

Youth Partnership

Partnership between the European Commission
and the Council of Europe in the field of youth

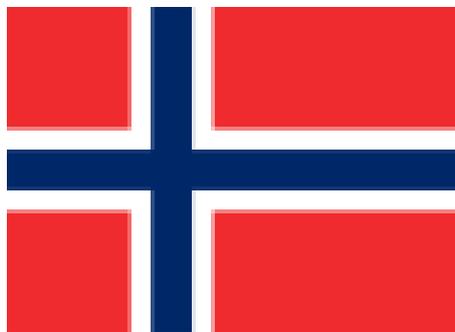


INFORMATION TEMPLATE

ON

SOCIAL INCLUSION OF YOUNG PEOPLE

(INCLUDING GUIDELINES FOR EKCYP-CORRESPONDENTS)



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last update: November 2013

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1. The socio-economic situation of young people

1.1 Please inform which groups of the young people are perceived as being socially excluded. What are the main factors for being socially excluded as a young person in your country?

In Norway, following five youth groups are defined as at risk of social exclusion: youth with low educational attainment, youth with interrupted education, young migrants, disabled young people, and youth with poor physical and mental health.

Reference: Sletten, M.A. & Hyggen, C. 2013. Ungdom, frafall og marginalisering (Youth, dropout and marginalisation). *Temnotat – Program VAM (Thematic notes – Programme of Welfare, Working Life and Migration)*. Oslo: The Research Council of Norway).

1.2 Please provide the percentage representing the share of young people (18-24) who are at risk of poverty (and/or severely materially deprived and/or living in a household with very low work intensity).

Please compare it to the general population risk of poverty rate. What is the trend in your country – is the rate growing etc.?

Young people not in employment, education or training (NEET) are at the biggest risk of poverty and social exclusion. In Norway, the percentage of NEET at ages of 15-29 increased from 6.8% in 2008 (the start of the economic crisis) to 8.5% in 2011 while the percentage of NEET at ages of 15-24 increased from 5.5% in 2008 to 6.5%. All these rates in Norway are significantly lower than the average percentages of NEET in OECD or EU countries (see Table 1).

Table 1. Trends in the percentage of young people not in employment, education or training (NEET) in Norway compared with other countries

	2008		2011	
	Ages 15-24	Ages 15-29	Ages 15-24	Ages 15-29
Norway	5.5%	6.8%	5.5%	6.5%
OECD average	12.9%	13.7%	13.3%	15.8%
EU 21 countries average	9.7%	12.2%	11.7%	14.8%

Data source: OECD (2013). Education at a Glance 2013. [http://www.oecd.org/edu/eag2013%20\(eng\)--FINAL%2020%20June%202013.pdf](http://www.oecd.org/edu/eag2013%20(eng)--FINAL%2020%20June%202013.pdf)

1.3 Has an impact of the current financial crisis on young people been observed in your country?

The general unemployment rate in the Norwegian population (ages 15-74) was 2.5% in 2008 and 3.4% in 2011 while young people aged 15-24 had an average unemployment rate of 7.3% in 2008 and 8.6% in 2011 (www.ssb.no). While unemployment increased approximately by 1 percentage point for both the whole population and the youth at ages 15-24, young people's unemployment rate in Norway has been consistently 2.5 times higher than the general population. Table 2 shows the percentage of NEET youth (ages 15-29) by the level of educational attainment in Norway. It appears that the percentage of NEET youth with education attainment at upper secondary and tertiary levels has nearly doubled during the first three years into the global economic crisis.

Table 2. Percentage of people not in employment, education or training (NEET) for 15-29 year-olds, by level of education attained

	2008	2011
Below upper secondary	10.1%	9.8%
Upper secondary	4.3%	7.2%
Tertiary	3.1%	6.6%

Data source: OECD (2013). *Education at a Glance 2013*.
http://www.oecd.org/edu/Norway_EAG2013%20Country%20Note.pdf

2. Policy measures for young people at risk of social exclusion

2.1. Social subsistence/ protection and health cover for young people living in poverty

The Norwegian government has announced the year of 2013 as the year of investing in youth with a comprehensive and coordinated service approach to work on child poverty and vulnerable young people, in which several governmental agencies are involved:

1) Published in March 2013 by the Norwegian Directorate for Children, Youth and Family Affairs (www.bufetat.no) working with the Norwegian Directorate of Health (www.helsedirektoratet.no), the Norwegian Directorate of Education and Training (www.udir.no), the Norwegian Labour and Welfare Administration (NAV, www.nav.no), the Norwegian State Housing Bank (Husbanken www.husbanken.no), and the Norwegian National Crime Prevention Council (KRAD www.krad.no), The Encyclopaedia (Oppslagsverket <http://www.bufetat.no/Documents/Bufetat.no/BUFDIR%20Oppslagsverk.pdf>) is a reference book

for those who work young people, which provides an overview of public services' (education, health, child welfare, NAV, justice and housing) responsibilities and measures that can help to prevent young people from dropping out of school and work.

