

# GOVERNANCE PRACTICES FOR THE YOUTH GUARANTEE

The case of Estonia

This report has been prepared by the European Training Foundation.

**Authors:** Siria Taurelli (Senior Human Capital Development Expert, ETF), Heidi Paarbort (Advisor, Employment Department, Ministry of Economic Affairs and Communications of Estonia), Matthias Themel (Human Capital Development Expert, ETF), Sladjana Petkovic (independent expert).

Manuscript completed in October 2025.

**When citing this report, please use the following wording:**

European Training Foundation (2025), *Governance Practices for Youth Guarantee: The Case of Estonia*, Turin

---

The contents of the report are the sole responsibility of the ETF and do not necessarily reflect the views of EU institutions.

© European Training Foundation, 2025



Unless otherwise noted, the reuse of this document is authorised under the Creative Commons Attribution 4.0 International (CC BY 4.0) Licence <https://creativecommons.org/licenses/by/4.0/>). This means that reuse is permitted provided that appropriate credit is given and any changes are indicated. For any use or reproduction of photographs or other material that is not owned by the European Training Foundation, permission must be sought directly from the copyright holders.

# PREFACE

The European Union is supporting candidate and neighbouring countries in adopting and implementing the Youth Guarantee (YG) scheme, which aims to address youth unemployment and inactivity and ease the transition of young people into quality employment.

For the YG to be effective, it must be adapted to the specific economic and social context of each region. While there is no single EU blueprint that fits all contexts, valuable insights can be gained from the various models and practices of the EU Member States.

The European Training Foundation (ETF) is contributing expertise to this area by compiling case studies from the EU Member States to facilitate policy learning across countries. The ETF focuses specifically on documenting the 'partnerships' formed through the engagement of public authorities, agencies, social partners, civil society organisations and various associations in the implementation of the YG in the EU. These partnerships have become a critical enabler since the inception of the scheme in 2013.

While there is extensive evidence on the progress of the YG in Europe, information on governance structures and processes, including partnership arrangements, often lacks detail. Access to primary sources, particularly staff from Ministries of Labour and Public Employment Services in the EU Member States, has therefore proven invaluable. The ETF is grateful for their professionalism and for generously sharing their expertise.

The ETF would also like to thank Estonia's Ministry of Economic Affairs and Communications for the valuable insights and policy updates shared with the ETF team and EU candidate countries. The authors also acknowledge the essential support of Mirela Gavoci (Human Capital Development Expert) and Liia Kaarlo (Project Officer) at the ETF.

# CONTENTS

---

PREFACE	3
---------	---

---

CONTENTS	4
----------	---

---

INTRODUCTION	5
--------------	---

---

SECTION I: YOUTH GUARANTEE GOVERNANCE, MAIN STRUCTURES AND BODIES	6
Governance Structure	6
The Steering Group, the Core Group and the role of non-State actors	7
Cross-sectoral coordination and cooperation	8
Cooperation at local level and the YG Support System	8

---

SECTION II: POLICY AND IMPLEMENTATION FRAMEWORK FOR THE YOUTH GUARANTEE	10
Target group	11
Funding and procurement	11

---

SECTION III: YOUTH GUARANTEE IMPLEMENTATION	13
---	----

---

SECTION IV: ACHIEVEMENTS, IMPACT AND LESSONS LEARNED	15
--	----

---

SECTION V: KEY TAKEAWAYS ABOUT THE YOUTH GUARANTEE GOVERNANCE	18
A partnerships approach	18
Empowerment and autonomy at the local level	18
A policy development mindset	19
The role of data in planning and implementation	19

---

ANNEX	20
-------	----

---

ACRONYMS	22
----------	----

---

REFERENCES	23
Web sources:	24

---

# INTRODUCTION

This case study outlines the participatory governance structures and key stakeholders involved in the implementation of the Youth Guarantee (YG) scheme in Estonia at both national and local level, and highlights the lessons learned throughout the process. The methodology for the case study was developed by the ETF and data collection was supported by the Ministry of Economic Affairs and Communications (MoEAC).

In 2011, Estonia faced a critical challenge as a significant proportion of young people disengaged from both education and the labour market, resulting in a growing number of young people not in employment, education or training (NEETs<sup>1</sup>). The situation is compounded by young people experiencing a complex transition into the labour market. Those with low qualifications or no previous work experience are at risk of ending up in low-paid, casual or precarious jobs, which can lead to lower social security, social exclusion, and poorer health and well-being in general.

The youth unemployment rate<sup>2</sup> in Estonia (age group 15-24 years) decreased from 15% in 2014 to 11.7% in 2019. However, it reached a historic peak of 18.5% in 2020 during the COVID-19 pandemic (Eurostat, 2025a). In 2023, the unemployment rate among young people aged 15-24 years was 17.3% – nearly three times higher than the 6.40% unemployment rate for the broader age group 15-74 years (Statistics Estonia, Labour Force Survey 2023). The youth unemployment rate for the age group 15-29 exceeded the EU-27 average in 2010 and 2011, and again it stood at 11.6% above the EU-27 average of 11.2% in 2023. Despite a decline to 51.0% in 2024, the youth employment rate for the same age group remained slightly above the EU average of 49.5% (Eurostat, 2025b).

In 2011, the NEET rate for the age group 15-29 years in Estonia stood at 14.7%, which was below the EU average of 15.4% – a trend that lasted several years. Despite a decrease to 10.6% in 2019, the NEET rate increased again to 11.9% amid the pandemic in 2020. In 2024, the NEET rate stood at 11.0%, close to the EU average, while youth unemployment increased to 14.3% (Eurostat, 2025c).

This situation highlighted the need for a robust intervention at the national level and prompted the adoption of the EU Recommendation on Establishing a Youth Guarantee (Council of the European Union, 2013) and the EU Recommendation A Bridge to Jobs – Reinforcing the Youth Guarantee (Council of the European Union, 2020). Estonian policymakers perceived the YG scheme as an opportunity to reinforce the policy tenet that the public sector should support young people's transition to work and their well-being through the integration of measures implemented across different policy domains, such as youth work, education, active labour market policies, social work and social welfare (Taru, M., 2020).

---

<sup>1</sup> The NEET indicator shows the share of young people not in employment, education, or training, as a percentage of the total number of young people in the corresponding age group, by gender (OECD, Indicators webpage).

<sup>2</sup> In 2021, the methodology of the Estonian Labour Force Survey changed. In the new methodology, people on parental leave are counted as employed. Other minor changes were also made. Therefore, there is a break in the time series in unemployment, employment and NEET data: Eurostat tables show data according to the old methodology used until 2020 and according to the new methodology, which has been used since 2021. Statistics Estonia has made back calculations according to the new methodology from 2018 (Statistics Estonia, webpage). Therefore, the results of the new and old methodologies are not fully comparable. This report refers to Eurostat data, unless otherwise specified.

# SECTION I: YOUTH GUARANTEE GOVERNANCE, MAIN STRUCTURES AND BODIES

## Governance Structure

The governance structure of the YG scheme in Estonia is based on a partnership approach. The development and coordination of the YG Action Plans fall under the responsibility of decision-makers at the national level (i.e. ministries), which are strongly supported by a multisectoral network of partners operating at the national, regional and local levels.

