the White Youth Book, and that is in the process of auscultation of young people through an online questionnaire.
- Diagnostics Study of the Municipal Youth Policies

Mainstream policy has been touching some youth issues recently, namely through the following:

- The ongoing regularization of precarious workers in the public organizations (that affects young people although not exclusively);
- the re-establishment of the program of non-formal education “New Opportunities”, now “Qualifica” (that affects young people although not exclusively);

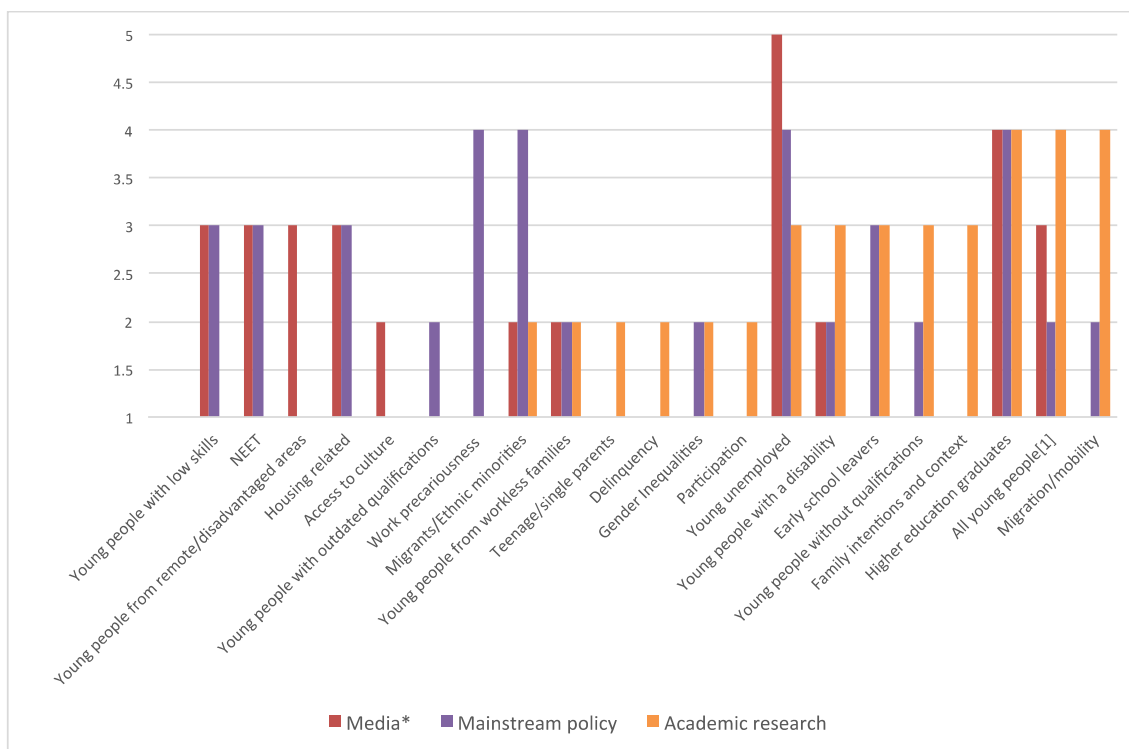
Having these various contexts in mind, and looking at the figure bellow, we can verify that:

- The most important risk groups in Research are related to migration/mobility, family intentions and context, young people without qualifications, early school leavers, and young people with disabilities. On the other hand, the least important in the field of research are the following: young people with low skills, NEET, young people from remote/disadvantaged areas, housing related, access to culture, young people with out-dated qualifications.
- The most important risk groups in the Media are young unemployed people and higher education graduates; being the least important the following: access to culture, migrant/ethnic minorities, young people from workless families, and young people with a disability.
- The most important risk groups in mainstream Policy are work precariousness, migrants/ ethnic minorities, young unemployed people and higher education graduates.

As such, the groups where there is the highest match between the fields are the higher education graduated, young unemployed and to some extend young people in general; whereas the groups where the highest mismatch is found are young people with low skills, NEET, young people from remote/disadvantaged areas, housing related issues (due to the lack of research on these issues).



Figure 1 "Risk Group" construction (Figure based on table 1)





Youth employment policies: a general overview

Table 2 An overview of active labour market programmes at national level (2005-2015)

	Year	2005	2010	2015	Source
Indicator					
1	Total number of active labour market programmes	36	38	39	Number of interventions, taking into consideration country (PT), year (2005, 2010, 2015) and classification (2-7), available at: http://ec.europa.eu/social/main.jsp?catId=1143&intPageId=3227&langId=en , extracted on 04.10.2017 We are unsure about these numbers because it seems to be quite underrated looking at the same data published by the EXCEPT Macro indicators for other countries.
1.1	including youth-targeted	10	10	9	Number of above interventions that had "youth" associated as a detailed target group in any of the operational target groups. (However, it was not possible to see the number of interventions that had youth classified as <u>the only</u> detailed target group, as most LMP's had also associated the detailed category "All" even when its eligibility was restricted to young people. Analysing the LMP data regarding <u>eligibility</u> , the number of interventions where only young people are the <u>only eligible</u> are the following: 7 in 2005, 7 in 2010 and 8 in 2015 - which information is more suitable? Information downloaded at: http://ec.europa.eu/social/main.jsp?catId=1143&intPageId=3227&langId=en , extracted on 04.10.2017
2	Number of participants (stock) in active labour market programmes:				
2.1	Total number	165389	205439	290775	Available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lm_p_partsumm&lang=en
2.2	% of the labour force (15-64)	3,22	3,98	5,88	Total number of participants (stock) in active labour market programmes/ Total number of active population (15-64), multiplied by 100 Labour force= active population, at 15-64 yo. Available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsi_emp_a&lang=en
3	Number of youth participants (up to 29 years old) in active labour market programmes:				
3.1	Total number	80229	69785	80105	Available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lm_p_partsumm&lang=en Eurostat youth age group is until 25 yo. Eurostat indicates these numbers as low reliability.
3.2	% of the labour force (15-29)	14,83	16,69	21,65	Total number of youth participants (up to 25 years old) in active labour market programmes/ Total number of active population (15-24), multiplied by 100 Labour force= active population, at 15-24 yo. Available at: http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do
3.3	% of the total number of participants (stock)	48,51	33,97	27,55	Own calculations, with the following formula: Total number of youth participants (up to 25 years old) in active labour market programmes/ Total number of participants (stock) in active labour market programmes, multiplied by 100



4	Expenditures on active labour market programmes:				
4.1	Total amount (EUR) (in million euro)	770,430	967,520	865,229	Available at: http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do
4.2	% of GDP	0,486	0,538	0,482	Available at: http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do
5.	Expenditures on all active labour market programmes for youth participants:				
5.1	Total amount (EUR) (in million euro)	373,730	328,654	238,360	Data on expenditure by participants is not available in the Eurostat website and we were not able to access it otherwise. We therefore calculated an estimation. We divided the total amount of expenditures on active labour market programmes by the total number of participants (stock) in active labour market programmes, and then multiplied by the total number of youth participants (up to 26 yo.).
5.2	% of GDP	0,236	0,183	0,136	Calculated using the estimation above. GDP data available at: http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tec00001&plugin=1 .
6	Expenditures on youth-targeted active labour market programmes:				
6.1	Total amount (EUR) (in million euro)	358,170	803,290	427,340	Available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=imp_expme_pt&lang=en We selected measures in which “youth” was considered a target group from the LMP database.
6.2	% of GDP	0,226	0,446	0,238	GDP data available at: http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tec00001&plugin=1
6.3	% of the total expenditures on active labour market programmes	46,490	83,026	49,390	Expenditures on youth-targeted active labour market programmes multiplied by 100, and then divided by the total amount of expenditures on active labour market programmes.

Comments on table 2

In table two we can observe stagnation, although with a slight increase, in the number of active labour market programmes along the years. For about a quarter of them, youth is a target group (10 of 36 in 2005; 10 of 38 in 2010 and 9 of 39 in 2015).

The number of overall participants in these programmes has been increasing between the period in analysis (165389 in 2005 to 290775 in 2015), as well as its percentage of the labour force, especially visible in 2015. The same is not exactly true for young participants, as the number of participants declined in 2010 (from 80229 to 69785). However, when paying attention at its representation of the labour force, we can see it has also increased, and at a bigger rate in 2015. This can be explained by the fact the youth labour force has been declining from 2005 to 2015.

Comparing both the percentages of the labour force, for all participants and youth participants (Figure 2), we can confirm they have been increasing since 2005, having demonstrated an intensification of that perceptual growth in 2015, specially in the younger sector of the population. This indicates that the tendency is for LMPs to cover a higher relative percentage of the youth labour force than for the total labour force. The context for this is in fact the much higher unemployment rate felt by the youngest groups of the population, specially between 2010 and 2015, period where the effects of the so



called Portuguese crisis and the austerity measures taken on its behalf by the former government hit young people's lives harsher than most of the other age groups.

Therefore, there seems to have been a correspondence between the intensity of the employment problem about the youngest generation during this period, and the relatively higher increase in the percentage of LMP directed at them. Although exhibiting high percentages, it is important to notice that the evolution of the percentage of youth participants in LMP within the total number of participants has been declining, from almost 50% to almost 30%.

Regarding the data on expenditures on active LMPs, we can see it was higher in 2010 and lower in 2005, in 2010 it also represented the biggest percentage of the GDP. From this point forward, we verify a slight disinvestment from 2010 to 2015 in LMPS (not reaching, nonetheless, the values verified for 2005).

Using estimated data on expenditure on LMP per participants we can deduce that the amount spent in youth participants has been declining along the years and representing less the GDP. But regarding the amount spent on youth-targeted active labour market programmes, we can see that its highest level is in 2010 (803,290 million euros), being almost double the amount of the other years and representing a major part of the total expenditures in LMP (83%). Looking at this data by LMP measure we attested that this finding for 2010 is due to a big investment in measures of vocational training for adults, which also covered young people.

