

Governance and outreach approach: The Story of Estonia

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Lisbon

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Estonia



REPUBLIC OF ESTONIA
MINISTRY OF ECONOMIC AFFAIRS
AND COMMUNICATIONS



Co-funded by
the European Union



Investing
in your future

- **Teacher/ youth worker (1997-2003)**
- **Adviser of ESF projects (2003-2006)**
- **Executive director of Association of Estonian Open Youth Centre (2006-2018)**
- **Programme manager of measure Prop-Up under the Youth Guarantee (2015-2021)**
- **Social Insurance Board, adviser of Youth Guarantee (2022)**
- **Ministry of Economic Affairs and Communications, youth guarantee coordinator/ employment adviser (2023-...)**

**NEET *versus*
YET**

**RATIONAL
versus CO-
CREATION**

**SECTOR *versus*
ECOSYSTEM**

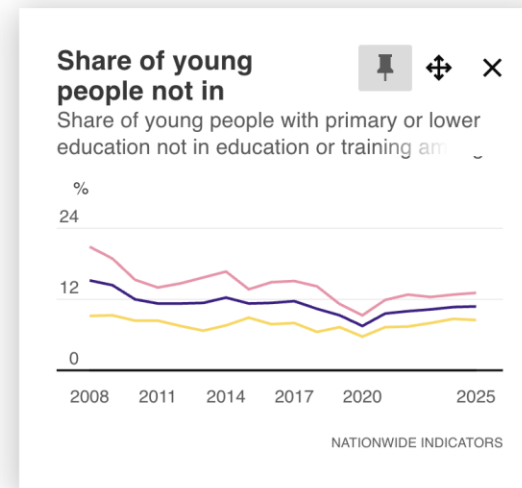
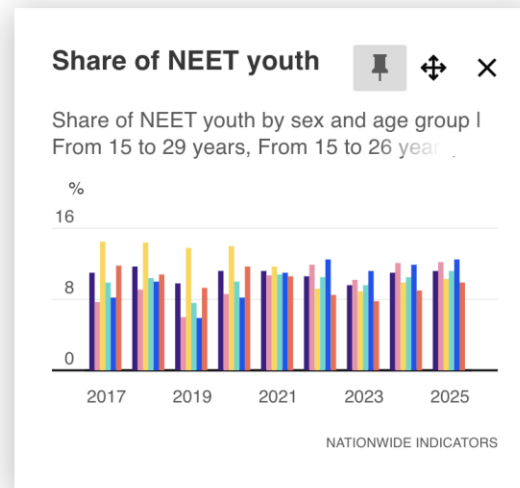
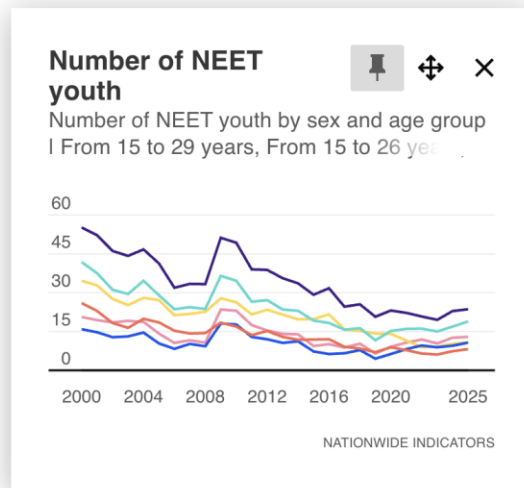
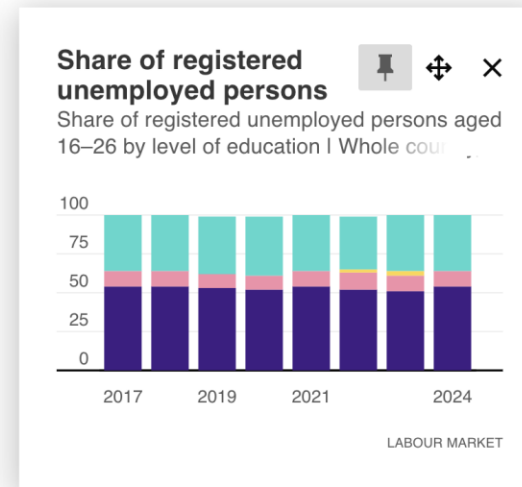
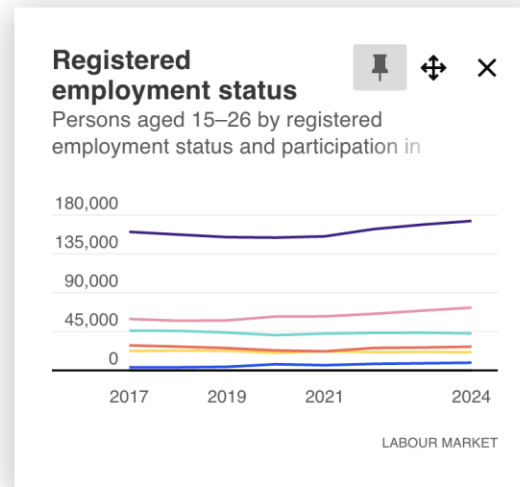
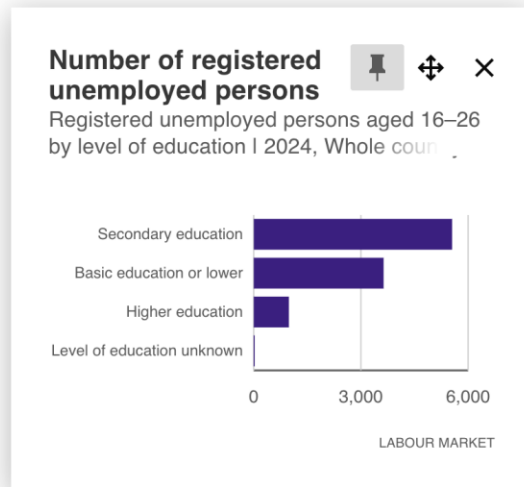