2) Besides that all young people in the labour market will have equal rights to financial support in case of unemployment, sick leave, disability pension as the general population according to the law of 'The Social Services in the Labour and Welfare Administration (LOV 2009-12-18 nr 131), The Norwegian Labour and Welfare Administration (NAV www.nav.no) working together with 15 local community offices have been carrying out a series of 'Youth Projects' (Ungdomsprosjekter since 2008 targeting young people in ages 14-25 at risk of substance abuse, problematic behaviours and school dropouts, focusing on 1) information, advice and guidance, 2) allowance for subsistence, 3) right to individual plans, 4) qualification programmes.

3) The Ministry of Education and Research, cooperating with all municipal and local communities in Norway, has initiated a national project called 'New Possibilities' (Ny GIV, 2010-2013, <http://www.regjeringen.no/upload/KD/Kampanjer/NyGiv/NyGiv5.pdf>) aiming to increase successful completion of upper secondary education and training by good coordination between different level of government, teachers and social workers and different measures targeting students at risk.

4) Norway had a youth-guarantee scheme to provide active labour market programmes (ALMP) for long-term unemployed young people aged 20-24 years since 1979. During 1995-1998, the youth-guarantee scheme was extended to include young people below the age of 20. In 2006, an evaluation of the scheme found it effective in raising actual programme participation of young people and a significant increase in the transition rate from unemployment to employment (Hardoy et al. 2006: *Ungdomsgarantien for 20-24-åringer: Har den satt spor?* Oslo: ISF.

<http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2006/2006-004>). In 2009, the currently government introduced a new youth-guarantee scheme (extended from the previous youth-guarantee scheme covering youth of ages 20-24) for all young people between the ages of 16-25 to ensure individual follow-up support for young people on work, education and training (6.6.5 Ungdomsgaranti og andre tiltak rettet mot ungdom. NOU 2011: 14. <http://www.regjeringen.no/nb/dep/bld/dok/nouer/2011/nou-2011-14/7/6/5.html?id=650853>).

5) In December 2004, the Norwegian Directorate of Integration and Diversity (IMDi www.imdi.no) was established as a competence centre and a driving force for integration and diversity working on implementation of government policies related to immigrants such as the programme of New

Chance (Ny sjanse, continuing as a permanent arrangement with a new name: Jobbsjansen). As a tool to assist integration and prevent exclusion, the aim of this programme is to help new immigrants quickly into employment or education. A number of youth 'Ny sjanse' projects were carried out each year since 2009 targeting 1st generation immigrant youth of ages 18-25. There were 102 young participants in 'Ny sjanse' projects in 2010 and 136 young participants in 2011. Majority of them were young men and near half of the young participants directly enter work or education upon exit of the projects (Frøyland & Neumann 2012: Ungdom i Ny sjanse. http://www.imdi.no/Documents/Rapporter/AFI_Ungdom_i_Ny_sjanse.pdf ; MIDi 2010. Resultater for Ny sjanse 2010. http://www.imdi.no/Documents/Rapporter/Resultater_Ny%20sjanse_2010.pdf)

2.2. Measures to meeting the medical Care needs of Young people at risk of social exclusion

A national strategy for children and young people's living environment and health 2007-2016 (*Barnas framtid*, <http://www.regjeringen.no/Upload/HOD/Dokumenter%20FHA/barnas%20framtid.pdf>) has a goal to give children and young people between ages 0-20 the best living environment and health care. In recent few years, 350 health stations for young people (*helsestasjoner*) have been established around Norway providing free of charge and minimal waiting time for individual young people aged 13-20 mostly (can be at ages of 23, 24 and 25 in some stations) to access doctors, psychologists and other specialists.

2.3. Measures to re-engage the young people not in employment, education or training (NEET)

There are three strategic areas in Norway with measures to reduce or re-engage NEET youth: 1) measures to reduce early school leavings (i.e. dropouts from upper secondary schools), 2) active measures to re-engage young people into the labour market, and 3) alternative qualification measures (Sletten & Hyggen 2013. *Youth, dropout and marginalisation*. Oslo: The Research Council of Norway. In Norwegian language only and can be ordered from www.forskningsrådet.no).