Figure 2 Percentage of participants (stock) in active labour market programs (2005-2015) (figure based on table 2)

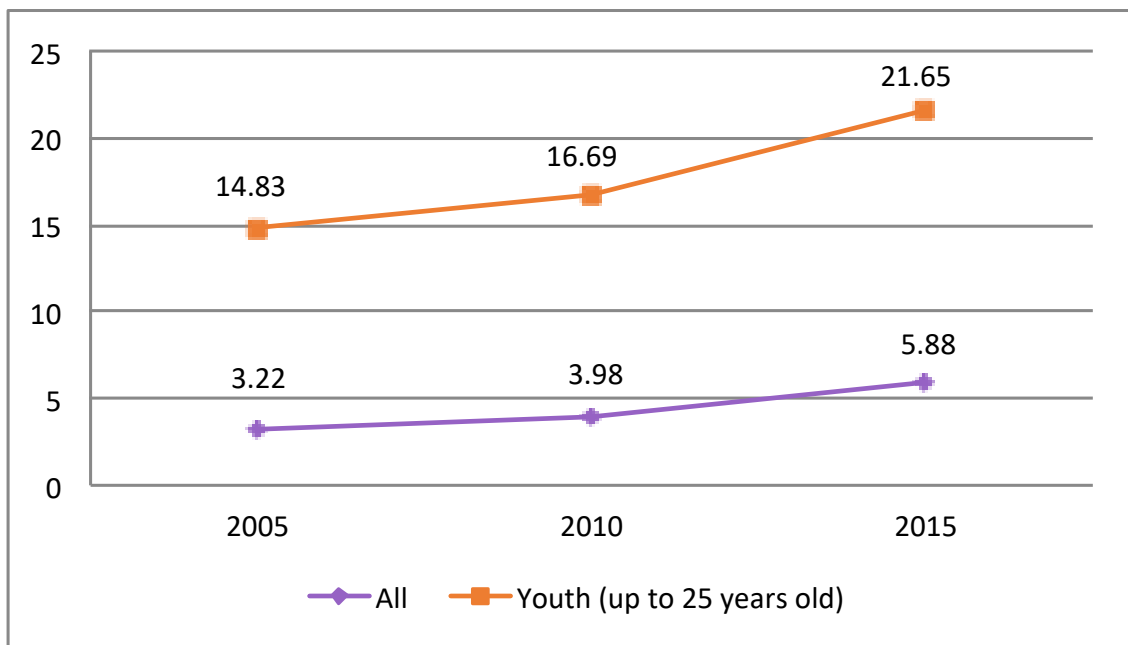




Table 3 Overview of types of measures and schemas against youth unemployment in the last years (both running and finished ones; time horizon – last 5-6 years, 2011-2017)⁴

Type of measure	Number of measures	Importance ⁵	Preventive/reactive ⁶	Youth specific	Main source of funding ⁷	Linked to EU initiatives ⁸	Main actors of delivery ⁹	Evaluation present	Youth/participant feedback used to improve the delivery
(Re-)orientation courses, preparation for training or employment	0	There was no measure with this action on the LMP database							
Vocational guidance, career counselling	1 measure	Not relevant	Both	No	2 (national) and 3 (regional) - Central and regional government	Not Available	1 (State) - PES	No	Not Available
Training (with certificates)	6 measures	Quite important	preventive 3 both	Partially (4 measures No and 2 measures yes)	Mostly 1 (EU), but also 2 (national), and 3 (regional) -Mostly ESF and central government	Not Available	Mostly 1 (State) and some 2 (region) - Mostly through PES	No 2 yes	Not Available

⁴ The time frame considered is 2011-2015, as the most recent LMP data available is from 2015. A table with a comprehensive list of all the measures is presented in annex. In this table, only our summary is presented.

⁵ Importance depends on the comparative scale of the program (coverage & expenditure) -> Does not exist = 0; Not relevant = 1; Quite important = 2; Very important = 3.

⁶ To what extent do policies focus on preventative measures or are purely reactive to manifest problems PREVENTIVE = 1; REACTIVE = 2; BOTH=3.

⁷ EU = 1; national = 2, regional = 3, local = 4; other -5

⁸ Youth Guarantee =1; Youth Employment Initiative =2; Framework for Quality traineeships and apprenticeship =3; Eures =4; Support to youth entrepreneurship =5; Other - 6

⁹ state = 1, region = 2, municipality = 3, church = 4, foundations, NGOs = 5, private sector = 6, educational institutions=7 Other, please specify=8 If several, please list all



Type of measure	Number of measures	Importance ⁵	Preventive/reactive ⁶	Youth specific	Main source of funding ⁷	Linked to EU initiatives ⁸	Main actors of delivery ⁹	Evaluation present	Youth/participant feedback used to improve the delivery
Training (without certificates)	10 measures	Very important	3 preventive and 6 both	Partially (6 measures yes and 4 no)	All 1 (EU), some also 2 (national), and some 3 (regional) -Mostly ESF and social security funds	Not Available	Most 1 (State) but some also 2 (regional) - Mostly social security funds and PES	No	Not Available
Employment incentives, subsidies for employer	11 measures	Very important	6 reactive and 3 both and 2 preventive	Partially (7 measures No and 3 measures yes)	Mostly 2 (national), but also 1 (EU) and 3 (regional) -Mostly social security funds, but also ESF, regional and central government	Not Available	Mostly 1 (State) - mostly PES and social security funds	1 yes 10 no	Not Available
Direct job creation	7 measures	Quite important	4 preventive and 3 both	No	Equally 1 (EU), 2 (national), and 3 (regional) Through, respectively, ESF, social security funds	Not Available	1 (State) - Mainly PES	3 yes 4 no	Not Available



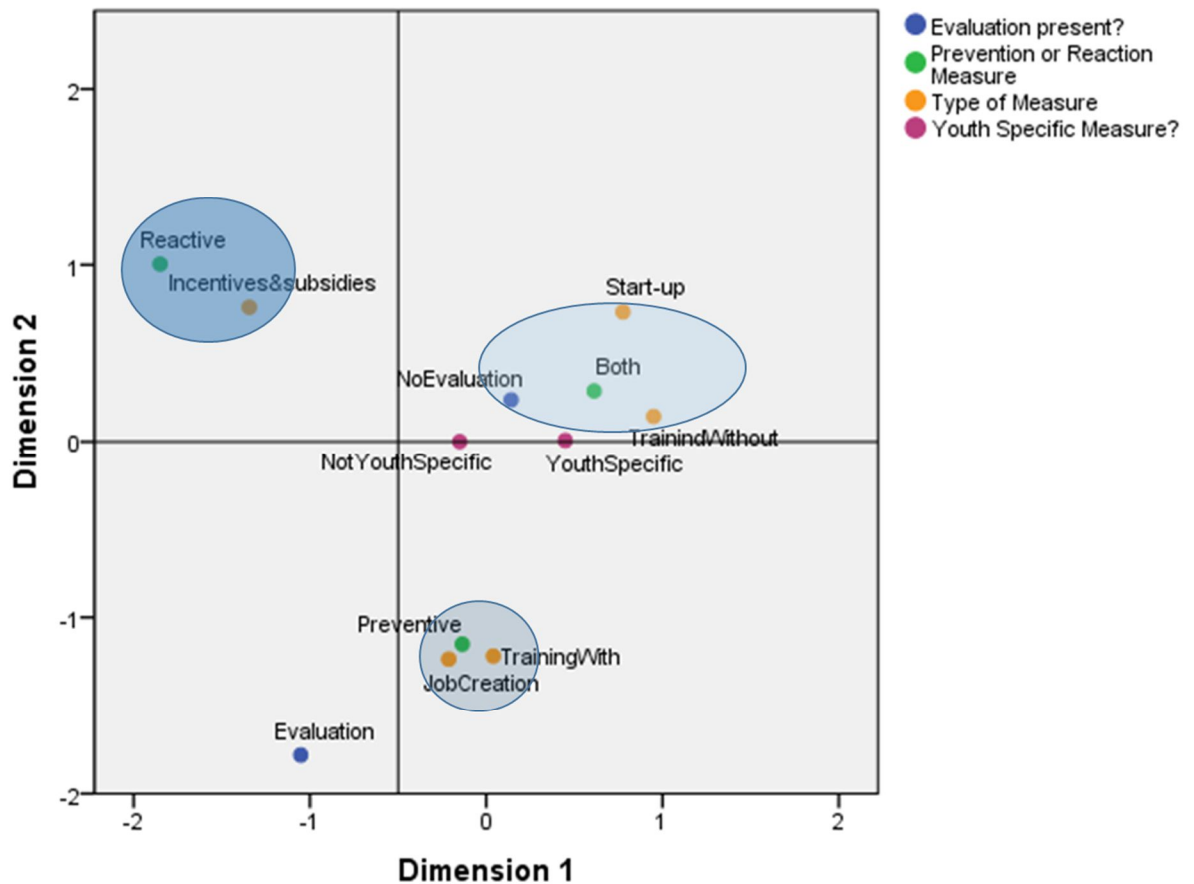
Type of measure	Number of measures	Importance ⁵	Preventive/reactive ⁶	Youth specific	Main source of funding ⁷	Linked to EU initiatives ⁸	Main actors of delivery ⁹	Evaluation present	Youth/participant feedback used to improve the delivery
					and regional government				
Start-up incentives, self-employment programmes	8 measures	Very important	All both	No	1 (EU), 2 (national), and 3 (regional) Through, respectively, ESF, social security funds and regional government	Not Available	Mostly 1 (State) Especially PES	No	Not Available

On the following figure 3 we can verify, first of all, that being or not a specifically youth related measure is not determinant to the profiles found. The same is true for the fact that there is or there is not an evaluation report made or made available on line. We can observe there are 3 different groups of measures:

- The first one is related to reactive measures particularly associated with the “Employment incentives, subsidies for employer”. This is curious to see, as most of the reactive measures to unemployment are then associated with incentives directly given to the companies and employers and not necessarily to the individuals themselves.
- The second group, in opposition to the mentioned above, is mainly preventive and is related to direct job creation measures and to training with certificated. This is to say that the most “immediate” - and effective some would say - outcomes to the individuals in terms of added value in a competitive labour market are (direct job creation and having a certificate that proves new competencies) is associated mainly with preventive measures for unemployment and not as reactive ones (as one could perhaps expect).
- A third and last group, less coherent and specific than the previous ones, is the one composed by measures that are both preventive and reactive, and that are related to training without certificates, start-up incentives, self-employment programmes.



Figure 3 Overview of types of measures and schemas against youth unemployment in the last years (Multiple Correspondence Analysis partially based on table 3)



Source: Data downloaded at <http://ec.europa.eu/social/main.jsp?catId=1143&intPageId=3227&langId=en> (extracted on 23.10.2017), for PT in the years 2011, 2012, 2013, 2014 and 2015.

Measures exclusively aimed at older age groups were not included in this table.

To group the measures into the type of measure/action we did the following correspondence between the classification of the measure in the database and the type of measure in the table:

- Measures of “Labour market services” (classification 1) were considered for the (Re-)orientation courses, preparation for training or employment and Vocational guidance, career counselling types.
- Measures of “Training” (classification 2) were considered the Training types. To separate between with and without certification, we considered the aims of each measures and counted as with certification when the description mentioned a course, hours or levels (apprentices and subsidies were considered without certification).



- Measures of “Employment incentives” (classification 4) were considered for Employment incentives, subsidies for employer.
- Measures of “Direct job creation” (classification 6) were considered for Direct job creation.
- Measures of “Start-up incentives” (classification 7) were considered for Start-up incentives, self-employment programmes.