LESSON 1: NEET *versus* YET

Lack of shared **problem understanding** *(nature of youth)*
and coordination reduces effectiveness of support

Youth Monitoring Dashboards



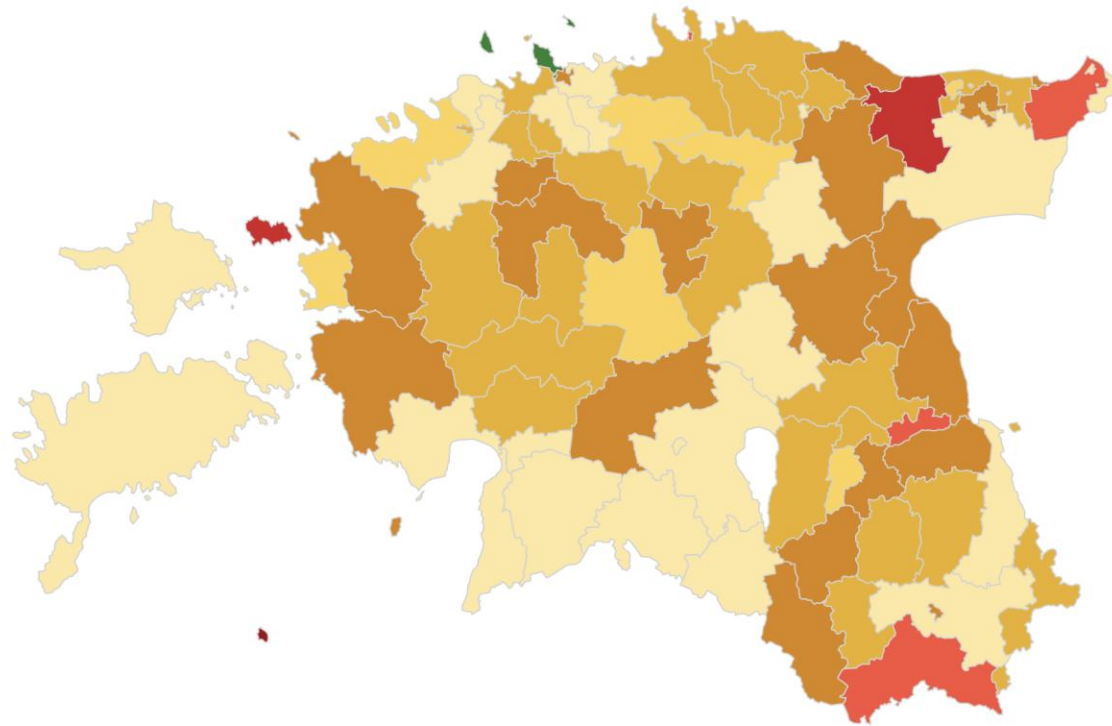
<https://juhtimislauad.stat.ee/en/youth-monitoring-6/whole-country-1>