The development of the first YG Action Plan (YGAP 2014–2021) was led by the **Ministry of Social Affairs** (MSA) and the **Ministry of Education and Research** (MER). The MSA was responsible for labour market policy<sup>3</sup>, social protection and social services, including child and family policy, while the MER was responsible for youth and education policy. The MSA was directly responsible for enabling young people to gain work experience without barriers, enhancing their competitiveness through labour market services and facilitating their exit from the NEET situation in a smooth and safe manner. Within the YG scheme, the MER was responsible for enhancing young people's competitiveness through formal and non-formal education, preventing them from dropping out of education, and ensuring a seamless transition between different levels of education or into the labour market.

The **partners** that have supported the ministries in this process since 2014 are the Estonian Youth Work Centre (EYWC)<sup>4</sup>, the Estonian Unemployment Insurance Fund (EUIF)<sup>5</sup>, and, since 2015, the Association of Estonian Open Youth Centres (AEYC), the Estonian National Youth Council (ENYC) and several implementers, including the Network of Estonian Nonprofit Organisations (NENO), the company Merkuur and members of the Steering Group (see below) (European Union and the Committee of the Regions, 2022).

The development of the strengthened YGAP (2022-2027) was led by the same ministries (MSA and MER) and supported by the **Steering Group**. The latter serves as the national governance body and is composed of an extended group of partners. This reflects the need to strengthen horizontal and vertical relationships and diversify partnerships in order to tackle the complex social problems faced by vulnerable young people. For example, employer and local government representatives first became involved in the YG policy cycle in 2020, while the already active network of youth organisations and associations that had closely supported the YG in Estonia from an early stage was further expanded.

In July 2023, the coordination and governance structure of the YG (2022-2027) changed, with the **Ministry of Economic Affairs and Communications** (MoEAC) taking over responsibility for coordinating its implementation together with the MER. Following the formation of the new Estonian government, responsibility for employment issues, including the YG, was transferred from the MSA to the new ministry. Since then, the MoEAC has represented the Estonian YG topic at the EU Employment Committee (EMCO) – a body with an advisory function vis-à-vis the Ministers in the Employment and Social Affairs Council (EPSCO), promoting the coordination of employment and labour market policies at both European and national level (European Commission, 2025).

---

<sup>3</sup> Coordination of the employment policy and Youth Guarantee moved to the Ministry of Economic Affairs and Communications in 2023.

<sup>4</sup> The EYWC was a national centre for youth work under the administrative authority of the MER, and its main objective was to develop and organise youth work in the framework of the national youth policy. The EYWC was one of the actors in the planning of the YG activities in Estonia. In 2020, with the creation of a new joint agency – the Education and Youth Board – the EYWC ended its work. The new institutions took over the Centre's tasks.

<sup>5</sup> The EUIF is a quasi-governmental organisation and a legal entity in public law. The mission of the EUIF is to administer the social insurance provisions related to unemployment and to organise labour market services that help unemployed persons find new employment. The EUIF was involved in designing the YG services in Estonia and carried out the largest activity of the YG in Estonia.

Within the strengthened YG scheme, **two management levels** can be distinguished: the level of the YG as an integrated policy programme and the level of individual services and activities. At the **programme level**, overall management of the YG falls under the responsibility of the two ministries – MoEAC and MER. **At the level of activities**, two approaches have been used to ensure that young people have access to services and that the services are of high quality: a) a direct relationship of subordination between service providers (e.g. EUIF) and the ministries; and b) an indirect relationship with intermediate actors, such as the EYB and SIB, which are not service providers but handle all practical matters related to the contracting of organisations that deliver services to young people, such as municipalities, sub-authorities or non-profit organisations (Republic of Estonia, Ministry of Social Affairs, 2021).

## The Steering Group, the Core Group and the role of non-State actors

The Steering Group (SG) – the national governing body of the YG – is composed of the key actors responsible for developing and implementing the YGAP in Estonia, with a mandate to monitor, provide guidance, make decisions, and commit to actions under the YGAP(s). Since 2023, the SG has been jointly coordinated by the MoEAC and the MER.

In 2020, the Steering Group was expanded<sup>6</sup> to support the implementation of the YGAP 2022-2027 through reinforced partnerships with various implementers and policy advisors, including representatives of:

- the public sector, notably line ministries responsible for areas such as criminal offense, internal security, administrative policy integration, culture and sport<sup>7</sup> and governmental agencies operating under the MER (e.g. the Education and Youth Board) or the MSA (e.g. the Social Insurance Board);
- youth organisations including, apart from the Estonian National Youth Council (ENYC), the open youth centres (AEYC)<sup>8</sup> and youth workers (The Estonian Association of Youth Workers) since 2020;
- social partners, and more specifically employer organisations such as the Estonian Employers' Confederation and the Estonian Chamber of Commerce and Industry, which participate regularly, whereas trade unions participate at less regular intervals;
- local governments, including the Association of Estonian Cities and Municipalities.

The meetings of the SG aim to provide an overview of the implementation of the YGAP and enable a discussion with a focus on specific topics. Activities can be modified and improved to ensure that the objectives of the reinforced YG scheme are met with greater effectiveness.

SG meetings, which usually take place two to four times a year and involve a wider range of stakeholders<sup>9</sup>, including youth representatives and organisations that are not members of the SG (Republic of Estonia, Ministry of Social Affairs, 2021). Over time, the SG has expanded dynamically and has been joined by, for example, mental health advocate Peaasi; institutions providing various

<sup>6</sup> The members of the expanded Youth Guarantee Steering Group are the Ministry of Economic Affairs and Communications; Ministry of Social Affairs; Ministry of Education and Research; Ministry of Justice and Digital Affairs; Ministry of the Interior; Ministry of Regional Affairs and Agriculture; Ministry of Culture; Social Insurance Board; Education and Youth Board; Estonian Unemployment Insurance Fund; Labour Inspectorate; Association of Estonian Open Youth Centres (AEYC); Estonian National Youth Council; Estonian Association of Youth Workers, Association of Estonian Cities and Municipalities; Ida-Viru Business Centre; Estonian Employers' Confederation (EEC); Estonian Chamber of Commerce and Industry; Estonian Youth Mental Health Movement.

<sup>7</sup> In the past, the ministries responsible for education, youth work, social work and employment were also involved.

<sup>8</sup> Previously playing a service provider role.

<sup>9</sup> Other key actors involved in the Youth Guarantee and contributors to the YG Action Plan preparation process are The Association of Estonian Adult Educators ANDRAS, STEP programme, Rajaleidja centres, the Estonian Chamber of Disabled People, universities, county development centres, the Estonian Association of Social Pedagogues, etc.

youth support services (such as the Back to School programme); representatives of vocational education; the Labour Inspectorate; the Institute for Health Development; the Network of Socially Responsible Enterprises; and the Association of Social Pedagogues. The SG can therefore adapt flexibly to provide an adequate response to emerging needs.

In addition, a YG Core Group meets every two weeks to share regular updates on processes. It comprises representatives of the MER, the MoEAC, the Social Insurance Board, the Education and Youth Board, the EUIF, the MSA, and the probation service. These meetings aim to ensure that all parties have access to the same information and, where possible, to enable them to implement joint activities. Some of its noteworthy achievements include the creation of a collaborative model for municipalities to support young people in NEET situations (Republic of Estonia, Education and Youth Board & Social Insurance Board, 2021) and the joint Children and YG conference held on 4 June 2024. A joint impact study on support measures is also in the pipeline.