The ratings based on this dataset are the following:

- Youth specific – yes when “youth” was considered a target group. This data was also confirmed with the variable “beneficiaries”.
- Main source of funding – variable “source of finance”
- Main actors of delivery – variable “responsible institution”
- The importance was coded a posteriori by the authors of the report, according to the number of programs in each type of measure, since both the coverage and expenditure data were not available. This was done only in the summary per type of measure.
- “Preventive/Reactive” was coded *a posteriori* by the authors of the report, deducing whenever possible from the some descriptive sentences of the goals of each measure (for example “To improve the educational and vocational qualifications of the population” or “To motivate long-term unemployed persons to look for a work on their own initiative”).
- Evaluation present – The team search each one of the measures for an evaluation report and only in rare occasions found one available online.
- Youth/participant feedback used to improve the delivery – this information was not available.

Table 4 Strengths and weaknesses of the overall policy approach

Effectiveness of the overall policy approach towards tackling youth unemployment and social exclusion	
Strengths	Weaknesses
Volume of training courses without certificates.	Potential weakness is the recognition the training courses without certificates might have within the employers' community.
Lack of transparency deduced from the lack of evaluation reports developed and/or made available online.	The lack of purely preventive approach ((Re)orientation courses, preparation for training or employment or Vocational guidance, career counselling) are not existing or not relevant. This also reveals lack of coordination with secondary or higher education and the respective systems of information and career counselling.
The priority that youth specific measures is going to have in the upcoming National Youth Plan.	According with this data, none of the type of measures is youth specific. Only Training (with certificates), Training (without certificates), and Employment incentives, subsidies for employer are partially youth related.
Some measures reflect an effective cross-sectoral approach effort.	Lack of local involvement, responsibility, or budget to perform local-specific measures.



Youth employment policies: focus on selected interventions

Table 5 A brief overview of selected youth employment interventions¹⁰

No	Name	Level	Main target group ¹¹	Type ¹²	Starting year	Funding source	Part of EU initiatives	Evaluation	“Good practice” ¹³ example	Impact of policy measures on youth inclusion ¹⁴	Trends in the way selected policy measures influence unemployed young people ¹⁵
1	Empreende já	National	C (NEET)	6	2015 (in 2012 with another name)	EU and national	Youth Guarantee	No evaluation available	Partially	Not available	Not available
2	Programa Investe jovem	National	C (NEET)	5 and 6	2014	EU and national	Youth Guarantee, and FSE	No evaluation available	Not available	Not available	Not available
3	Inova	National	A (and children over 6)	6	2012	National	Not available	No evaluation available	No evidence of impact in the labour market integration	No evidence of impact in social inclusion	No evidence of impact in the labour market integration

Comments on table 5

From the national programs available on the Portuguese Institute for Youth and Sports, these were the ones where the link to labour market was more direct. Also, these were

¹⁰ None of these programs are aimed at the progression in work or assisting unemployed young people to enter jobs with real progression opportunities (including those policies aimed at ‘good jobs’).

¹¹ a. targeted youth, b. universal, c. targeted risk group, d. targeted to youth risk group;

¹² (re-)orientation courses, preparation for training or employment = 1; vocational guidance, career counselling = 2; training (with or without certificates) = 3; Employment incentives, subsidies for employer = 4, direct job creation = 5, and start-up incentives, self-employment programmes =6

¹³ EU Database of national labour market ‘good practices’ definition: “A specific policy or measure that has proven to be effective and sustainable in the field of employment, demonstrated by evaluation evidence and/or monitoring and assessment methods using process data and showing the potential for replication. It can cover both the formulation and the implementation of the policy or measure, which has led to positive labour market outcomes over an extended period of time.”

¹⁴ 1 - very weak; 2 - weak; 3 - medium; 4 - strong; 5 - very strong; N/A - not applicable. Please provide a brief explanation of the ratings, incl. references if relevant.

¹⁵ 1 - Significant improvement; 2 - Improvement; 3 - No change; 4 - Deterioration; 5 - Significant deterioration; N/A – not applicable. Please provide a brief explanation of the ratings, incl. references if relevant.



the projects were the information was more detailed, the legal framework clearer, and the respective goals, target and objectives accurately put.

The second program mentioned is one example of a number of programs directed at the direct job creation. As these programs are managed by other institutes, some times more than one institution and linked to more than one Ministry, in an logic of cross-sectoral youth policy, some information was very difficult to find. In terms of transparency and availability on line of the data, evaluation, or formal documents, these programmes and measures become sometimes “no-man’s land”.

Detailed description and evaluation of the selected measures

Name of the initiative	Empreende já (Entrepreneurship Now) (https://eja.juventude.gov.pt/#/) (includes interview with director of Youth Guarantee – Portugal)
Short description	(Primary/Main) aim of the measure: <i>This measure has been designed to support the employability of young NEETs and has the following objectives:</i> <i>Action 1. To promote an entrepreneurial culture centered on creativity and innovation by supporting the development of projects aimed at the establishment of companies or entities of the social economy;</i> <i>Action 2. Support the training of young NEETs through training, increasing their levels of employability; 3. Support the incorporation of companies or social economy entities; 4. Support the creation of jobs for and for young NEETs.</i> Intended effects: <i>- Support to the development of projects aimed at the creation of companies and entities of the social economy, based on own ideas or made available through the Business Development Network;</i> <i>- Support for the sustainability of entities and jobs created under the Program, resulting from projects developed in action 1.</i> Description: <i>1. Application: Young people make the registration on online, of their formal documents (ID, passport or visa, proof of residence, educational certificate, etc.) and their project + These documents are validated by IPDJ.</i> <i>2. Evaluation and Selection: the criteria are “potential for employability of young people, interest of the project, the team of the project)</i> <i>3. The <u>contract</u> for the support is signed.</i> <i>4. They receive a 125 hour training about entrepreneur profile, account procedures, quality measures, equality and non-discrimination in the labour</i>



<p>market + 125 hour training on Market, Finances, sales, team management, environment, business models, partnerships and protocols.</p> <p>5. There is a 30 hour tutoring of the development of the business or project itself.</p> <p>6. The project goes through a second selection. The criteria are financial sustainability of the project, potential for creation of jobs, business plan, evaluation of the finance capacity.</p> <p>7. If selected in the end, they receive 10.000 euros for the development of their plan.</p> <p>Target groups:</p> <p>All young people who meet, at the date of application, the following requirements:</p> <ul style="list-style-type: none">- They are between the ages of 18 and 29;- Have their residence in Mainland Portugal;- Have completed compulsory schooling, in accordance with applicable legislation;- They are considered, under the Community rules, as NEET, which are defined as those who do not work, are not studying and are not in training;- Have the contributory and tax situation regularized before, respectively, the tax administration and social security;- Are registered with employment services;- They are not receiving support under other measures under the Youth Guarantee. <p>Eligibility criteria for beneficiaries: (see target groups).</p> <p>Type of intervention (which type of ALMP & which elements of social policy): start-up incentives, self-employment programmes</p> <p>Level: National</p> <p>Start/ end date: First regulation is from 2015 (https://juventude.gov.pt/Emprego/Empreende-Ja/Documents/Portaria%20EJA%20308_2015.pdf), last one is from 2017 (https://juventude.gov.pt/Emprego/Empreende-Ja/Documents/Regulamento%20467A_2017.pdf). The program is on-going.</p> <p>Are stakeholders involved in the formulation/implementation of this measure? It is not clear for this particular measure what are the stakeholders, but for all the ones collaborating in the Plan for the implementation of Youth Guarantee, there are quite a few involved (https://juventude.gov.pt/Emprego/Empreende-Ja/Documents/RCM104_2013%20Garantia%20jovem.pdf):</p> <p><i>The implementation of the National Plan for the Implementation of a Youth Guarantee (PNI-GJ) will be attended by the following nuclear partners: -</i></p> <ul style="list-style-type: none">- IEFP, I.P., Instituto da Segurança Social, I.P.,
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	<ul style="list-style-type: none">- <i>Direção-Geral da Educação, Direção-Geral do Ensino Superior,</i>- <i>Agência Nacional para a Qualificação e o Ensino Profissional, I.P.,</i>- <i>Instituto Português do Desporto e Juventude, I.P.,</i>- <i>INA – Direção-Geral da Qualificação dos Trabalhadores em Funções Públicas, Direção-Geral de Política Externa,</i>- <i>AICEP PORTUGAL GLOBAL, E.P.E.,</i>- <i>Agência para o Investimento e Comércio Externo de Portugal, E.P.E.,</i>- <i>Direção-Geral das Autarquias Locais e Cooperativa António Sérgio para a Economia Social-CASES.</i> <p><i>The following are strategic partners:</i></p> <ul style="list-style-type: none">- <i>Confederações Patronais,</i>- <i>Confederações Sindicais, Associação Nacional de Municípios Portugueses (ANMP),</i>- <i>Associação Nacional de Freguesias (ANAFRE),</i>- <i>Conselho de Reitores das Universidades Portuguesas (CRUP),</i>- <i>Conselho Coordenador dos Institutos Superiores Politécnicos (CCISP),</i>- <i>Conselho Nacional da Juventude (CNJ),</i>- <i>Comissão Nacional de Proteção das Crianças e Jovens em Risco, União das Misericórdias Portuguesas,</i>- <i>União das Mutualidades Portuguesas,</i>- <i>Confederação Nacional das Instituições de Solidariedade (CNIS),</i>- <i>Agência Nacional para a Gestão do Programa Aprendizagem ao Longo da Vida (AN PRO- ALV),</i>- <i>Agência Nacional para a Gestão do Programa Juventude em Ação, Instituto de Informática, I.P.,</i>- <i>Instituto Nacional de Reabilitação, I.P., e</i>- <i>Alto Comissariado para a Integração e Diálogo Intercultural, I.P. (ACIDI, I.P.).</i> <p>How/through which institutions is this measure implemented? Portuguese Institute for Sports and Youth (http://www.idesporto.pt), on behalf of the Secretary of State for Sport and Youth.</p> <p>Budget (EUR, thousand) and source: Information not available</p>
Achieved results	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job. (https://eja.juventude.gov.pt/#/resultados)</p> <p>Action 1, 1st edition: 488 applications, 370 limit for selected beneficiaries</p> <p>Action 2, 1st edition: not available yet</p> <p>Action 1, 2nd edition: not available yet</p> <p>Action 1, 2nd edition: not available yet</p> <p>Total expenditures for the program on annual basis. not available anywhere</p>