Services Monitoring Dashboards

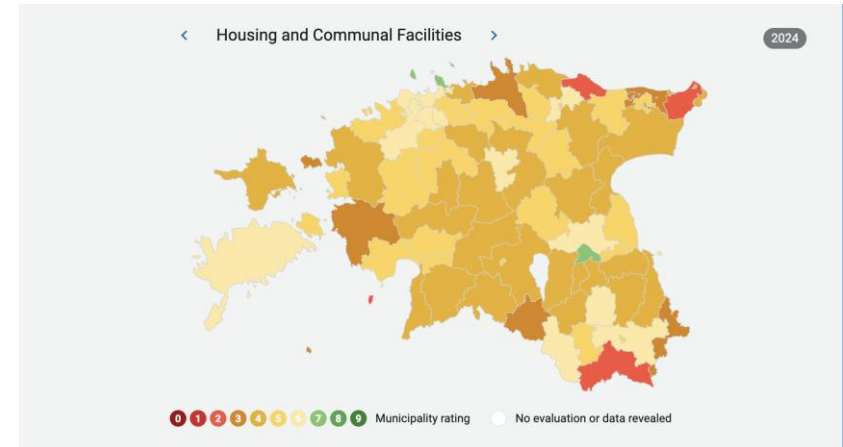
Subject matter: **Education** > **Youth work** ▼

Year: **2024** ▼ Region: **Whole of Estonia** ▼ Dispersion: **All** ▼

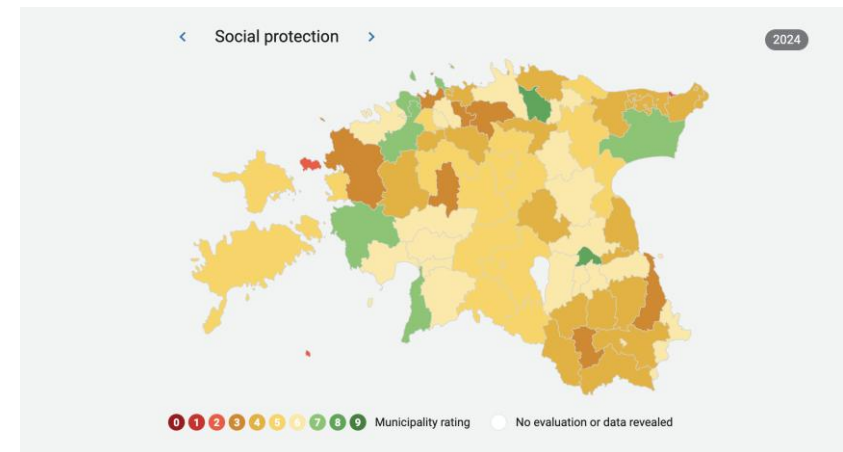
Population: **All** ▼ Wealth Group: **All** ▼ [Download the image](#) ↓



0 1 2 3 4 5 6 7 8 9 Level of fulfillment of the criterion ? No evaluation or data revealed



0 1 2 3 4 5 6 7 8 9 Municipality rating No evaluation or data revealed



0 1 2 3 4 5 6 7 8 9 Municipality rating No evaluation or data revealed

<https://minuomavalitsus.ee/en>

Y-telg

Näitaja tüüp
 Absoluutarv Suhtarv

Näitaja (tuhat)
 NEET-noored (tuhat)

Arv Muutus (tuhat) Muutus (%)