2.4. Measures to ensure access to decent housing for young people at risk of social exclusion

It is specifically stated in the 'Equality Act', 'Discrimination on grand of Ethnicity Act', 'Discrimination and Accessibility Act' and 'Discrimination on grand of Sexual Orientation Act' that "...gender, ethnicity, religion, beliefs, disability, sexual orientation, gender identity or gender

expression may not be considered justifiable reason to deny admission to a household, subletting, ownership change, nor have weight upon termination of the tenancy” and “such circumstances can not be regarded as reasonable grounds to deny approval of a shared ownership or the right of purchasing a house, nor have weight on the allocation of housing”. (Reference: Discrimination and Accessibility Act, LOV-2013-06-21-61, <http://www.lovdata.no/cgi-wift/wiftldrens?/app/gratis/www/docroot/all/hl-20130621-061.html>).

Providing housing for disadvantaged groups such as the homeless, refugees and disabled people is a major priority in Norwegian housing policy. Cooperating with municipal health services and the Social Welfare Service in Norway (NAV), the Norwegian State Housing Bank (*Husbanken*, <http://www.husbanken.no/english/>) provides assistance to the municipality who is responsible to provide comprehensive solutions for young people with disabilities and those who need assistance in the housing market. Accessible to young people in general and those with economic difficulties, there are several financing schemes administered by the Norwegian State House Bank: 1) Basic Loan (*Grunnlån*) aiming at promoting universal design and environmentally sustainable solutions in new and existing dwellings and for rural districts, 2) Start-up Loan (*Startlån*) primarily for first-home buyers and households with financial difficulties or special needs, 3) a strictly means-tested grant (*Tilskudd*) to help individuals buy a home, build a home or improve a current home or improve accessibility in the homes with disabled people, and 4) a financial aid scheme as Housing Allowance (*Bostøtte*) for partial coverage of housing expenses for households with low income including anyone aged over 18 or people under 18 with their own children.

2.5. Measures addressing the social integration of young people with disabilities

On June 20, 2008, ‘The Law Prohibiting Discrimination on grounds of Disability’, also called ‘Discrimination and Accessibility Act’ (LOV 2008-06-20 nr 42) came into effect in Norway. The latest revision of this law (LOV-2013-06-21-61) on June 21, 2013 includes a number of changes relevant to people with disability in other laws (ownership of property, house letting agreement, house building, working environment, working hours and employment). (The law document is accessible at www.lovdata.no , in Norwegian only).

2.6. The contribution of youth work (and youth centres) to social inclusion of young people

In 2012, there are 152 non-governmental and volunteering organisations in Norway engaging in youth work. Each year, the government provides basic funding to 88 youth organisations with more than 380 000 individual members under the age of 26. Approximately 13% of the government

budget each year goes to non-governmental organisation and volunteering sector in Norway and nearly 5% of the total year-work-persons in Norway are (unpaid) volunteering work (annual report of the National Youth Council for 2013, http://www.lnu.no/sitefiles/1/dokumenter/rapporter/2013/Resultatrapporten2013_ferdig_nettil.pdf).

In 2010, three umbrella organisations, Youth Club (Ungdom & fritid www.ungogfri.no), National Youth Council (LNU, www.lnu.no), and Norwegian Federation of Youth Organisations of Disabled People (Unge funksjonshemmede www.ungefunksjonshemmede.no) published a 'Diversity Guide' (mangfoldsguide http://www.ungogfri.no/filestore/skiemaer_og_andre_pdfer/Mangfoldsguide.pdf). The guide is a product of cooperation between the three umbrella organisations, financed by Extra Foundation of Health and Rehabilitation (Extrastiftelsen Helse og Rehabilitering <http://www.extrastiftelsen.no>). The guide includes two parts which first describes the individual young people or groups with the possibilities of falling out (or being excluded) from the society, the guide then provides some activities, games and exercise that can be used to stimulate participation by those young people as well as to focus on issues related to prejudice, human dignity and diversity and inclusion.

3. Research on social inclusion

3.1. Is there any national report/ national survey investigating the social exclusion of young people in your country, including issues of discrimination?