	<p>Total expenditure per beneficiary? If not available, other expenditure data what is available. not available anywhere</p>
Targeting	<p>Which are the target groups of this measure?</p> <p><i>All young people who meet, at the date of application, the following requirements:</i></p> <ul style="list-style-type: none"> - <i>They are between the ages of 18 and 29;</i> - <i>Have their residence in Mainland Portugal;</i> - <i>Have completed compulsory schooling, in accordance with applicable legislation;</i> - <i>They are considered, under the Community rules, as NEET, which are defined as those who do not work, are not studying and are not in training;</i> - <i>Have the contributory and tax situation regularized before, respectively, the tax administration and social security;</i> - <i>Are registered with employment services;</i> - <i>They are not receiving support under other measures under the Youth Guarantee.</i> <p>Is this program especially targeted to young people or to all unemployed? To young people.</p> <p>If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)? Not applicable.</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly. Does not seem like it from the information available. The only mentions are related to the implementation, not the design.</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one? Yes, to Youth Guarantee (https://juventude.gov.pt/Emprego/Empreende-Ja/Documents/RCM104_2013%20Garantia%20jovem.pdf)</p>
Available evaluations	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring?</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight</p>



	<p>loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p> <p>This measure does not have an evaluation online available. It is also too soon perhaps to evaluate it. Nonetheless, in the official site, they do try to imply that they may have something to do with the decrease of youth unemployment. But event if this is true, this is not evidenced in the site, not would it be a direct or significant effect, due to the fact this is a measure for self-employment and not all young people are skilled or attracted to that kind of labour market inclusion. Anyway, this is the text included in the site:</p> <p><i>The data of the employment survey of the National Statistics Institute (INE), updated on August 9, show the decrease of unemployment to 8.8%. The unemployment rate for young people (15-24 years old) was 22.7%, 2.4 pp less than in the previous quarter and less 4.2 pp than in the same quarter of 2016. Among young people aged 15 to 34, those who were not employed, nor in education or training (NEET) are 10.8%, which represents a decrease of 1.0 pp compared to the previous quarter and 1.9 pp compared to the same period of 2016. "</i></p>
Summary of evaluation results	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source.</p> <p><i>It is always difficult to make assessments without a more sustained impact assessment and this usually takes some time after the actions on the ground are initiated. In this context, and in view of the main results (decrease in the number of NEETs and also of youth unemployment), we intend to make a positive assessment.</i></p>
In your view: How would you assess the quality of the intervention?	<p>Does this program achieve its stated goals and intended effects?</p> <p><i>Considering that the Youth Guarantee is also intended to support young people who, as a rule, do not seek the services of the state, we believe that it is responding to the desired objectives.</i></p> <p>Assessment of the magnitude of the effect?</p> <p><i>It is always difficult to make assessments without a more sustained impact assessment and this usually takes some time after the actions on the ground are initiated. In this context, and in view of the main results (decrease in the number of NEETs and also of youth unemployment), we intend to make a positive assessment.</i></p>



	<p>Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?</p> <p><i>The program is spread throughout the territory and autonomous regions. But considering that one of the target groups is inactive and / or discouraged youth, we know that disclosure processes are essential. And here we can say that it is a continuous and challenging task: to communicate to young people who need support, but who, as a rule, do not seek information about these supports. Hence the n 1500 partner network is essential for this purpose.</i></p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p><i>There is often difficulty in managing and using the information that states have. For example: In school year X, drop out of school, Z students. (early school leaving) However, at the end of that school year, the ME can not provide the Young Guarantee with a nominative listing of these young people because it is prevented by the CNPD. (National Commission for Data Protection). Another difficulty is the "counter" logic that has been ingrained for many years. The services have been formatted to meet and support those who seek them. And with these young people, this logic has to be reversed.</i></p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not?</p> <p><i>Existing measures can certainly be complemented at any time with others, even inspired by pilot experiments to address any existing shortcomings. The Strategy designed with the ILO goes exactly this way and that is what is underway.</i></p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention.</p> <p><i>The Youth Guarantee is more than a set of measures and is assumed as an intervention methodology, as we mentioned in the text above. Combating inactivity or better planning the transition processes between those who study and those who go to the labor market is fundamental. And, in addition, it is vital to support all young people who do not study, work or attend training, and not just the unemployed group, as it was "traditional" up to now.</i></p> <p>Give a reason why you value it as a good practice?</p> <p><i>This is a good practice because, for the first time, an initiative is not exclusively focused on unemployed young people (here, as those who do not work, but proactively, through a public employment service or not, seek an opportunity employment or training) but also for inactive and / or discouraged young people. It is thus a more comprehensive target group and also an inversion of</i></p>



	<i>the traditional "balcony" logic. As these young people do not seek the services of the State must be the State to create the conditions to provide them with support.</i>
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Name of the initiative	Programa Investe Jovem (Invest Youth Program) (http://www.portaldosincentivos.pt/index.php/investe-jovem) (includes interview with director of Youth Guarantee – Portugal)
Short description	(Primary/Main) aim of the measure: <i>The program aims to promote entrepreneurship as well as promote job creation and economic growth through the following measures:</i> <ul style="list-style-type: none">• Financial support for investment;• Financial support for the creation of promoters' own employment;• Technical support in the area of entrepreneurship to reinforce skills and to structure the project, as well as to consolidate it. Intended effects: <ol style="list-style-type: none">1. Financial support, up to 75% of the eligible investment, shall be awarded to projects to set up businesses which meet the criteria described belllow; The respective projects must ensure at least 10% of the eligible investment capital.2. Financial support in the form empreende of a non-reimbursable subsidy shall be granted up to 6 times the IAS per beneficiary of the promoter who creates his / her full-time position up to a maximum of 4 jobs supported. Financial support may not, as a whole, exceed the value of the total investment. Description: <ol style="list-style-type: none">1. Application: Young people have to registered as unemployed and be 18 to 29 years old. They fill the fome in the site "Netemprego" (https://www.netemprego.gov.pt/IEFP/progInvesteJovem.do?action=overview)2. If selected, they will receive financial and technical support for their projects (no further detail is provided) Target groups: <i>This support is addressed to those who meet the following requirements:</i> <ul style="list-style-type: none">• Young people registered as unemployed in the IEFP;• Age greater than 18 years and less than 30 years;• Have a viable business idea and adequate training for business development; <i>The age is checked on the date the application is submitted. The IEFP assumes the responsibility and the initiative to provide appropriate training for the development of the business to the project promoters, who do not have it, following an assessment by IEFP, I.P.</i> Eligibility criteria for beneficiaries:



	<p><i>Business start-up projects must meet the following requirements:</i></p> <ul style="list-style-type: none"> • Present a total investment between 2.5 and 100 times the value of the IAS; • Present economic and financial viability; • Does not include, in the investment to be made, the purchase of existing corporate social capital; The implementation of the investment and the creation of the jobs of the promoters must be completed within 6 months from the date of the initial release of the financial support. <p><i>The project to create new businesses can not involve the creation of more than 10 jobs, including promoters.</i></p> <p><i>Projects must maintain the business of the company and necessarily secure the full-time employment of the promoters for a period of not less than three years. Other persons may participate in the capital stock, provided that 51% of the share capital is held by the promoters.</i></p> <p>Type of intervention (which type of ALMP & which elements of social policy): direct job creation = 5, and start-up incentives, self-employment programmes =6</p> <p>Level: National</p> <p>Start/ end date: 2014 https://dre.pt/application/dir/pdf1sdip/2014/07/14500/0402704031.pdf and ongoing.</p> <p>Are stakeholders involved in the formulation/implementation of this measure? Information not available</p> <p>How/through which institutions is this measure implemented? IEFP (Instituto para o emprego e formação profissional: Institute for Employment and Professional Training), on behalf of the Ministério do Trabalho e da Solidariedade Social (Ministry for Work and Social Solidarity).</p> <p>Budget (EUR, thousand) and source: not available anywhere</p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job. The information is not updated. This is the more updated I could get: the expectation of supporting 400 initiatives in 2015, estimating they will be responsible for approximately 1000 working posts, 800 of which for the young people themselves.</p> <p>Total expenditures for the program on annual basis. 11 million euros fro 2015, expected to double in 2016 (no other or more information is available).</p> <p>Total expenditure per beneficiary? If not available, other expenditure data what is available. Not available</p>
<p>Targeting</p>	<p>Which are the target groups of this measure?</p> <p><i>This support is addressed to those who meet the following requirements:</i></p>



	<ul style="list-style-type: none"> • <i>Young people registered as unemployed in the IEFP;</i> • <i>Age greater than 18 years and less than 30 years;</i> • <i>Have a viable business idea and adequate training for business development;</i> <p><i>The age is checked on the date the application is submitted. The IEFP assumes the responsibility and the initiative to provide appropriate training for the development of the business to the project promoters, who do not have it, following an assessment by IEFP, I.P.</i></p> <p>Is this program especially targeted to young people or to all unemployed? Young People (from 18 to 30 years old)</p> <p>If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)?</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly. No.</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one? Yes, to Youth Guarantee (https://dre.pt/application/dir/pdf1sdip/2014/07/14500/0402704031.pdf)</p>
Available evaluations	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring?</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p> <p>Although according to the Legal Framework this measure is to be evaluated every 18 months (https://dre.tretas.org/dre/318533/portaria-151-2014-de-30-de-julho), I couldn't find any evaluation report.</p>



<p>Summary of evaluation results</p>	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source.</p> <p><i>It is always difficult to make assessments without a more sustained impact assessment and this usually takes some time after the actions on the ground are initiated. In this context, and in view of the main results (decrease in the number of NEETs and also of youth unemployment), we intend to make a positive assessment.</i></p>
<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects?</p> <p><i>Considering that the Youth Guarantee is also intended to support young people who, as a rule, do not seek the services of the state, we believe that it is responding to the desired objectives.</i></p> <p>Assessment of the magnitude of the effect?</p> <p><i>It is always difficult to make assessments without a more sustained impact assessment and this usually takes some time after the actions on the ground are initiated. In this context, and in view of the main results (decrease in the number of NEETs and also of youth unemployment), we intend to make a positive assessment.</i></p> <p>Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?</p> <p><i>The program is spread throughout the territory and autonomous regions. But considering that one of the target groups is inactive and / or discouraged youth, we know that disclosure processes are essential. And here we can say that it is a continuous and challenging task: to communicate to young people who need support, but who, as a rule, do not seek information about these supports. Hence the n 1500 partner network is essential for this purpose.</i></p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p><i>There is often difficulty in managing and using the information that states have. For example: In school year X, drop out of school, Z students. (early school leaving) However, at the end of that school year, the ME can not provide the Young Guarantee with a nominative listing of these young people because it is prevented by the CNPD. (National Commission for Data Protection). Another difficulty is the "counter" logic that has been ingrained for many years. The services have been formatted to meet and support those who seek them. And with these young people, this logic has to be reversed.</i></p>



<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not?</p> <p><i>Existing measures can certainly be complemented at any time with others, even inspired by pilot experiments to address any existing shortcomings. The Strategy designed with the ILO goes exactly this way and that is what is underway.</i></p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention.</p> <p><i>The Youth Guarantee is more than a set of measures and is assumed as an intervention methodology, as we mentioned in the text above. Combating inactivity or better planning the transition processes between those who study and those who go to the labor market is fundamental. And, in addition, it is vital to support all young people who do not study, work or attend training, and not just the unemployed group, as it was "traditional" up to now.</i></p> <p>Give a reason why you value it as a good practice?</p> <p><i>This is a good practice because, for the first time, an initiative is not exclusively focused on unemployed young people (here, as those who do not work, but proactively, through a public employment service or not, seek an opportunity employment or training) but also for inactive and / or discouraged young people. It is thus a more comprehensive target group and also an inversion of the traditional "balcony" logic. As these young people do not seek the services of the State must be the State to create the conditions to provide them with support.</i></p>

<p>Name of the initiative</p>	<p>INOVA (INOVATE)</p>
<p>Short description</p>	<p>(Primary/Main) aim of the measure:</p> <p><i>INOVA - Young Creative, Entrepreneurs for the 21st Century, Ideas Contest, aims to:</i></p> <ul style="list-style-type: none"> • <i>Develop an environment conducive to innovation and creativity;</i> • <i>To foster in young people analytical capacity and critical thinking in the context of detecting business opportunities;</i> • <i>Encourage young people to take risk;</i> • <i>Provide the experience of participating in a competition;</i> • <i>Reward and disseminate the most innovative ideas.</i> <p>Intended effects (see primary aims)</p> <p>Description:</p> <ul style="list-style-type: none"> - Young people present their application on line.