X-telg
 Kvartal

Vanus 15 29 89

Aastad 2018 2025

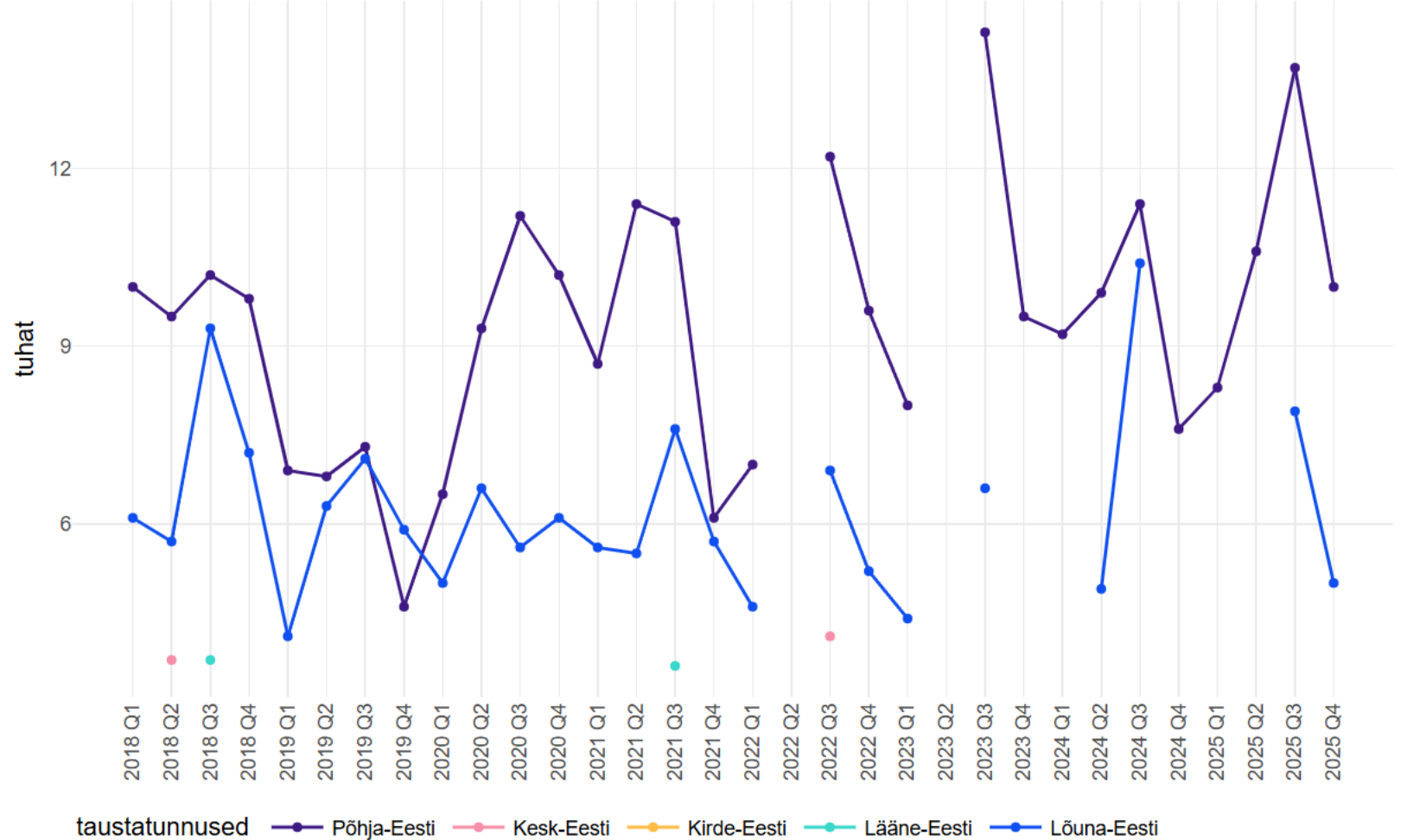
Kvartalid
 I II III IV

Tausttunnused
 piirkond