In August 2013, a group of youth researchers in Norway published a book "The young adult and excluded: Coping and marginality on the way to adulthood" (in Norwegian, "Ung voksen og utenfor: Mestring og marginalitet på vie til voksenlivet" <http://www.nova.no/id/27238.0>). The book has laid a foundation for understanding the special phase of life as a young adult in Norway. 12 chapters present 10 studies, with empirical evidence, on young people at risk of falling outside the community and being marginalized at the transition to adulthood when they are faced with various challenges of leaving parental home and establish themselves their own home, completing education, entering the labour market, entering into love relationships and making their own family, are at risk of falling outside the community and being marginalized and the great personal and social consequences and costs. Specifically, the books present a chapter (Chapter 2) on social welfare policies from 1990 to 2010 targeting young people at ages 16-30, Chapter 3 on immigrant youth, Chapter 4 on youth with crushed career dream, Chapter 5 on the long neglected issue of various psychological problems among Norwegian youth during the past 40 years, Chapter 6 on young people who grow up in families with substance abuse and psychological problems, Chapter 7 on the long term consequences of peer relations established during adolescence, Chapter 8 on

the consequences of young men who failed to establish a family, Chapter 9 on youth and housing, Chapter 10 on youth unemployment, Chapter 11 on young people with a record of receiving welfare benefit.

Reference: Hammer, T.& Hyggen, C. (eds). *The young adult and excluded: Coping and marginality on the way to adulthood* (Ung voksen og utenfor: Mestring og marginalitet på vie til voksenlivet). Oslo: Gyldendal Norsk Forlag AS.

3.2. Is there any longitudinal research focused on the cumulative nature of disadvantage (taking place across generations of the same family).

1. Barnevern I Norge (Child welfare in Norway) is a longitudinal register following children who were taken out from families of domestic violence, substance abuse and mental illness into the child welfare system in Norway from 1990 to 2009. <http://www.nova.no/id/2374.0?language=1> .

2. Arbeid, livsstil og helse (Work, life style and health) is a longitudinal register study following N=1997 young people over 25 years from ages 17-20 in 1985 (Wave 1), 1987 (Wave 2), 1989 (Wave 3), 1993 (Wave 4), 2003 (Wave 5) and 2010 (Wave 6). <http://www.nova.no/id/21309.0> , http://www.nova.no/asset/4526/1/4526_1.pdf . The baseline sample was 10,000 young people randomly selected in 1985. The longitudinal study sampling applied a stratified strategy at Wave 2, i.e. under sampling those who were under education in 1985 (probability = 0.25, n=801), over sampling those who were employed (probability = 0.70, n=800), and recruiting all who were neither under education nor employed (NEET) at the time (probability = 1.00, n=347). (Reference: Holmøy, A. 2011. Survey on work, life style and health 2010: Documentation report. Oslo: Statistisk entralbyrå. http://www.ssb.no/a/publikasjoner/pdf/notat_201134/notat_201134.pdf).

3.3. Apart from national reports and surveys, are you aware of other research that is valuable for understanding the situation of young people (esp. those with fewer opportunities) in the current crisis?

See 2.2 above.

4. Examples of policy responses and practices

4.1. What are the relevant initiatives/projects at regional/ national level promoting the social inclusion of young people?

In 2003, the Norwegian Ministry of Children, Equality and Social Inclusion (BLD) (the ministry responsible for youth related issues) provided over 30 million kroner to an initiative called 'Children and youth services in large urban communities' (*Barne- og ungdomstiltak i store bysamfunn*) with

the objective of providing good and memorable free-time experiences to children and young people from families affected by poverty and youth with special needs. The programme continued ever since with an annually increasing funding. The programme results between 2003-2009 were evaluated in 2010 and the programme was considered successful (<http://www.fafo.no/pub/rapp/20163/20163.pdf>). In 2013 the funding is 62 million. High priority is given to initiatives of improving integration.

4.2. Have young people and civil society organizations been given political and financial support to be involved in the policy making process on social inclusion?

In the period of 2010-2012, the organisation of Youth & Free-time (*Ungdom & Fritid* www.ungogfri.no) conducted a large scale training programme for youth workers in Norway (Opplæringsprogram for ungdomsarbeidere), funded by the Norwegian Health Directorate. This training programme has trained 600 youth workers in youth organisations around the country during these three years.

4.3. Have youth organisations and other civil society organisations been involved in the development of the policies related to social inclusion of young people

The Department of Children and Youth Policy (BUA) of the Ministry of Children, Equality and Social Inclusion has continuously ongoing communications and dialogs with youth organizations. Through those dialogs, youth organizations are involved in developing youth policies and strategies in Norway.