	<ul style="list-style-type: none">- The projects are evaluated and selected on the basis of: innovation and creativity, viability, involvement of the community, social impact, and communication.- If they are selected they receive a monetary prize, value is variable according with the category they applied to (INOVA attitude; INOVA creativity; INOVA social, INOVA business, INOVA school) <p>Target groups:</p> <p><i>The INOVA is a contest of ideas, which aims to stimulate entrepreneurship and entrepreneurial culture among young people.</i></p> <p><i>Students from 6 to 25 years old may attend primary or secondary education, organized in teams accompanied by a teacher / trainer responsible for the project.</i></p> <p><i>There is no limit to the number of elements per team, but for the presentation and defense of projects, a maximum of three students / trainees must be identified and the teacher / trainer responsible for the project.</i></p> <p>Eligibility criteria for beneficiaries:</p> <ul style="list-style-type: none">- <i>Innovation and Creativity (new methodologies / processes / procedures and products, differentiating element in relation to the market, originality of ideas, imaginative capacity);</i>- <i>Feasibility (potential implementation / realization of the idea); Community involvement (mobilization and involvement of the community - school / local authority / other local / regional / national entities);</i>- <i>Planning and organization (project phases, functions of each team member, dynamics of cooperative work, mobilization of human and material resources);</i>- <i>Potential of the social impact (degree of relevance in the construction and development of innovative solutions for identified needs, identification of the consequences resulting from the potential implementation of the project, expected effects on the target audience);</i>- <i>Potential economic impact (validity of the business model, potential outcome of the implementation of the business in terms of local value - school, street / neighborhood, city / region - sales to be made and employment to be created);</i>- <i>Communication (originality, ability to synthesize, expression and argumentation in face-to-face presentation).</i> <p>Type of intervention (which type of ALMP & which elements of social policy): <i>a kind of and start-up incentives, but not quite. It was a prize.</i></p> <p>Level: National</p> <p>Start/ end date: 2014 - 2015</p> <p>Are stakeholders involved in the formulation/implementation of this measure? No information available about that.</p> <p>How/through which institutions is this measure implemented?</p>
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	<p><i>Several:</i></p> <p><i>ANQEP - Agência para a Qualificação e o Ensino Profissional I.P.;</i> <i>DGE - Direção-Geral da Educação;</i> <i>DGEsTE - Direção-Geral dos Estabelecimentos Escolares;</i> <i>IAPMEI - Agência para a Competitividade e Inovação, I.P.;</i> <i>IPDJ - Instituto Português do Desporto e Juventude, I.P.;</i> <i>SCML - Santa Casa da Misericórdia de Lisboa, BIS - Banco de Inovação Social.</i></p> <p>Budget (EUR, thousand) and source:</p> <p><i>INOVA Attitude: a prize in the amount of 1000.00 euros. Exclusive for 1st and 2nd cycles of basic education. The best solution to a problem of the school, identified by the students, and which shows an entrepreneurial attitude is valued</i></p> <p><i>INOVA Creativity: two prizes worth 1000.00 euros each. Intended for teams of 1st and 2nd cycles of basic education, and 3rd cycle of primary and secondary education. The most creative project is valued at the level of new ideas, new solutions or new ways of combining resources.</i></p> <p><i>INOVA Social: two prizes worth 1000.00 euros each. Intended for teams of 1st and 2nd cycles of basic education, and 3rd cycle of primary and secondary education. The development of an innovative response to an identified need, with value and social impact, and potentially sustainable is valued.</i></p> <p><i>INOVA Business: a prize in the amount of 1000.00 euros. Exclusive for teams in the 3rd cycle of ensino básico and upper secondary education. The best innovation project is valued, resulting in an economically viable business.</i></p> <p><i>INOVA 2014 Distinction, for the best national project. It will be chosen from the projects awarded in the various categories by the finalist teams present in the National Final of the contest.</i></p> <p><i>INOVA School: a prize in the amount of 1000.00 euros. Each school or training center can apply for the INOVA Escola award, demonstrating evidence of the development of an entrepreneurial culture.</i></p> <p><i>The exact source of funding is not available, so we don't know if this actually was a shared budget between the institutions.</i></p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job. Information not available</p> <p>Total expenditures for the program on annual basis. Information not available</p> <p>Total expenditure per beneficiary? If not available, other expenditure data what is available. Information not available</p>
<p>Targeting</p>	<p>Which are the target groups of this measure? (see target groups above)</p>



	<p>Is this program especially targeted to young people or to all unemployed? Young people and children.</p> <p>If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)?</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly Information about this not available, but it is deducible that no.</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one? No.</p>
Available evaluations	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring? There is no evaluation available.</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p>
Summary of evaluation results	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source. There is no evaluation available</p>
In your view: How would you assess the quality of the intervention? (no interview was carried out, this is	<p>Does this program achieve its stated goals and intended effects?</p> <p>I believe that even if this program achieved its goals, it had no significant effect. This is so because it is a one time thing award, not a grant to develop the project.</p> <p>Assessment of the magnitude of the effect? It may have long term effect on the confidence on own ideas, and on the experience to present projects. But not, I suppose, an effect in getting a job.</p>



<p>based on my own view)</p>	<p>Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)? It is a one time award, 8 awards in total, so the coverage is minimal.</p> <p>In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?</p> <p>I think this should not be considered a program for employment and entrepreneurship (but this is how it is classified by the government). This is a prize for creative and innovative ideas. A good idea does not lead to a job, a brand, a company or to making a living. Also the idea that you can give money as an incentive to a business and not follow up on that is a bad practice.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not? It does not. It stimulates the creativity of youngest individuals, which is very positive in it self, but lack of creativity is not a cause for unemployment. So I don't think it does address employment of social inclusion directly.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention. Give a reason why you value it as a good practice? Or alternatively, what do you see as main reasons hindering the potential for replication in other contexts?</p> <p>I would not consider this a good labour market practice (not so much because it is not a good practice , but because the effect as respect to the labour market is residual, and event if the effect was high, it would only affect 8 teams of young people. The awards are also almost symbolic (1000 euros).</p>

Diffusion of EU youth employment initiatives

In my opinion, I would say EU initiatives are important for labour market inclusion in Portugal in two relevant ways:

- One is through the agenda, the guidelines, the discussions, and the European practices in a general manner. Having a close relation with the development of the National Youth Plan, I can say that the youth sector is closely paying attention to good practices and traditions of youth policy development in other countries. This has directly and indirectly inspired and pressured the Portuguese institutions to the various initiatives being developed as we speak (see some of them in the beginning of this report).
- The second is through the direct influence of the Youth Guarantee, since it was the great trigger for the creation and implementation of several measures applied at national level (in 2013). Indeed:

“Portugal is highly committed to the Youth Guarantee, and the improvement in the national situation is linked to this. Portugal has brought together a wide range of



stakeholders, particularly for outreach activities: this is very welcome, given the scale of the outreach challenge. Improvement of the monitoring system is to be welcomed, but more is needed on the follow-up of Youth Guarantee participants. Future monitoring of results of Youth Guarantee activities as a whole will be essential.” (<http://ec.europa.eu/social/main.jsp?catId=1161&langId=en&intPageId=3349>).

In a nutshell, this sentence seems to encapsulate the work that is still needed in terms of evaluation and assessing the programs developed on behalf of the Youth Guarantee, albeit the great investment and effort that has been made, I would same by all parties involved since.

If in terms of formal engagement, the former government and the current one might be equivalent, the same is not true in terms of messages, media, ideology and overall approach towards young people’s problems and unemployment ones. The current government highlights the potential, the need to avoid brain drain, to creates alternatives to migration, etc., the previous one talked.



Consistency of the policies for youth inclusion

Table 6 A brief overview of selected youth employment interventions related to components of social policies

No	Name	Level	Main target group	Starting year; end year	Funding source	Part of EU initiatives	Evaluation	Impact of the policy measures	Trends in the way selected policy measures influence unemployed young people
1	Programa Escolhas (Choices)	National, but since 2004 based on local projects, and can involve international projects	Targeted to youth risk group	2001; ongoing	EU and national	European Social Fund/ Portugal 2020	Yes, positive. Has consolidated as a public policy of great merit and scope. Has been recognized nationally and internationally. (https://app.box.com/s/7wizobp7f2lywhlm28oxyibwc33ov72c). Has won many awards (http://www.programaescolhas.pt/distincoes), the last one being the Juvenile Justice without Border International Award (2014).	It is a Program that has been consolidating and expanding its action.	Available statistics regarding 2014: Total number of referrals for training and employment: 9039 (goal 6000) (Re)integrations in vocational training and employment: 5193 (goal 3500) No of participants in associations and entrepreneurship: 15348 (goal 15000)
2	Qualifica (Qualify), former Novas Oportunidades (New Opportunities)	National	university	2017, ongoing	EU	European Social Fund	Regarding the former program Novas Oportunidades: contributes decisively to a change in the panorama of adult education and training:	Not available yet	Not available yet

Sources:

<http://www.programaescolhas.pt/apresentacao>

<https://app.box.com/s/7wizobp7f2lywhlm28oxyibwc33ov72c>



Avaliação externa do Programa Escolhas (5a Geração)

Programa Escolhas. Relatório de Atividades 2014.

https://dre.pt/home/-/dre/75216372/details/maximized?p_auth=OZ8cvHiz

<https://www.publico.pt/2016/08/17/sociedade/noticia/formadores-do-qualifica-obrigados-a-darem-80-do-seu-tempo-profissional-ao-programa-1741558>

Comments on Table 6

“Choices” (Programa Escolhas) exists since 2001 in a continued process and a permanent evolution along different government periods, unlike other social interventions in vulnerable contexts. This duration and its evidence-based nature allowed it to improve systematically. Started as program for the crime prevention and integration of youth from the most problematic neighbourhoods (in the districts of Lisbon, Porto and Setúbal). In 2004 the program redirected its action to the promotion of social inclusion and become based on local planned programs. Since 2010 it additionally aimed at stimulating entrepreneurship and empowerment of young people.