## Cross-sectoral coordination and cooperation

The involvement of civil society organisations and social partners in the initial YG scheme (YGAP 2014-2021) in Estonia, as well as the cross-sectoral coordination between central and regional authorities, has required closer scrutiny. The strengthened YGAP 2022-2027 therefore sets a new networking principle that it refers to as **systemic cooperation** between institutions at all levels of the governance for purpose of joint identification, analysis, and description of bottlenecks, finding potential solutions, sharing existing resources, and case-specific activation.

Networking can take place at the institutional, local, regional, county and State level to operationalise a collaborative model of support and service delivery to NEETs, as envisaged in the YGAP 2022-2027. The networking principle is intended to support young people across various policy domains, taking into account the synergy between education, youth work and employment activities, which are implemented through joint efforts and umbrella organisations (Republic of Estonia, Ministry of Social Affairs, 2021).

## Cooperation at local level and the YG Support System

The reinforced YG framework has sought to **empower local municipalities** by giving them greater autonomy to design and implement programmes tailored to their specific contexts. Rather than imposing a one-size-fits-all solution, the national government has facilitated a dialogue with municipalities, encouraging them to propose strategies for engaging with and supporting young people. This approach recognised the unique needs and challenges faced by different regions in Estonia, ensuring that local actors were fully engaged in the process.

In 2018, the MSA launched the **YG Support System** in cooperation with local governments. To this end, the definition of a 'young person in need' was introduced into the Social Welfare Act (2020). Since 2021, the YG Support System has been implemented by the Social Insurance Board and, since 2023, it has been coordinated by the MoEAC<sup>10</sup> (both members of the national SG). This innovative tool enables local governments, twice per year (in March and October), to identify and learn more about non-active young people (aged 16-26) as potential persons in need in their area through Social Services and Support Data Register (STAR), and to support them in continuing their education and entering the job market through personalised, youth-oriented action plans. The YG Support System is implemented by local authorities and has been funded from their own budgets or through open calls at the national level for the recruitment of youth welfare specialists and coordinators.

A youth well-being specialist works at local level, providing case-specific support to children and young people aged 16-29 years at risk of becoming NEET or remaining in a NEET situation, to help them enter or stay in education and/or employment. This is done by focusing on the promotion of self-

---

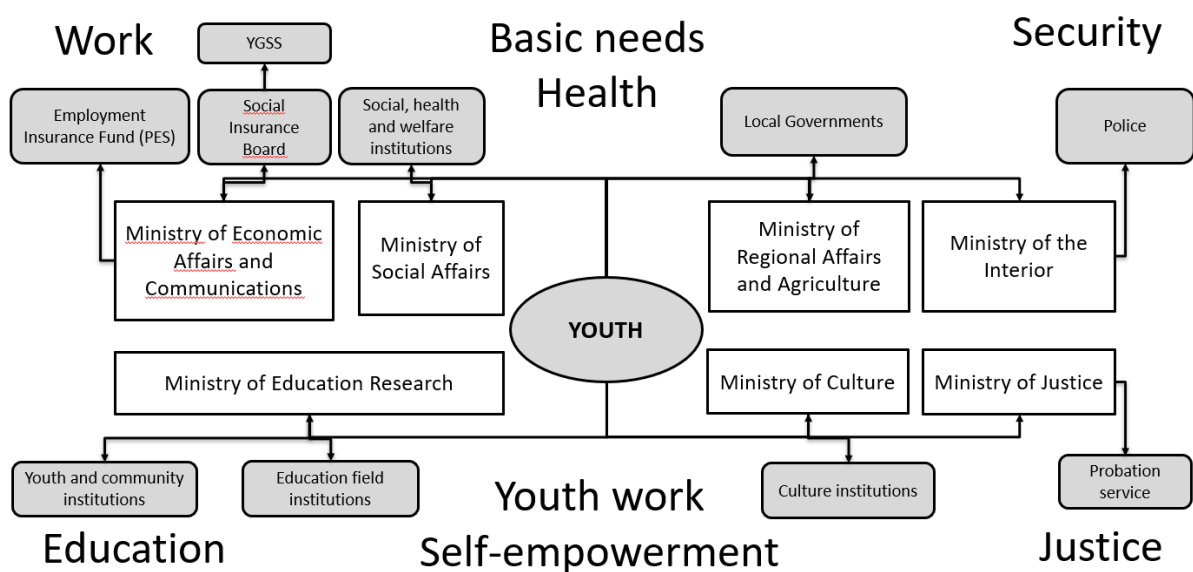
<sup>10</sup> Earlier, the YG Support System was coordinated by the MSA.



development in partnership with children and young people, identifying different needs and achieving long-term goals, and applying individual, group, cross-sectoral networking and community approaches that are tailored to the needs of young people and specific to each sector, i.e. depend on whether an education, employment, or social intervention is required, as well as other youth policy related fields (Republic of Estonia, Ministry of Economic Affairs and Communications, 2023).

The YG Support System provides a networking and collaboration platform for local authorities, public institutions (e.g. schools), the local Public Employment Services (PES), civic sector organisations, youth centres, and cross-sectoral youth welfare specialists operating in each municipality. These organisations work together at the local level to reach out and provide a holistic, quality support to young people, especially NEETs.

**Figure 1 – Estonia's Youth Guarantee Action Plan 2022-2027: areas of intervention and implementers**



Source: elaborated by Heidi Paalbert

## SECTION II: POLICY AND IMPLEMENTATION FRAMEWORK FOR THE YOUTH GUARANTEE

Following adoption of the EU Recommendation on establishing a Youth Guarantee (YG) (Council of the European Union, 2013), Estonia's first Action Plan (YGAP 2014-2021) provided an overview of the activities of the MSA and the MER, along with contributions from various stakeholders, to ensure that young people under the age of 25 years are offered high-quality opportunities for employment, continued education or training within four months of becoming unemployed or leaving formal education.

Based on the subsequent EU Recommendation 'A Bridge to Jobs – Reinforcing the Youth Guarantee (Council of the European Union, 2020), Estonia's new national Action Plan (2022-2027) strengthened the YG, which became a framework for enhancing young people's competitiveness and supporting their participation in the labour market (Republic of Estonia, Ministry of Social Affairs, 2021).

In this context, Estonia has adopted an innovative approach to policy design, taking into account the multidimensional nature of the social problems faced by vulnerable young people. This approach promotes a policy development mindset based on co-design, with the aim of creating new avenues for planning and delivering support and services. Consequently, the objectives of the YGAP 2022-2027 require **a cross-sectoral approach involving purposeful cooperation between the partners**. This includes establishing a strong and functioning network at the level of local government and meaningfully involving the target group. The latter has proven to be of particular importance in order to build on young people's opinions and develop solutions that respond to real needs, through a youth-centred approach based on design thinking (Erdoğan & Paaborg, 2024).

The YGAP 2022-2027 has introduced relevant changes to the implementation framework. Firstly, the target population was enlarged to include young people up to 29 years, rather than 25. Secondly, the preparatory period was extended from four to six months.