Tühista tausttunnuste valikud

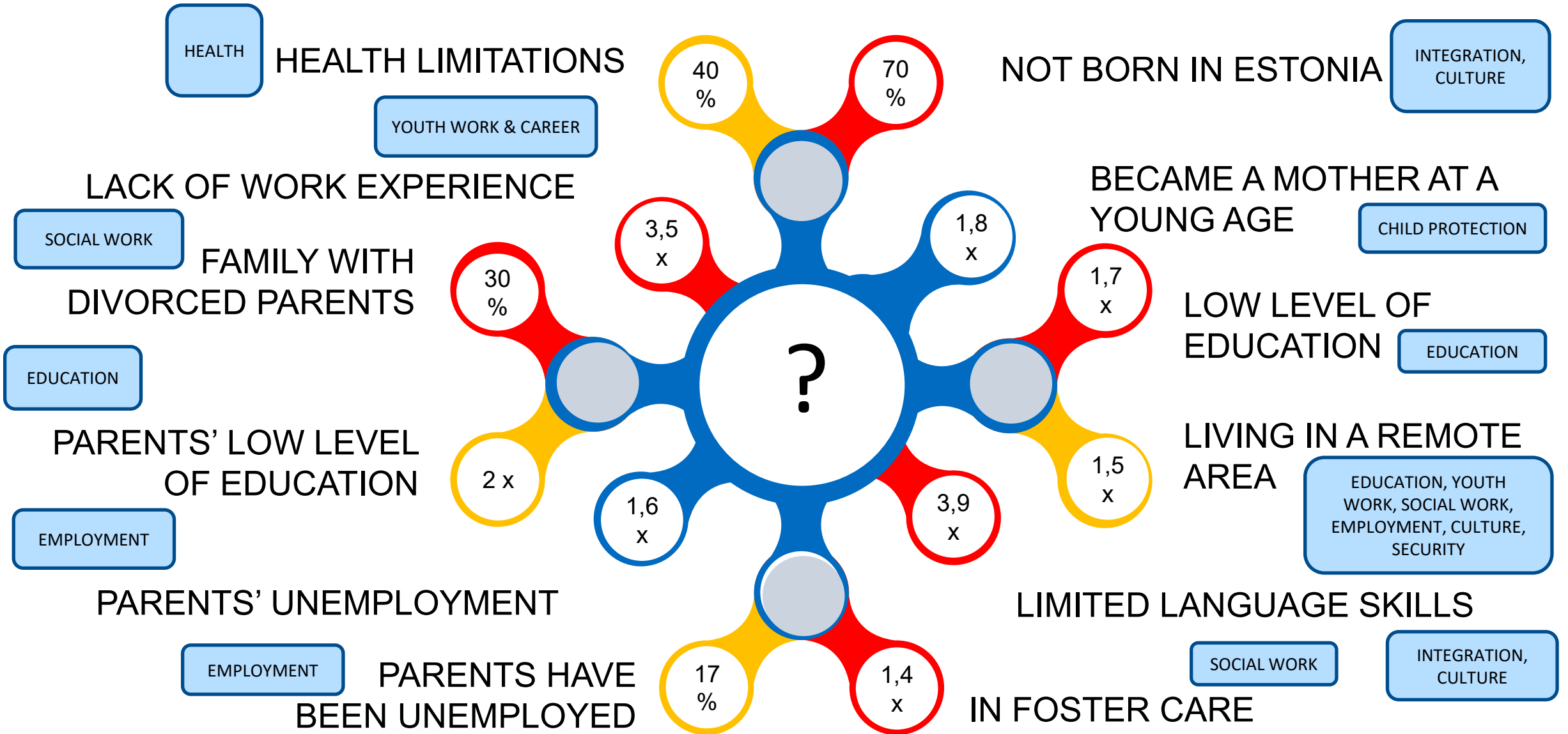
NEET-noored (tuhat)
 15–29-aastased; tausttunnused: piirkond