The current Government has set the revitalization of adult education and training as a national policy priority, as a central pillar of the qualifications system, ensuring the continuity of lifelong learning policies and the permanent improvement of the quality of learning processes and outcomes. To re-launch this priority, the Government created the Qualification Program, which is an integrated strategy for the training and qualification of adults. One of the distinctive points of the Qualifica Program is the commitment to training paths that lead to an effective qualification, as opposed to a single training, with low added value from a qualification and an improvement of the employability of adults point of view.

Detailed description and evaluation of the selected measures

Name of the initiative	Programa Escolhas/ Choices (includes interview with Luísa Malhó)
Short description	<p>(Primary/Main) aim of the measure: promote the social inclusion of children and young people from vulnerable socio-economic backgrounds.</p> <p><u>Main measures (2016-2018):</u></p> <ul style="list-style-type: none"> (I) Education and Training: aims to contribute to school inclusion and to non-formal education, as well as to vocational training and qualification. (II) Employability and Employment: aims to contribute to the promotion of employment and employability, favouring the transition to the labour market. (III) Civic and community participation, rights and duties: aims to contribute to participation and citizenship, allowing a greater awareness of the civic and community rights and duties. (IV) Digital inclusion: transversal in nature, cumulative to the remaining measures, enhancing them, and aims to support digital inclusion. (V) Empowerment and Entrepreneurship (since 2010): aims to support entrepreneurship and empowerment of young people.



	<p>Description (2016-2018):</p> <ul style="list-style-type: none">- The method developed involves a network of partners from civil society, local and business institutions.- The interventions of the Choices Program are carried out through the execution of projects, and the partners identify the team that will develop the project.- The projects have a duration of one year, and can be renewed annually up to a maximum of two renewals.- Projects should cover direct and indirect participants (see targeting section).- Projects should establish a minimum number of 150 participants per year, of which 50 direct participants and 100 indirect participants.- The projects considered most appropriate are selected to include the signaled participants in their activities. <p>Intended effects: aiming equal opportunities and the strengthening of social cohesion.</p> <p>Target groups: children and young people from more vulnerable socio-economic backgrounds, namely migrant descendants and ethnic groups.</p> <p>Eligibility criteria for beneficiaries: children and young people between the ages of 6 and 30 years old, from the most vulnerable socioeconomic contexts</p> <p>Type of intervention (which type of ALMP & which elements of social policy): LMP measures, particularly the categories regarding Training, Employment incentives, and Start-up incentives.</p> <p>Level: National. Projects are spread throughout the country but since 2004 it became a program based on locally planned projects, based in local institutions (schools, training centres, associations, among others) which design, implement and evaluate the projects. More recently, it extended internationally to support young people from the Portuguese communities abroad.</p> <p>Start/ end date: Started in 2001, on-going, currently in its 6th generation which will run until December 31st 2018.</p> <p>Are stakeholders involved in the formulation/implementation of this measure? Interventions under this Program are implemented through the execution of projects, which involve a network of partners from the civil society, local and business institutions, etc.</p> <p>How/through which institutions is this measure implemented? Promoted by the Presidency of the Council of Ministers and integrated and coordinated by the High Commissariat for Migration - ACM, IP. The Program evaluated projects and selects the most adequate to integrate in its activities the flagged participants.</p> <p>Budget (EUR, thousand) and source:</p>
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	<p>Funded by (2016-2018): the Ministry of Labour, Social Security and Solidarity, through the Social Security Institute; the Ministry of Education, through the General Directorate for Education; European Structural and Investment Funds, through the Social Inclusion and Employment Operational Program, within the scope of Portugal 2020.</p> <p><u>For 2014:</u> Overall budget 9.838.511€: 767.593 from the Ministry of Education, 3.000.000 from the Social Security Institute, 6.070.918 from community funds + a previous management balance of 349.461, making a total of 10.187.972 euros.</p> <p>Sources: http://www.programaescolhas.pt/apresentacao https://app.box.com/s/7wjzobp7f2lywhlm28oxyibwc33ov72c Programa Escolhas. Relatório de Atividades 2014.</p>
<p>Achieved results</p>	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job.</p> <p>Over the years the number of projects, participants (young people) and results have been increasing.</p> <p>1st generation (2001-2003): 50 projects, 6712 participants 2nd generation (2004-2006): 87 projects, 43199 participants 3rd generation (2007-2009): 120 projects, 85021 participants 4th generation (2010-2012): 134 projects, 89232 participants 5th generation (2013-2015): 110 projects, 69000 participants 6th generation (2016-2018) - ongoing: forecast of 90 projects, 75000 participants</p> <p><u>For 2014:</u> Total number of referrals for training and employment: 9039 (goal 6000) (Re)integrations in vocational training and employment: 5193 (goal 3500) No of participants in associations and entrepreneurship: 15348 (goal 15000)</p> <p>Total expenditures for the program on annual basis. <u>For 2014:</u> 7.198.161 euros</p> <p>Total expenditure per beneficiary? If not available, other expenditure data what is available. <u>For 2014:</u> Collected revenue and execution rate of expenditure: 7.666.157€, 93,90%. Project transfers: 6.127.974 €</p> <p>Sources:</p>



	<p>Avaliação externa do Programa Escolhas (5a Geração)</p> <p>Programa Escolhas. Relatório de Atividades 2014.</p>
Targeting	<p>Which are the target groups of this measure? (2016-2018)</p> <p>Projects cover direct and indirect participants</p> <p><u>Direct participants</u> - the priority target of the project, namely those with higher incidence of risks of exclusion and on which should focus a more regular monitoring: children and young people between the ages of 6 and 30 years old, from the most vulnerable socioeconomic contexts, namely descendants of immigrants, gypsy and Portuguese emigrant communities, who are in one or more of the following situations:</p> <ul style="list-style-type: none"> - Out of the school system - With school failure - In early school leaving - Without occupation (including NEET youth) - In an unemployment situation - With deviant behaviour - Subject to educational tutelary measures - Subject to promotion and protection measures - Migrants in situation of vulnerability <p><u>Indirect participants</u>- publics exposed to reduced risks: children and young people who do not fit the above characteristics, or even if they do, the incidence is lower than with the direct participants, as well as the family members of all the participants, in a logic of co-responsibility in the process of personal and social development. Other target audiences, namely teachers, assistants, technicians, companies, among others, are considered as indirect participants, provided that the planned activities do not deviate from the priority objectives of the Choices Program and are based on the diagnosis of needs.</p> <p>Is this program especially targeted to young people or to all unemployed? Targeted to young people. Recently (2016) was enlarged to include 30 years old, before it was until 24 years old.</p> <p>Source: https://app.box.com/s/7wjzobp7f2lywhlm28oxyibwc33ov72c</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly</p> <p>Yes.</p> <p>Youth Assembly promotes a critical attitude from the participants, thus actively contributing to the design, implementation and evaluation of the Program.</p>



	<p>Young people disclose their stance regarding the developed activities, how they are performed, and offering suggestions.</p> <p>Source: Avaliação externa do Programa Escolhas (5a Geração)</p>
<p>Links to EU initiatives</p>	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p> <p>Funded by the European Structural and Investment Funds, through the Social Inclusion and Employment Operational Program, within the scope of Portugal 2020.</p> <p>“Escolhas” also participates in the SIRIUS – Policy Network in Migrant Education, sponsored by the European Commission.</p> <p>Source: https://app.box.com/s/7wjzobp7f2lywhlm28oxyibwc33ov72c</p> <p>Programa Escolhas. Relatório de Atividades 2014.</p>
<p>Available evaluations</p>	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring?</p> <p>Yes. The available evaluation on their website (http://www.programaescolhas.pt/avaliacoes) are:</p> <ul style="list-style-type: none"> - Annual activity reports: 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014 - External evaluation reports in between two or three year periods: 1st generation (2001-2003), 2nd generation (2004-2006), 3rd generation (2007-2009), 4th generation (2010-2012), 5th generation (2013-2015) <p>Recommendations from the evaluations are taken into consideration when elaboration a new generation of the program.</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>Has a system of monitoring and evaluation, which includes self-assessments, internal evaluations, and external evaluations.</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p>



	<ul style="list-style-type: none">- Study of the impacts of the Program- Data collection from young people, families, consortiums and coordinators, technicians, community dynamizers, visits and observations of activities. <p>Source: https://app.box.com/s/7wjzobp7f2lywhlm28oxyibwc33ov72c</p> <p>Avaliação externa do Programa Escolhas (5a Geração)</p>
Summary of evaluation results	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source.</p> <p>It is a Program that has been consolidating and expanding its action. It's evidence-based nature is highlighted, as a Program that has a reflexive and adjustable capacity, regarding its aims, intervention areas and target groups.</p> <p>There is a concern regarding the sustainability of the projects.</p> <p>Source:</p> <p>Avaliação externa do Programa Escolhas (5a Geração)</p>
In your view: How would you assess the quality of the intervention? (Interview with Luísa Malhó, Director of the program)	<p>Does this program achieve its stated goals and intended effects?</p> <p>Throughout the generations, the Program has been able to renew itself and adapt to the detected needs. It has bet on a model of decentralized governance, having left aside a top down and then bottom up model. In this model created and elaborated based on the experience acquired by the Program, the commitment to a network of local partners, which together defines a consistent intervention plan, objectives, goals, and concrete actions to be implemented, has demonstrated that it is a local base intervention, that synergies emerge, that mobilize resources, that engages the community around common goals. Since the 1st generation, the Escolhas Program has focused on evaluation as a structuring element of its intervention. Thus, the external evaluation of the Program itself was foreseen as early as 2001, allowing the different generations to analyze the design and implementation phase in the field, their adequacy, coherence and relevance, to analyze the evaluation design and methodology, and the results achieved and impacts. The changes and readjustments that were incorporated by the Choices Program throughout their generations have originated in the recommendations and final considerations of the reports that were produced by the entities, who were responsible for the external evaluation (performed by independent entities). As stated in the report produced during the 5th generation of the program by the team led by Prof. Dr. Joaquim Azevedo, at the Catholic University of Oporto, the Program is considered as an innovative response in its different fields (design, methodology, planning and evaluation), is relevant as it responds to a current need and to vulnerable audiences and</p>



has evolved over the generations in the face of this capacity to renew and adjust through continuous learning and gradual improvement.