The activities set out in Estonia's Youth Guarantee Action Plan (YGAP) 2022-2027 have been prioritised to achieve a better understanding of young people's situation and needs, ensure more effective outreach to vulnerable young people, and provide systematic and effective support and preventive measures. The current YG scheme includes **preventive and supportive measures**, which are adopted by local governments, the EUIF, youth work and education institutions, and third sector organisations that play a key role in organising youth support work. There are two types of activities:

- Activities that are universal and aim to prevent young people from becoming NEETs. Particular attention is paid to young people at risk of exclusion, who are more likely to drop out of education or experience exclusion from the labour market.
- Activities to support NEETs that help identify young people in need of assistance and provide support for their reintegration into the community (Republic of Estonia, Ministry of Social Affairs, 2021).

Support for NEETs and young people at risk of becoming NEETs is primarily provided at the local or district level, that is, as close to the young person as possible. Participation in targeted formal, non-formal and informal learning activities, including the acquisition of various types of knowledge and skills, helps prevent young people from becoming NEETs. For example, local governments have a legal obligation to identify young people's needs and ensure that they receive the necessary support in a timely manner. The State, in turn, supports local governments in addressing priority themes and ensuring service delivery (Republic of Estonia, Ministry of Social Affairs, 2021).

The YGAP 2022-2027 was approved by the Estonian government and is supported by long-term national strategies, such as Estonia 2035, the Action Plan to the European Pillar of Social Rights, the Welfare Development Plan 2016-2023, the Youth Sector Development Plan 2021-2035 (Republic of Estonia, Ministry of Education and Research, 2020), the Youth Work Act (Republic of Estonia, 2010),

and the Education Strategy 2021–2035 (Republic of Estonia, Ministry of Education and Research, 2021).

## Target group

While NEETs have been a national policy priority in Estonia since 2013, the YGAP 2022-2027 has expanded its reach by taking into account the heterogeneity of the target group.

- A **NEET** is a person aged 15-29 years (inclusive) who is not in education, training or employment. Such a person may however participate in training – for example, labour market training provided by the Estonian Unemployment Insurance Fund or other short-term programmes, which do not constitute formal education.
- A **young person at risk of becoming NEET** is a young person who is formally involved with an educational institution, employer, or an in-service training provider but is, according to a self-assessment or an assessment by another party, at risk of becoming NEET, without a clear prospect for a rapid exit (Republic of Estonia, Ministry of Social Affairs, 2021).

In addition to NEETs, the target group within Estonia's YG Support System includes young people aged 15–24 years who are not engaged in business, not receiving an employment support service or benefits for raising a child under one and a half years old, not serving in alternative service or the Defence Forces, and are not in prison or serving a provisional custodial sentence. This **register-based approach** identifies inactive young people through national register data by a process of exclusion (Republic of Estonia, Ministry of Social Affairs, 2021).

## Funding and procurement

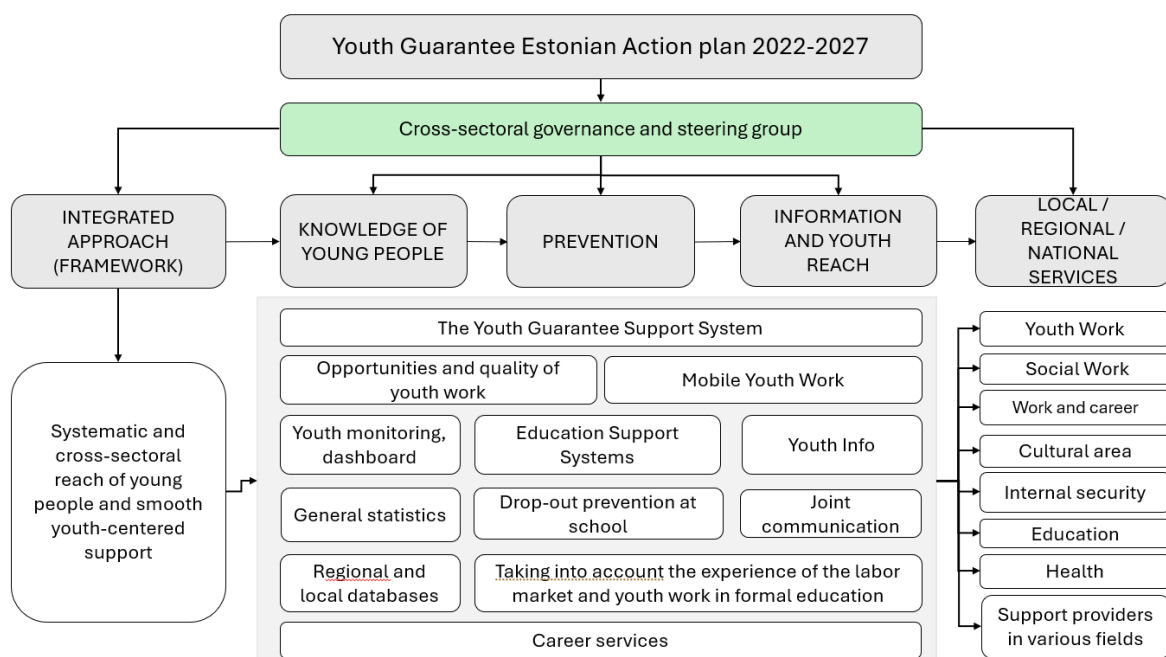
The activities outlined in the YGAP 2022-2027 are planned to be financed through the European Social Fund (ESF+), the Recovery and Resilience Facility and the State budget. The financing of activities is shared between different ministries. Both the MoEAC and the MER are responsible for coordinating the procurement procedures, budget management, development of regulations and the open calls launched by municipalities. The MER is responsible for preventive actions such as youth work, including, for example, mobile youth work.

To help local municipalities create and develop youth support systems across Estonia, the MSA and the MER, along with the respective institutions under their jurisdiction (the Social Insurance Board and Education and Youth Board), have employed an innovative **co-creation** model to actively engage all relevant stakeholders, such as the PES, CSOs, municipalities, umbrella organisations, etc., in the decision-making processes from the outset. This model implies equal access, open communication, and a continuous, evidence-based process of reflection and learning to improve the effectiveness of YG interventions at local level.

Various actors and potential applicants were invited to participate in the consultation process, with the aim of reaching an **agreement on co-creation principles and developing a joint procurement approach**. Based on the analysis of interventions and other documents, common conclusions were reached, and a cooperation model was developed for the State and local levels, outlining their respective responsibilities. Essentially, the MoEAC has used these as terms of reference and **criteria for funding**, encouraging partnerships between municipalities and CSOs to achieve long-term sustainability and impact at the local level. Three- to four-year grants have been allocated and will be adapted based on implementation experience and the results achieved. Funding is provided to ensure that support systems for young people are developed at local level across Estonia, enabling these systems to gather information about young people (databases), to reach them (through communication and youth welfare specialists), to network for referral to services, and to learn from

experience (through analyses). In 2024, more than 2 000 young people in difficult circumstances have been reached.

**Figure 2 Implementation framework based on the Estonia's Youth Guarantee Action Plan 2022-2027**



Source: elaborated by Heidi Paalbot.