Allikas: statistikaamet

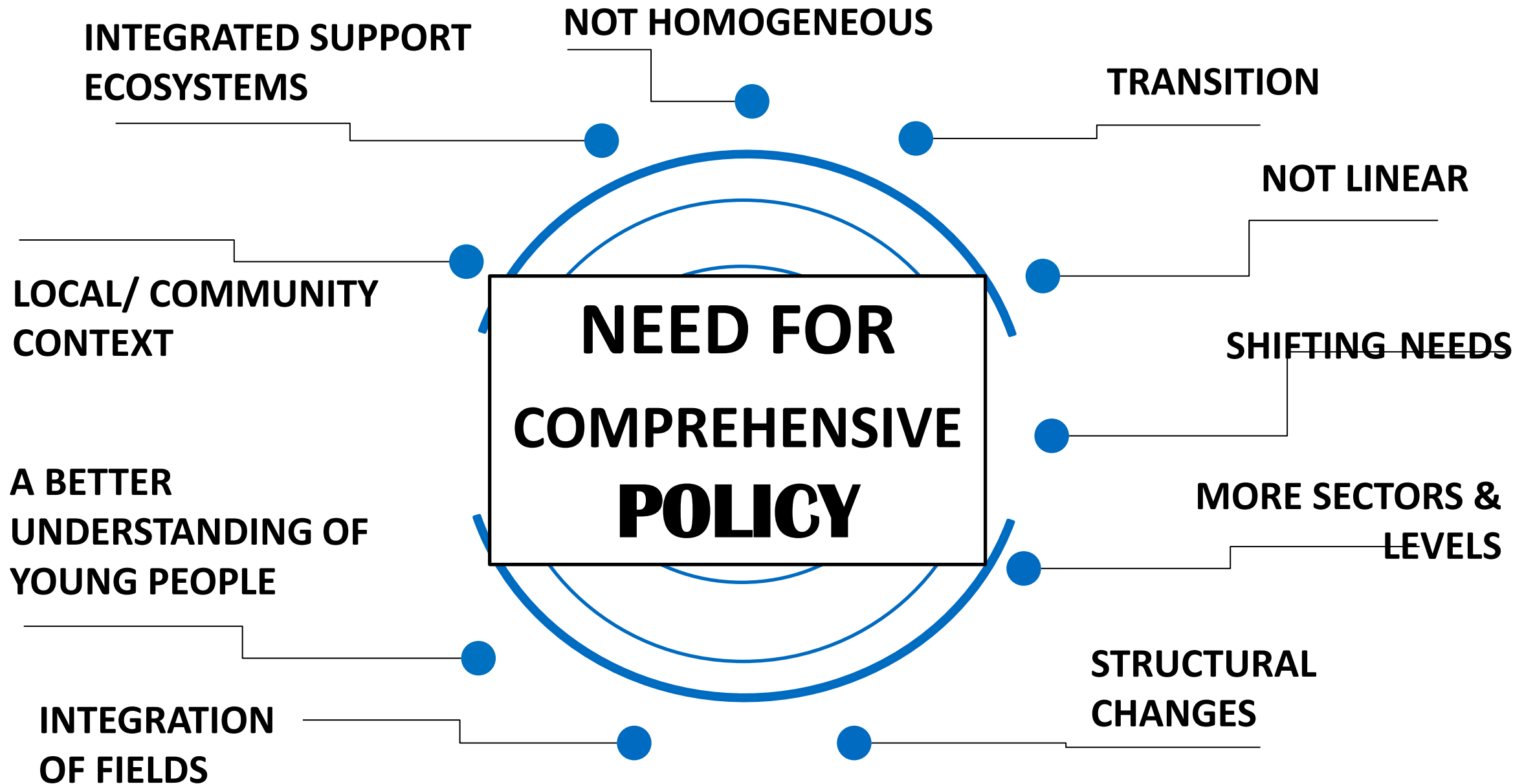