Assessment of the magnitude of the effect?

The commitment to the structural evaluation of the Choices Program has been present throughout its generations. When talking about evaluation in the Choices Program, it is important to differentiate two main dimensions of this evaluation: the evaluation that each project and consortium makes of their intervention (self-assessment) and the evaluation of the program's implementation, goals and results (internal evaluation) . The evaluation of each project is carried out every six months, based on the assessment plan initially defined and updated throughout the intervention, and adjustments can be made to the entire action plan. These are very specific evaluation plans and fully agree with the diagnosis made in the application. There are, of course, different levels of implementation, but overall, all projects achieve a positive evaluation. With regard to the evaluation carried out by the Program, it develops on two levels: a first one based on the bi-annual collection of global indicators common to all projects; a second based on an external evaluation contracted to an independent entity, usually universities or research centers.

Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?

The Program has sought since 2004 to extend its intervention to the whole country, seeking to promote and disseminate its model of intervention, creating a very own institutional culture based on learning-doing. The focus on national coverage and territories with higher associated risk factors led to the creation of a Child and Adolescent Exclusion Risk Index (IREIJ), a statistical indicator of the territorial distribution of the risk of exclusion of children and young people. It has at its base the combination and synthesis of a varied set of indicators associated with the phenomena of exclusion and that report to the municipalities of Mainland Portugal. It is a specially built tool to support decision-making in the selection of local candidacies of the Choices Program, so that there is a more equitable allocation of the resources of the Program, allowing the prioritization of socio-territorial contexts that reveal greater needs intervention. Despite the Choices Program, in each application process, it is possible to carry out numerous clarification sessions and have a helpdesk service available (either by e-mail or telephone), nor does the quality of the applications presented allow us to intervene in all the areas identified by IREIJ.

In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?



	<p>The difficulties are almost always related to the specificity of social intervention and to the fact that we are acting in a reality as difficult and complex as social exclusion and social problems. There are still many institutions which, because of their size and / or nature, are still not prepared to submit good proposals for intervention in the application, which does not mean that local problems do not exist, but rather lack a to fill technical flaws in the preparation of applications, definition of an evaluation plan, among other e-mail items evaluated during the process of selection of applications. This is undoubtedly one of the aspects that we continue to detect and which may make intervention in certain vulnerable contexts unfeasible.</p>
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not?</p> <p>This is an area that the Program Choices has been following with special focus since 2004, being consecrated as one of its strategic areas of intervention. Also at the level of the local diagnosis that is elaborated by the technical teams and respective consortia, it naturally appears to be one of the problems identified in most of the intervention territories. Thus, in the design of the application that is proposed, the relationship between the diagnosed problems, the chosen measures, the proposed objectives and the activities to be developed must be clear, and it is up to each local project to define them. It should also be noted that the Program Regulation itself establishes that children and young people from the most vulnerable socio-economic backgrounds, who are in one or more of the following situations, are considered as direct participants: absenteeism; school failure; in early school leaving; in unemployment (NEET); unemployed; with deviant behavior; subject to educational tutelary measures; subject to promotion and protection measures; migrants in situations of vulnerability. It also invests in developing activities under measure II (Employability and Employment), which aims to contribute to the promotion of employment and employability, favoring the transition to the labour market.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main "success factors" of this intervention.</p> <p>Undoubtedly, one of the success factors of the Program is its ability to monitor and monitor projects in the development of their actions, allowing adjustments to be made whenever necessary. There is thus not only continuous monitoring of project execution and results through an on-line platform (Application of Local Information Management) that each project has to complete in relation to its entire execution (diagnosis, objectives, activities, participants, work sessions, among others), but also a very close technical follow-up. Thus, at least 4 annual visits to the projects are carried out annually, including visits in</p>



context of activities, or evaluation meetings with the whole consortium, in addition to making visits without prior scheduling (frequent surprises) or making other visits / meetings according to the needs felt by each project. The EP assumes itself not only as a funder, but as a program of close proximity to the local teams and consortia, seeking to provide support / advice in different areas, in view of the goals and objectives outlined by each project. It will also be important to note that the Choices Program defines in each generation global goals and indicators for which local projects contribute in a decisive way. Lastly, we must highlight the role that the EP has played in the promotion of training and entrepreneurship, which has been materialized in projects designed and designed by young people, focusing on their growing autonomy. Through a positive approach to the inclusion of these young people, in order to work towards their potential, the relationship and sense of belonging with the environment that surrounds them and their capacity to be prepared for a full integration in society, it has been possible to involve each young people in local dynamics. We can thus speak of a multiplier effect of "young people who change young people" and who locally make a difference in their communities.

Give a reason why you value it as a good practice?

Throughout the different generations the program has received several distinctions and acknowledgments, both national and international. The model of monitoring and evaluation adopted, the model of governance established, the importance of betting on an intervention based on local consortia, the bet on the figure of the Community Dynamizer (young people from intervention territories who having a positive leadership profile the constant monitoring of the results and goals achieved, the bet in the area of training and entrepreneurship, the dynamization of assemblies of young choices, are, among other factors, innovative aspects that distinguish the Choices Program and that boost its dissemination outside the Portuguese context. The Program is now being replicated both in the United Kingdom and in Luxembourg, where there is a strong presence of Portuguese. This month, the Escolhas Program, through its contest for young people, "MUNDAR: Munda o Teu Mundo!" ([Www.mundar.pt](http://www.mundar.pt)) was awarded the 2nd place in the European Awards for Business Promotion in Tallinn, capital of Estonia. Included in the short list of Responsible and Inclusive Entrepreneurship, this contest for ideas for young people, the result of a partnership between the High Commission for Migration and the Calouste Gulbenkian Foundation, had already won the national selection of this award, promoted by IAPMEI - Agência para Competitiveness and Innovation, IP In total, in the competition for 2017, 320 more proposals were submitted from all the Member States of the European Union. It should also be mentioned that the Program itself constitutes a resource center for local projects, seeking to bring synergies to projects, establishing for such



	<p>protocols entities / institutions with special emphasis in its strategic areas of intervention, namely Porto Editora, CISCO, Microsoft, Padre António Vieira Institute, Calouste Gulbenkian Foundation, Benfica Foundation, Union of Professional Football Players, among others.</p>
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Name of the initiative	<p>“Qualifica”, Qualify (former “Novas Oportunidades”/New Opportunities) (includes interview with Alexandra Aníbal)</p>
Short description	<p>(Primary/Main) aim of the measure: The Qualifica Program is an adult qualification program aimed at improving the levels of education and training of adults, contributing to the improvement of the levels of qualification of the population and the improvement of the employability of individuals.</p> <p>This program essentially seeks to achieve the following objectives:</p> <ul style="list-style-type: none"> -Increase the qualification levels and improve the employability of the actives, providing them with skills adjusted to the needs of the labor market; -Significantly reduce illiteracy rates, both literal and functional; -Enhance the system by promoting greater investment of young adults in education and training paths; -To correct the structural delay of the country in terms of schooling towards greater convergence with European reality; -Adapt the training offer and network to the needs of the labor market and of national and regional development models. <p>According to the government, this program differs from previous ones by placing more emphasis on the qualification "with mandatory referral to certified training" adjusted to the needs of each person.</p> <p>Intended effects: By 2020, the following targets are intended.</p> <ul style="list-style-type: none"> -Ensure that 50% of the active population completes upper secondary education; -Achieve an adult participation rate of lifelong learning activities of 15%, extended to 25% by 2025; -Contribute to have 40% of higher education graduates in the 30-34 age range; -Extend the network of Qualifica Centres (guaranteeing 300 until the end of 2017). <p>Description:</p> <ul style="list-style-type: none"> - The National Agency for Qualification and Vocational Education will have applications for the opening of “Qualifica Centres”.



- New centres will be created depending on local and regional qualification needs.
- The Qualifica Centres network consists of physical spaces aimed at the qualification of adults, to improve their levels of education and training.
- The centres assess the situation of each trainee from a qualification and professional experience point of view, directing them to the type of course best suited for their needs.
- This qualification can involve the recognition of skills already acquired in the work context and/ or the need to be trained to increase the level of education.
- The platform “Portal Qualifica” is directed at trainees, employers and agents involved in adult education and training, allowing to search the existing offer, by zones, collect information about the National Credit System and obtain or update the “Qualifica Passport”, which will register training and lifelong competences.

Target groups: adults with educational deficits and NEET young people

Eligibility criteria for beneficiaries: All adults who do not have basic, secondary and/or vocational qualifications, as well as young people who have dropped out of school and are not working or studying can be included in this program.

Type of intervention (which type of ALMP & which elements of social policy): Training (category 2 of LMP measures)

Level: national, operated by a broad network of centres

Start/ end date: 2017, duration 18 months

Are stakeholders involved in the formulation/implementation of this measure? No information available

How/through which institutions is this measure implemented? National Agency for Qualification and Vocational Education

Budget (EUR, thousand) and source: The new financing model for the Qualifica Centers has a global allocation of 50 million euros, from Community funds (European Social Fund).