## SECTION III: YOUTH GUARANTEE IMPLEMENTATION

With a view to having a positive impact on NEETs, the YGAP 2022-27 emphasises the need for enhanced cooperation at the local level, inviting local governments to use a cross-sectoral cooperation model to support young people experiencing a NEET situation more effectively. This model involves all relevant stakeholders working together and encourages the co-creation of effective solutions, with shared responsibility for improving the situation of NEETs (Republic of Estonia, Ministry of Social Affairs, 2021).

In line with the 2020 Council Recommendation, the YGAP 2022-2027 is implemented through the following conceptual clusters: mapping, prevention, information and outreach, integrated support opportunities, skills, offer/provision, and continued support. The focus is particularly on the mapping and outreach phases, in which the municipality plays a pivotal role by collecting data about NEETs on a daily basis through national tools such as the YG Support System and Youth Centres Logbook<sup>11</sup>, as well as through *ad hoc* tools such as mobile youth work, joint networking activities with schools and other educational institutions.

- **Mapping:** To identify the target group, available services and necessary skills, a set of activities is implemented and various data sources are used, i.e. service analyses, official statistics from Statistics Estonia, EUIF data, monitoring of the YG Support System, local government data; information collected within the European Semester from the YG data collection summary, and the youth monitoring and analysis system.
- **Prevention:** Preventing NEET situations through cooperation, monitoring and early warning systems involves a range of activities, such as increasing access to youth work; preventing risk behaviour and engaging young people at risk of exclusion; systematically implementing entrepreneurship and career learning at all levels of education; cross-sectoral cooperation; providing career services; offering work shadowing and traineeship programmes to young people who do not speak Estonian; further developing the educational support services system, including State support to local governments for organising educational support services; preventing early exit from education by providing support services to disadvantaged children and young people; supporting access to education and continuing studies; and taking a more systematic approach to considering the labour market and non-formal learning experiences in formal education.
- **Communication/information and outreach to young people:** This involves raising awareness, channelling information and reaching vulnerable groups. It is achieved by proactively reaching out to young people via the YG Support System, using email and telephone, and implementing mobile youth work. It also involves ensuring access to quality youth information at the national level, nation-wide networking campaigns, raising public awareness of youth information opportunities, avoiding labelling, validating suitability for target audiences and developing a single visual identity. This is done by implementing a strategic communication plan, which includes engaging experts and, where appropriate, forming working groups, as well as involving target audiences and stakeholders.
- **Integrated support options include** implementing a collaborative support and services model for NEETs and supporting young people through case management. The cooperation model of support outlines the general principles and steps for cooperation between the parties involved and the target group at the level of local government, helping to address the needs of target group

<sup>11</sup> The Youth Logbook enables almost 200 youth centres to gather reliable programme implementation statistics daily, allowing the interpretation and design of evidence-based actions. The Youth Logbook identifies young people, maps their current situation, monitors their participation in the activities of the programme and, finally, supports the evaluation of the programme's success based on the youth's status after six months. One of the most interesting features of the Logbook is the mapping of the sociodemographic background of the participants – in terms of their education, job experience and household situation. In the Logbook, it is possible to point out the risk factor which best conveys the vulnerability of a youth's current situation.

members. Proactive approaches are used to engage with young people through the YG Support System, mobile youth work, and networking. Young people are supported through a **case management approach** – an intervention method based on the individual needs of those in need of assistance. It involves providing and/or organising support measures to address the person's problems through simplified procedures or case plans.

- **Skills:** Consistent skills assessment is used in general schools to identify skills, including digital, green and future skills. Skills assessment is also performed at the level of the EUIF.
- **Offer:** Various measures are in place to ensure quality of the opportunities available under the offer, including the 'My First Job' wage support service for young people, counselling based on the labour law and occupational safety by the Labour Inspectorate, traineeships in schools; work placements through the Estonian Unemployment Insurance Fund; an apprenticeship system in vocational schools; and the development of vocational and higher education relevant to labour market needs.
- **Continued support/prevention of relapse:** Continued support is provided through the implementation of the aforementioned cooperation model for support and services for NEETs, as well as through EUIF actions (Republic of Estonia, Ministry of Social Affairs, 2021).

## SECTION IV: ACHIEVEMENTS, IMPACT AND LESSONS LEARNED<sup>12</sup>

The 2024 EMCO review recognised that Estonia has taken steps to improve the implementation of the Youth Guarantee scheme. Although the NEET rate was below the EU average in 2023, it increased in 2024, and youth unemployment has since remained a challenge. The YG monitoring indicators show that Estonia's YG scheme is strong in most key areas, with high and improving NEET coverage in recent years and good results in terms of positive and timely exits. However, outreach activities need to be accelerated to address inequalities in access to the labour market or education, particularly for young people from disadvantaged backgrounds or living in rural areas. Regarding the offer, State aid programmes have introduced new measures, including start-up incentives. However, the labour and skills shortages identified in certain sectors and occupations would require greater efforts to provide targeted upskilling and reskilling, combined with employment programmes, in order to close the labour market gaps concerned. To this end, the EMCO review has recommended improvements to the skills assessment system. Recommendations for improvement have also addressed the need for better cross-sectoral coordination between central and regional authorities' improvement (Council of the European Union, 2024).

Compared to the initial phase in 2014-2021, the achievements of the current phase of the YG in Estonia are visible. During this period, the country strove to maximise the effectiveness of various existing actions and programmes supporting young people. Despite these efforts, several challenges were encountered during the first phase. These were acknowledged and analysed and, as a result, the least successful activity areas and overall coordination were redesigned during the second phase. This evaluative approach at the end of the YG's first phase and subsequent re-design to improve certain activities was distinctive of Estonia. Some other EU countries, for example, continued the same activities from the first to the second phase without altering the design.

The changes introduced by Estonia in the second cycle of the YG built on the findings, conclusions and lessons learned from the analyses. Firstly, one of the biggest obstacles to activating inactive young people in Estonia was that the State, including local governments, **lacked systematic information** about this target group, particularly those young people not in education or employment and requiring State support to exit the disadvantaged situation. A second major challenge was the **fragmented** nature of existing interventions. Different ministries and stakeholders worked in silos, which led to **lack of coordination**, duplication of efforts and missed opportunities to foster synergies. Local municipalities, CSOs and other implementers, such as the EUIF, were often left to navigate these uncoordinated structures, creating inefficiencies at local level. Thirdly, there was a noticeable gap in **coordination of resources**, particularly those of the ESF, which further complicated the delivery of services to young people. Fourthly, the analyses showed that there was a need to increase the understanding of the target group's situation and focus activities on **prevention**; to harmonise overall coordination of support measures; to reduce regional disparities in accessing services; and to place greater value on professionals working with young people. Last but not least, **local authorities** were seen to play a greater and key role in reaching young people, and it was found that support should be brought as close to young people as possible.

Taking into account the lessons learned from the implementation of the YG's first cycle and with a view to achieving alignment with the guidelines of the reinforced YG, Estonia introduced **changes to the services and policymaking** for young people in a NEET situation. These changes are listed here in an order that does not imply a hierarchy of importance, and the interlinkage between many of them should be emphasised:

---

<sup>12</sup> This chapter combines the findings of the ETF team and the study entitled 'A More Youth-Centered Policy Development Perspective in NEET Policies' (Erdoğan, E., Paaborg, H., 2024).