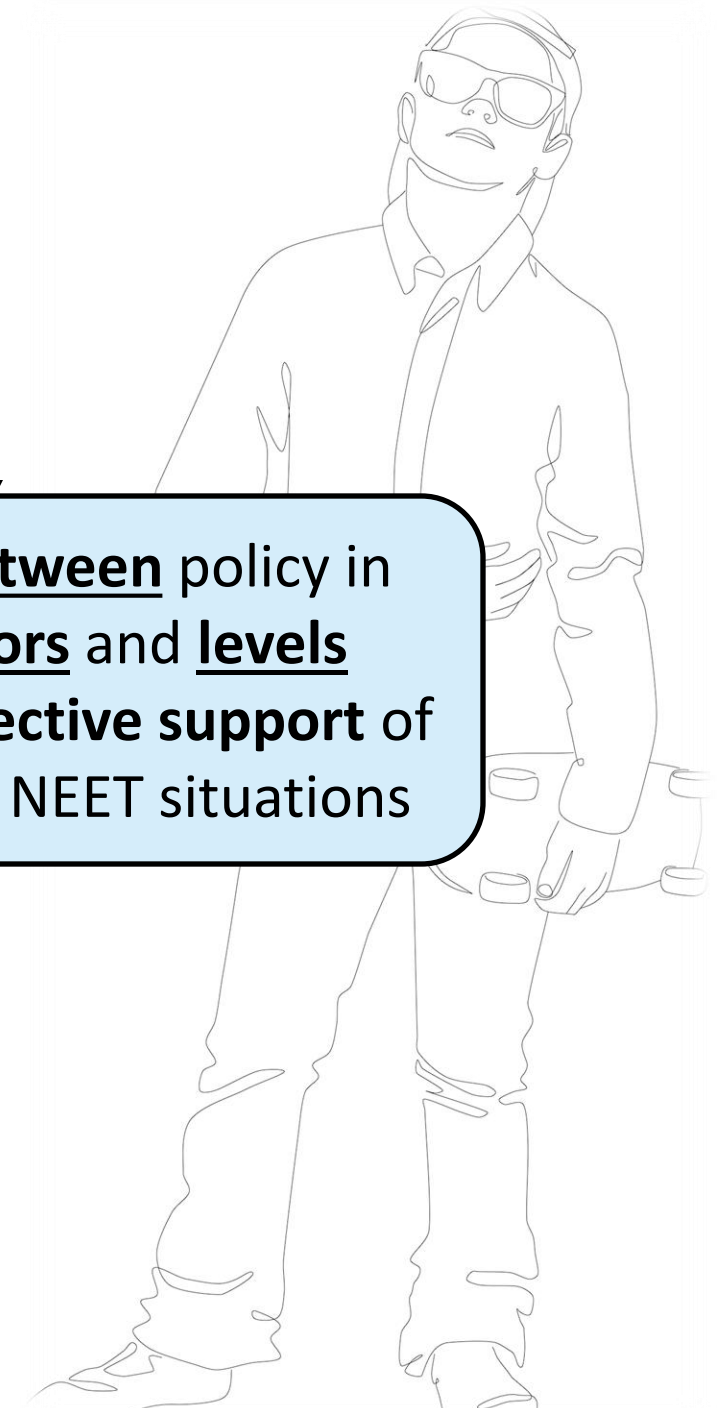
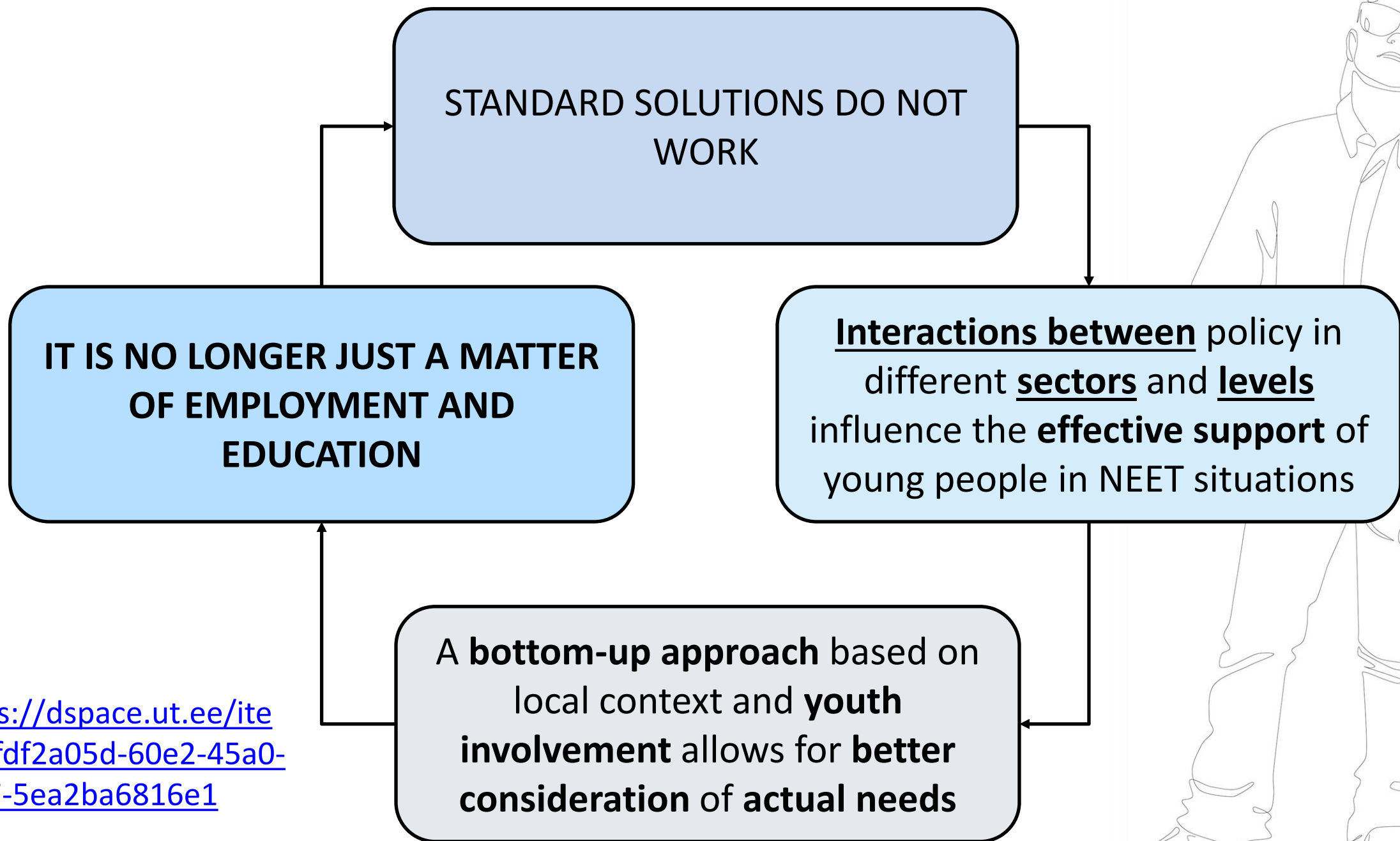
RISK FACTORS