Sources:

<https://www.qualifica.gov.pt/#/programaQualifica>

<https://www.portugal2020.pt/Portal2020/lancamento-do-programa-qualifica-destinado-a-educacao-e-formacao-de-adultos>

<http://phplist.ps.pt/uploadimages/newsletters/2017/10mar/doc-QUALIFICA-mar2017.pdf>

<https://www.publico.pt/2016/08/17/sociedade/noticia/formadores-do-qualifica-obrigados-a-darem-80-do-seu-tempo-profissional-ao-programa-1741558>



Achieved results	<p>Number of young people covered (entire running period) (data on number of people <u>who are entitled</u> and <u>who actually take part</u>)/ number of young people who have found a job.</p> <p>For 2017, 14500 registrations are planned (representing an increase of 70% compared to last year). Qualifica is expected to cover about 600 thousand people by 2020. No information on the number of young people expected to cover.</p> <p>Total expenditures for the program on annual basis. No information yet</p> <p>Total expenditure per beneficiary? If not available, other expenditure data what is available. No information yet</p> <p>Sources: http://phplist.ps.pt/uploadimages/newsletters/2017/10mar/doc-QUALIFICA-mar2017.pdf</p>
Targeting	<p>Which are the target groups of this measure? Adults over 18 who do not have basic, secondary and/or vocational qualifications, as well as young people who have dropped out of school without concluding secondary education and are not working or studying.</p> <p>Is this program especially targeted to young people or to all unemployed? Targeted to all adults with educational deficits</p> <p>If it is targeted to all unemployed, does it include special focus to young people (for example, by providing more incentives if young unemployed are targeted)? There is a special focus for addressing school drop-outs and NEETs:</p> <p>It is intended to support young people who are not in employment, education or training, commonly referred to as NEET (Not in Education, Employment or Training) youth and that may have their life paths redirected towards qualifying education and training offers , through information and orientation appropriate to their needs their motivations profiles.</p> <p>Source: http://phplist.ps.pt/uploadimages/newsletters/2017/10mar/doc-QUALIFICA-mar2017.pdf</p> <p>https://dre.pt/home/-/dre/75216372/details/maximized?p_auth=OZ8cvHjz</p>
Youth involvement	<p>Are there specific activities planned in the programme to include targeted youth actively in designing the programme or other way (Yes/Partly/No). Please describe if Yes/Partly</p> <p>No</p>
Links to EU initiatives	<p>Is the program linked to an EU initiative (like Youth Guarantee, Youth Employment Initiative, Framework for Quality traineeships and apprenticeship; EURES Job; Support to youth entrepreneurship). If yes, to which one?</p>



	No
Available evaluations	<p>Are there evaluations on this program available? (Add Sources)? If yes, are the evaluations: ex-ante; mid-term, ex-post and/or permanent monitoring?</p> <p>Evaluations of Qualifica are not available yet. Annual evaluations are planned. The National Agency for Qualification and Vocational Education will present an annual report on the monitoring and evaluation of the functioning of the Qualifying Centers for the previous year.</p> <p>Are they internal (by the agency implementing it) or external (e.g. by scientific institutes)?</p> <p>Evaluations of Qualifica are not available yet. Internal evaluations are planned. The National Agency for Qualification and Vocational Education will present an annual report on the monitoring and evaluation of the functioning of the Qualifying Centers for the previous year.</p> <p>If evaluations of this program are available how detailed is the information provided (please, consider, do they include only basic information or more information, including evaluation of deadweight loss (hiring to subsidized jobs of individuals who would have found regular employment nevertheless); substitution effect (original regular workers possibly better paid and qualified are displaced with participants in the intervention possibly with lower salaries); displacement effect (rises in public sector spending drive down or even eliminate private sector spending)?</p> <p>Source: https://dre.pt/home/-/dre/75216372/details/maximized?p_auth=OZ8cvHjz</p>
Summary of evaluation results (researcher)	<p>About the former program Novas Oportunidades:</p> <p>In addition to increasing adult education levels, there was an effective improvement of their key competences.</p> <p>This program attracted adults, but had difficulties in capturing young people under the age of 30, women over 50 and poorly qualified professionals.</p> <p>Source: Iniciativa Novas Oportunidades: Resultados da Avaliação Externa (2009-2010)</p>
Summary of evaluation results (Interview)	<p>Please summarise the main results of evaluations. If there are many evaluations about the same measure, please indicate the results of these separately together with the source.</p> <p>The Portuguese population continues to present a significant qualification deficit that constrains the development of the country. According to Eurostat data (2016), more than half of the population aged between 25 and 64 has a level of qualification equal to or lower than basic education (9th grade). The</p>



Qualifica Program aims to bring Portugal closer to the goals of convergence in lifelong learning with the average of the countries of the European Union, giving a new impetus to the mobilization of the adult population in the search for qualifications. The Qualification program essentially seeks to achieve the following objectives:

- Increase qualification levels and improve the employability of assets by equipping them with skills adjusted to the needs of the labor market;
- Significantly reduce illiteracy rates;
- To value the system by promoting greater investment of young adults in education and training courses;
- Correct the country's structural delay in schooling towards greater convergence with European reality;
- Adapt the supply and training network to the needs of the labor market and national and regional development models.

By 2020, it is intended to meet the following targets.

- Ensure that 50% of the active population completes upper secondary education;
- Achieve an adult participation rate in lifelong learning activities of 15%, extended to 25% by 2025;
- Contribute to the fact that we have 40% of higher education graduates, in the 30-34 age bracket;
- Extend the Qualifica Centers network (guaranteeing 300 until the end of 2018).

The program was launched in August 2016 through the publication of Ordinance No. 232/2016 of August 29. Currently (November 2017) the network of Centers Qualifica is constituted by 303 Centers (300 in the mainland, 3 in the Autonomous Region of Madeira). They enrolled up to now 78,545 individuals, of whom 70% were referred to training offerings (EFA Courses, Modular Formations and others) and 30% were referred to the process of recognition, validation and certification of skills (RVCC) in the school sector or professional. The majority of enrollees under the age of 18 are referred to Professional Courses (30%), to Learning Courses (30%) and to Scientific-Humanistic Courses (17%). On the contrary, as expected and understandable, referrals to RVCC processes are more significant in the 30 to 44 year olds (36%) and the 45 to 65 year olds (33%). Modular formations are more frequent in the 45-64 age group (43%) and 65 and older (47%). The EFA Courses are more relevant in the group from 18 to 29 years (31%)

Comparing the program implementation data with the targets set for 2017, we can say that, at the quantitative level, the program is, at a relatively slow pace, fulfilling its objectives. At a qualitative level, a number of important and innovative instruments have been developed:



	<ul style="list-style-type: none"> • Methodological guide for the Guidance to the Long Life in the Centers Qualifies; • Methodological guidance on the Recognition, validation and Certification of School Skills; • Methodological guidance on the Recognition, validation and Certification of Professional Competences; • Portal Qualifica • Passport Qualifies (www.passaportequalifica.gov.pt/cicLogin.xhtml) - The Passport Qualifies is a technological instrument for recording the qualifications and competences acquired or developed throughout the life of the adult and of orientation for learning paths. Based on the capitalization of the learning results already achieved and the competences acquired by the adult, the Passport Qualifies simulates several possible qualification paths to obtain new qualifications and / or school and professional progression. The qualification courses are suggested due to the greater capitalization of already certified training units and credits already obtained by the adult in previous training. • National Credit System (Decree-Law nº14 / 2017 of January 26) - The National System of Credits of Vocational Education and Training allows the attribution of credit points to the qualifications integrated in the National Qualification Catalog (CNQ) and also to other certifications, provided that they are registered in the Information and Management System of the Educational and Training Offer (SIGO) and comply with the quality assurance criteria in force. This system incorporates the principles of the European Credit System for Vocational Education and Training (ECVET), promoting mobility within the European area. This system is implemented through: <ul style="list-style-type: none"> a) The attribution of credit points to the formal qualifications acquired under the National System of Qualifications, namely the units that integrate the qualifications of the National Qualification Catalog; b) The accumulation of credit points related to these same learning; c) The transfer of points of credit obtained in training courses. The Teams of the Qualification Centers were hired and the National Agency for Qualification and Professional Education (ANQEP) provided them with training courses.
<p>In your view: How would you assess the quality of the intervention?</p>	<p>Does this program achieve its stated goals and intended effects?</p> <p>Assessment of the magnitude of the effect?</p> <p>All instruments created and the 303 Qualifying Centers in operation are having a significant impact which is evident in the existence of these 78,545 entries. However, compared to what happened between 2006 and 2011 with the New Opportunities Centers (CNO), with more than 1 million subscribers, these numbers fall far short. In my opinion, this difference has in part to do</p>



with the minor criticisms which were made to the New Opportunities Initiative by the previous government that, between 2011 and 2015, dismantled the network of more than 500 CNOs, denigrating and devaluing the diplomas obtained through recognition, validation and certification of competencies. These criticisms have had a great echo in the media and in the public opinion, reason why at the moment people still look with distrust the processes RVCC.

Coverage and take-up: are there problems concerning coverage? Possible barriers for participation (lack of information, complexity of system, conditionality, degree of attractiveness for young people, etc.)?

The barriers to participation:

- they are not structural or human resources, since the existing 303 Qualification Centers cover all NUT3 (except in the Azores region which has its own initiative in this area, the Valorizar program);
- may have to do with lack of information: the advertising campaign was not very effective, relatively few people would have noticed it; the videos and websites are well done but do not seem to reach most who have a profile for this program;
have certainly to do with what I mentioned above: the devaluation of the New Opportunities initiative by the previous government, conveying the RVCC processes to the facilitation and denigrating the people certified by this route;
- Qualified Centers can be the gateway to the training system, which provides them with a very detailed information and guidance process, but they are not the target of the RVCC processes: entry into these processes presupposes a higher age than 23 years and 3 years of proven professional experience (which is fair, because experience is the main raw material of an RVCC process).

In your opinion which are the main weaknesses of this intervention in terms of: adequacy; coverage; take-up; effectiveness of this intervention?

Weaknesses:

- Still insufficient linkage of RVCC processes with partial certification to modular training, so that a qualification can be completed in a timely manner. There are still considerable waiting times between obtaining partial certification and starting the modular training frequency;
- During the RVCC process - school or professional - 50 hours of training are required, whether the candidate needs them to obtain certification or not. It is a measure that seeks to respond to the previous government's facilitation accusations, but in practical terms it makes it difficult to carry out these processes, since there is not always a training available and adapted to the individual needs that can be integrated in a timely manner in the processes;
- Some risk of Qualified Integrated Schools in schools "over-schooling" the processes;



	<ul style="list-style-type: none"> • The training given by ANQEP to the new teams was not enough to prepare them for the complexity and innovation of the methodology in question.
<p>Related to the causes of unemployment and target risk groups</p>	<p>Does this measure address the main causes for unemployment and social exclusion of young people and target the risk groups among young people? Explain how or, instead, why not?</p> <p>I believe that this measure is only partly responsive to young people because only young people covered by the Youth Guarantee, between 15 and 29 years of age, who are not attending education or training courses. For them, Centro Qualifica works as a gateway in a process of orientation that can be effectively useful and that will result in their referral to the training modality / professional exit that best suits their profile and expectations. But as I have already mentioned, RVCC processes will not be the most appropriate alternative for this age group.</p>
<p>Interventions assessed as 'good practice' example</p>	<p>Explain shortly which the reasons are and what are the main “success factors” of this intervention.</p> <p>Success factors:</p> <ul style="list-style-type: none"> • Motivated and specialized teams that accompany, in a very personalized way, the candidates; • RVCC orientation processes and processes very well technically and methodologically sustained; • Involvement in training processes and / or recognition, validation and certification of competences favors the subsequent involvement in lifelong learning processes (phenomenon evidenced in research on lifelong learning processes by Rothes, 2009b; Salgado, 2010; 2011, Valéria, Carvalho and Carvalho, 2011, Gomes, 2012, Aníbal, 2014) <p>Give a reason why you value it as a good practice?</p> <p>The same reasons given in the answer to the previous question. I would add that the National System of Recognition, Validation and Certification of Competencies has been considered at European level as a good practice (see CEDEFOP reports on systems for validating non-formal and informal learning).</p>



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