- **Effective coordination is essential for successful policy development and implementation for NEETs:** Since 2021, Estonia has made a concerted effort to improve coordination between the various ministries and stakeholders involved. A key decision was to establish a **common framework** to guide the actions of all parties. This framework was designed to ensure that all efforts were aligned with YG's overarching goals, thereby **reducing fragmentation** and **improving the effectiveness** of interventions. A more open mindset and a more coherent cross-sectoral understanding create opportunities for social innovation. This allows for a better understanding of the nature of the target audience and the development of new, multidisciplinary collaborative forms.
- **Integrated approach and sustainability:** One of the primary objectives of the second phase of the YG in Estonia was to create a **comprehensive and sustainable support model for young people** that would endure beyond the availability of external funding. Estonia recognised that many young people require long-term support, often spanning several years, to successfully transition into stable employment or continued education. To address this, the second phase emphasised the importance of integrating services across different sectors, including social work, youth work, internal security, education and labour market support. Cross-sectoral coordination and implementation of joint activities also help to create common understanding between specialists and stakeholders, for example through cooperation frameworks, professional training, seminars and conferences, joint analyses of support measures and better coordination of different funding opportunities to enable synergies, etc.
- **Building capacity and ensuring long-term impact through the YG Support System:** Estonia invested in building the **capacity of local municipalities and county-level representative CSOs (mainly development centres and local government associations)**, including by providing training and resources to help these organisations better understand and address the needs of young people. The programme encouraged **cross-sectoral collaboration**, bringing together professionals from various fields, including social work, education and employment services, to share knowledge and develop integrated approaches.
- **Collaboration and the role of regional CSOs:** A significant shift in the second phase of the YG was the **enhanced role of the civic society and community organisations**. These entities were recognised as being particularly close to the youth population, meaning that they were well-positioned to provide outreach and support services. **Agreements and joint action plans formalised the collaboration** between CSOs, local municipalities and the national government. These set out the roles and responsibilities of each party, ensuring that everyone is working towards the same goals and making effective use of resources. The programme also introduced a new **joint case management** model, coordinating different services to address the social, educational and employment-related issues faced by some young people.
- One innovative aspect of the programme was its **focus on developing cross-sectoral competencies among its pool of specialists**. This involved collaborating with universities and training companies to develop curricula that prepare future professionals to work in multidisciplinary environments and address the complex needs of young people from various angles. The goal was to create **a new generation of professionals** able to work across sectors and provide holistic support to young people **at the local level** by fulfilling their main responsibilities, namely identifying, reaching out to and supporting individuals in need.
- In line with the reinforced YG Council Recommendation of 2020, **a bottom-up approach was applied** to replace the traditional technocratic approach (top-down) and make the policy development process more inclusive by putting the perspective of NEETs at the centre of policy development.
- **Priority was given to the involvement of young people in the planning and implementation of programmes.** The **youth-centric approach** (based on design thinking) was grounded in the belief that successful interventions start with an understanding of young people's needs, preferences, and the challenges they face. To this end, the renewed YG scheme invested in mapping youth populations to identify where they were located and determine what obstacles they



faced and how best to reach them. The programme recognised that young people are **not a homogeneous group** and that different segments of the youth population might require different approaches.

- **Co-creation is essential for new policy developments aimed at NEETs.** Developing co-creative environments in policymaking aims to build trust and attract relevant stakeholders (including young people) to the policy development process from an early stage. The Estonian methodological approach and lessons learned from the co-design experience has helped the authorities develop **better instruments** to explore the NEETs' experiences, further understand their needs and develop effective coping strategies.
- The programme also introduced **mechanisms for ongoing learning and adaptation**. Regular meetings were held between coordinators from different programmes and projects, where they could share experiences, discuss challenges, and refine their approaches. This **continuous learning process** was seen as critical for the success of the programme as it enabled **adjustments** in response to changing circumstances and emerging needs.

## SECTION V: KEY TAKEAWAYS ABOUT THE YOUTH GUARANTEE GOVERNANCE

The design of policies and the implementation of related services for young people in NEET situations are facing new challenges in the form of ‘polycrises’, such as pandemics, climate change, inequalities, polarisation and wars. These contemporary challenges require new approaches and tools to develop improved policies and solutions for young people. Understanding young people’s needs from their own perspective is an increasingly important part of this effort.

In light of the above, Estonia has adjusted the design and implementation of its YG policy in the second cycle (2022-2027), compared to the first cycle (2014-2021). The focus of support for young people has shifted towards their inclusion and ensuring their well-being by addressing the root causes of problems and generating more sustainable benefits. Estonia’s progress is attributable to the design and implementation of programmes for vulnerable young people, which refer them to various services while ensuring that the multidimensionality of social problems is not overlooked. The approach to the YG scheme has widened from focusing on purely economic aspects to addressing the complex problems faced by diverse groups of vulnerable young people.

As part of the shift towards placing young people at the heart of the policy design and implementation, the governance of the YG has been adjusted to reflect the new processes and the diversification of stakeholders involved in the scheme. In this respect, a number of success factors can be identified.

### A partnerships approach

While national ministries are responsible for developing and coordinating the YG Action Plans, the government has ensured a strong role for a multisectoral network of partners at the national, regional, and local levels.

A key decision was the establishment of a common framework to guide the actions of all parties involved. The purpose of the common framework was to align all efforts with the overarching goals of the YG, thereby reducing fragmentation and improving the effectiveness of interventions. Important steps included recognising each party’s role, increasing responsibilities attributed to stakeholders, and enhancing cross-sectoral collaboration.

### Empowerment and autonomy at the local level

By valuing the unique role of local authorities and CSOs and their proximity to young people, Estonia has developed a model that not only addresses the immediate needs of youth but also lays the groundwork for long-term, sustainable support.

This model has empowered local actors to take the lead in designing and implementing actions to respond to the diverse needs of young people. Recognising the role and autonomy of municipalities in terms of initiative has also enabled greater involvement of CSOs, including youth and community-based organisations, which are particularly well-positioned to provide outreach and support services.

Moreover, the new model of joint case management, which involves different services coordinating with each other to address social, educational and employment-related challenges faced by some young people, has been implemented at the municipal level.

## A policy development mindset

A design-based policy development mindset has been promoted at all levels of government, both national and local. This has enabled the creation of new avenues for support and service delivery.

A coherent, cross-sectoral understanding of the issues to be addressed has emerged alongside an open mindset, facilitating new, multidisciplinary collaborations and co-creation. These changes have led to the progressive redesign of youth policy governance in Estonia, based on a logic that puts young people at the centre.

## The role of data in planning and implementation

Data is central to planning the policy measures, assessing their effectiveness and guiding adjustments where needed. Data collection in Estonia has been enhanced and harmonised, as has information sharing between different public services. Combining administrative data, employment and social services data, and qualitative survey and enquiry results provides granular knowledge of young people's situations. This enables the provision of tailored support depending on individual needs.

The emphasis on early detection and data-driven outreach has enabled a proactive engagement rather than reactive service provision. Estonia's use of digital tools to identify young people in a NEET situation through registry data is a best practice in modern youth support policy.

In **conclusion**, the YG in Estonia has evolved through a series of adaptations. Today, the focus is on starting with the young people themselves, rather than the system. The YG has started involving young people in co-creation processes and design to ensure that services align with their real needs, which is often lacking in top-down or merely procedural approaches. Another valuable shift has been from short-term activation measures to integrated, human-centred and preventive approaches. Targeted, coordinated efforts have been aimed at helping young people to overcome obstacles and achieve their full potential.

The programme is based on trust and the idea that all stakeholders are equal. By treating municipalities and NGOs as equal partners, the country has created a decentralised model that increases local ownership and adaptability. A key lesson learned by the MoEAC was that it does not matter whether the work is carried out by a CSO or a ministry, as each has its role. The YG in Estonia can succeed if 'everyone tries to work together all the time'.

# ANNEX

**Examples of YG measures at the local level include:** Noorte Tugila (European Commission, 2018) and Hoog Sisse<sup>13</sup> (Committee of the Regions of the European Union, 2022).

The Noorte Tugila (European Commission, 2023) and Hoog Sisse (City of Tallin, 2025) programmes were local initiatives supported under the Estonian National Action Plan for the implementation of the YG scheme during the period 2015-2022. The Hoog Sisse programme continued beyond 2022; initially supported by the municipality, in 2024 it joined the Youth Guarantee Support System, receiving funding through an open call for proposals. Many Noorte Tugila professionals moved on to the Youth Guarantee Support System (as Youth Welfare Specialists), ensuring that the provision of support to young people continued without interruption.

Noorte Tugila and Hoog Sisse were two of the most successful projects implemented at the local level in Estonia. The programmes aimed to identify young people in a NEET situation (e.g. through mobile youth work and networking), motivate them, and provide them with personalised support to help them return to education or employment. The Noorte Tugila initiative was launched by the Association of Estonian Open Centres (2015-2021), while the Hoog Sisse initiative (2018-2022) was launched by the Municipality of Tallinn to provide support to 15 000 NEETs aged 15-26 years and motivate them to continue their studies or enter the job market. In total, Noorte Tugila supported 12 000 NEETs and Hoog Sisse supported 2 893 NEETs. Following the adoption of the 2020 Council Recommendation, the target group for Hoog Sisse was widened to include NEETs aged 27–29, in addition to those aged 15–26.

**Funding:** The programme *Involving young people at risk of exclusion and improving the employability of young people* was approved by the Estonian Minister of Education and Research and was implemented with co-financing from the ESF.

**Mapping:** Based on a bottom-up approach, the mapping phase is carried out with the support of the Youth Logbook (Association of Estonian Open Youth Centres, AEYC 2018), which was developed in 2013 in collaboration with the Association of Estonian Open Youth Centres, the Tartu City government under the leadership of the Estonian MER. Almost 250 youth centres across Estonia are currently using such a tool daily to collect data about young people living in the country and describe their work.

**Outreach:** By the end of 2020, the Youth Logbook had reached 25% of NEETs in Estonia. To further increase the municipalities' ability to contact NEETs, a wide range of additional services has been provided. These include **mobile youth work**, which is an innovative outreach strategy involving teams of qualified professionals who identify and monitor urban spaces where young people are likely to gather, as well as joint networking activities with youth centres, schools, and other social services, such as camps. All of these activities have shifted online from 2020 onwards due to the COVID-19 pandemic. Since March 2019, several municipalities have joined the **STAR YG Support System (YGSS) module**, a social services register developed by the MSA, to identify and contact more young people in need of support. By 2024, all municipalities will have joined with STAR YGSS.

**Preparation:** Usually, one to six youth specialists<sup>14</sup> per municipality work to provide young people with active individual support for up to six months to help them find the most suitable job or educational option, whether that be continuing their studies or entering the job market. There is a strong emphasis on improving the well-being of young people before they enter education or the labour market.

**Offer:** The Noorte Tugila and Hoog Sisse initiatives have been put forward by municipalities in cooperation of local schools and educational institutions. Since the initiative began, 69% of young people at risk of becoming NEETs have been prevented from dropping out of school owing to support provided under the initiative. An additional 18% of young people who were at risk of dropping out of

<sup>13</sup> In English: momentum.

<sup>14</sup> Youth worker or, now, youth welfare specialist.

school were discouraged from doing so through the implementation of additional measures at the national level, for example youth initiatives funded by the EUIF.

**Cooperation with local or regional authorities:** The Association of Estonian Open Youth Centres and the Municipality of Tallinn coordinated this multi-partner initiative, which involved local stakeholders working with young people, such as schools, youth centres and third sector associations.

# ACRONYMS

AEYC	The Association of Estonian Open Youth Centres
CSO(s)	civic sector organisation(s)
EEC	The Estonian Employers' Confederation
EMCO	EU Employment Committee
ESF(+)	European Social Fund (Plus)
ETF	European Training Foundation
EYB	Education and Youth Board
EUIF	Estonian Unemployment Insurance Fund
ENYC	Estonian National Youth Council
EYWC	Estonian Youth Work Centre
MER	The Ministry of Education and Research
MoEAC	The Ministry of Economic Affairs and Communications
MSA	The Ministry of Social Affairs
NEET(s)	young people not in education, employment, or training
SIB	Social Insurance Board
SG	steering group
YAD	Youth Affairs Department
YEI	Youth Employment Initiative
YG	Youth Guarantee
YGAP	Youth Guarantee Action Plan

# REFERENCES

- Beilmann, M., et al. (2023), Participatory Policy Making with Young People in Tallinn. Policy Brief of the Pan-European research project Up-Lift, <https://uplift-youth.b-cdn.net/wp-content/uploads/2023/05/Tallinn-WP3-policy-brief-English.pdf>.
- Council of the European Union (2024), EMCO review of the implementation of the Youth Guarantee – Country-specific conclusions, <https://data.consilium.europa.eu/doc/document/ST-6831-2024-ADD-1/en/pdf>, and Key Messages, <https://data.consilium.europa.eu/doc/document/ST-6831-2024-INIT/en/pdf>.
- Council of the European Union (2020), Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee, [eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104\(01\)](eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104(01)).
- Council of the European Union (2013), Council Recommendation of 22 April 2013 on establishing a Youth Guarantee, [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013H0426\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013H0426(01)&from=EN).
- Erdoğan, E., Paabort, H. (2024). A More Youth-Centered Policy Development Perspective in NEET Policies, [https://www.researchgate.net/publication/378086786\\_A\\_More\\_Youth-Centered\\_Policy\\_Development\\_Perspective\\_in\\_NEET\\_Policies](https://www.researchgate.net/publication/378086786_A_More_Youth-Centered_Policy_Development_Perspective_in_NEET_Policies).
- European Commission, Employment, Social Affairs and Inclusion (2020), Youth Guarantee country by country. Estonia <https://ec.europa.eu/social/BlobServlet?docId=13636&langId=en>.
- European Commission (2018), The Youth Prop-Up Programme. Estonia. Available at: <https://ec.europa.eu/social/BlobServlet?docId=19651&langId=en>.
- European Union's Committee of the Regions (2022), Commission for Social Policy, Education, Employment, Research and Culture, The local implementation of the Reinforced Youth Guarantee, [https://www.researchgate.net/publication/366792047\\_The\\_local\\_implementation\\_of\\_the\\_Reinforced\\_Youth\\_Guarantee](https://www.researchgate.net/publication/366792047_The_local_implementation_of_the_Reinforced_Youth_Guarantee).
- Kaldur, K., et al., (2021), The Youth Guarantee Support System, <https://www.ibs.ee/en/publications/the-youth-guarantee-support-system-2/>.
- Paabort, H., & Beilmann, M. (2021). State-level agreed-upon factors contributing to more effective policymaking for public sector services for effective local-level work with NEETs, <https://doi.org/10.46841/RCV.2021.04.04>.
- Paabort, H. (2023), Case Study No 1.: Estonian Youth Guarantee Support System. In: Rural NEET Youth Network, Best practice interventions in Formal and Non-formal Education of Youth NEETs in Rural Areas Across Europe, p 17-30, <https://rnyobservatory.eu/web/wp-content/uploads/2023/03/REPORT-WG2-Best-practice-interventions-in-Formal-and-Non-formal-Education-of-Youth-NEETs-in-Rural-Areas-Across-Europe.pdf>.
- Paabort, H., Kõiv, K. (2022), Youth not in Education, Employment, or Training: practical reasons and support in Estonia. In: Bojnec, Š. & Petrescu, C. (eds.) Youth Policy. Best-practices with rural NEETs, p. 137-157, <https://rnyobservatory.eu/web/wp-content/uploads/2022/04/book-application-intervention-rural-neets.pdf>.
- Republic of Estonia, Education and Youth Board & Social Insurance Board (2021), 'Valdkondadeülene NEET-olukorras noorte toetamise ja teenuste koostöömudel kohalikele omavalitsustele' kohandatud ülevaade [A cross-sectoral cooperation model for supporting NEET youth and services for local

governments – adapted overview]. Available at: [https://harno.ee/sites/default/files/documents/2022-09/koostoomudeli\\_dokument\\_kovidele\\_11.01.2022.pdf](https://harno.ee/sites/default/files/documents/2022-09/koostoomudeli_dokument_kovidele_11.01.2022.pdf).

Republic of Estonia, Ministry of Economic Affairs and Communications (2023), Competences Framework, Main Tasks and In-Service Training Concept for a Youth Well-Being Specialist in the Youth Guarantee Support System.

Republic of Estonia, Ministry of Education and Research (2021), Education Strategy 2021-2035. Available in English at: [haridusvaldkonna\\_arengukava\\_2035\\_kinnitavad\\_vv\\_eng\\_0.pdf](https://haridusvaldkonna_arengukava_2035_kinnitavad_vv_eng_0.pdf).

Republic of Estonia, Ministry of Education and Research (2020), Youth Sector Development Plan 2021–2035, [https://www.hm.ee/sites/default/files/documents/2022-10/ee\\_youth\\_sector\\_development\\_plan\\_2021-2035\\_en\\_0.pdf](https://www.hm.ee/sites/default/files/documents/2022-10/ee_youth_sector_development_plan_2021-2035_en_0.pdf).

Republic of Estonia, Ministry of Social Affairs (2021), Estonian National Action Plan for Strengthening the Youth Guarantee 2022–2027, in Estonian <https://sm.ee/media/2324/download>, in English <https://www.mkm.ee/sites/default/files/documents/2025-05/Estonian%20National%20Youth%20Guarantee%20Action%20Plan%202022%E2%80%932027.pdf>

Republic of Estonia (2010), Youth Work Act. Amended version translated into English available at: <https://www.riigiteataja.ee/en/eli/ee/516102017001/consolide/current>.

Statistics Estonia (2023), Labour Force Survey, Youth employment and unemployment rate (15-29).

Taru, M. (2020), The Estonian Rejoinder to Youth Guarantee. In: Milana, M., et al., Europe's Lifelong Learning Markets, Governance and Policy: Using an Instruments Approach, [https://www.researchgate.net/publication/337780952\\_Europe's\\_Lifelong\\_Learning\\_Markets\\_Governance\\_and\\_Policy\\_Using\\_an\\_Instruments\\_Approach](https://www.researchgate.net/publication/337780952_Europe's_Lifelong_Learning_Markets_Governance_and_Policy_Using_an_Instruments_Approach).

## Web sources:

City of Tallin (2025), Tallin Youth Support Programme Hoog in. Available at: <https://www.tallinn.ee/et/hoogsisse>.

Estonian National Youth Council (2025), Webpage. Available at: <https://enl.ee/en/>.

European Commission (2025), Employment Committee. Available at [https://employment-social-affairs.ec.europa.eu/policies-and-activities/coordination-employment-and-social-policies/employment-committee\\_en](https://employment-social-affairs.ec.europa.eu/policies-and-activities/coordination-employment-and-social-policies/employment-committee_en).

European Commission (2025), The reinforced Youth Guarantee webpage. Available at: <https://ec.europa.eu/social/main.jsp?catId=1079&langId=en>.

European Commission (2023), Youth Wiki, Estonia, <https://national-policies.eacea.ec.europa.eu/youthwiki/chapters/estonia/10-youth-work>.

European Commission's European Social Fund Plus (2023), The Youth Prop-Up Programme. Available at: <https://european-social-fund-plus.ec.europa.eu/en/social-innovation-match/case-study/youth-prop-programme>.

Eurostat (2025a), Youth unemployment rate by country of birth. Available at [https://ec.europa.eu/eurostat/databrowser/view/YTHEMPL100\\_custom\\_2166586/bookmark/table?lang=en&bookmarkId=c36eaf6a-cbd1-4538-8cb9-4b135d1d3205](https://ec.europa.eu/eurostat/databrowser/view/YTHEMPL100_custom_2166586/bookmark/table?lang=en&bookmarkId=c36eaf6a-cbd1-4538-8cb9-4b135d1d3205).

Eurostat (2025b), Youth employment by educational attainment level. Available at <https://ec.europa.eu/eurostat/databrowser/view/ythempl010/default/table?lang=en>.



Eurostat (2025c), Youth unemployment by educational attainment level. Available at: [https://ec.europa.eu/eurostat/databrowser/view/yth\\_empl\\_090/default/table?lang=en&category=chldyth.yth\\_empl](https://ec.europa.eu/eurostat/databrowser/view/yth_empl_090/default/table?lang=en&category=chldyth.yth_empl).

Merkuur's Mobile Workshops, <https://www.mobileworkshops.eu/>.

Network of Estonian Non-profit Organisations, <https://www.heakodanik.ee/en/>.

OECD, Indicators: Youth not in employment, education or training (NEET). Available at <https://www.oecd.org/en/data/indicators/youth-not-in-employment-education-or-training-neet.html>.

Republic of Estonia, Education and Youth Board, <https://harno.ee/en>, and <https://digital-skills-jobs.europa.eu/en/organisations/education-and-youth-board-estonia-harno>.

Republic of Estonia, Ministry of Economic Affairs and Communications (2025), Youth employment webpage <https://www.mkm.ee/en/work-and-equal-opportunities/employment/youth-employment>.

Statistics Estonia, Webpage. Available at <https://www.stat.ee/en>.