PROTECTIVE FACTORS



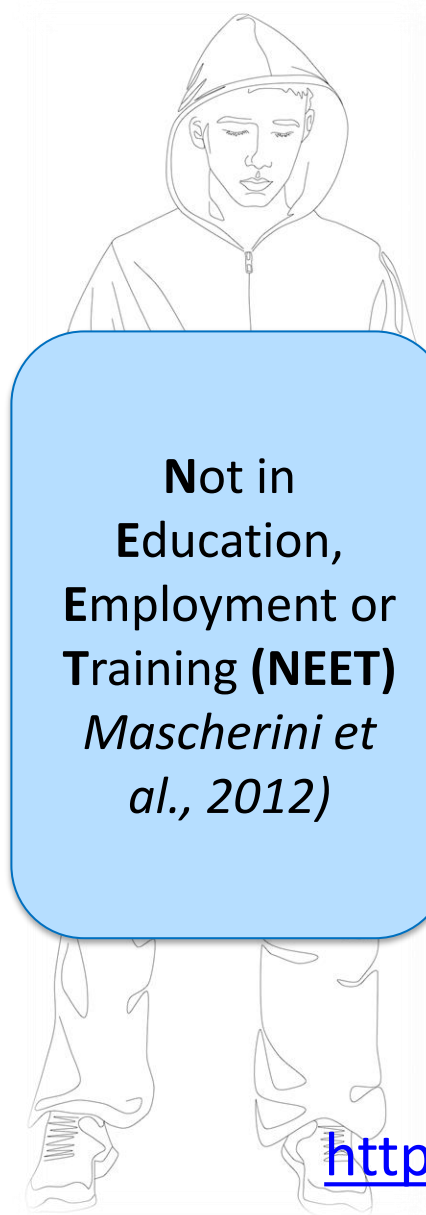
What we know?





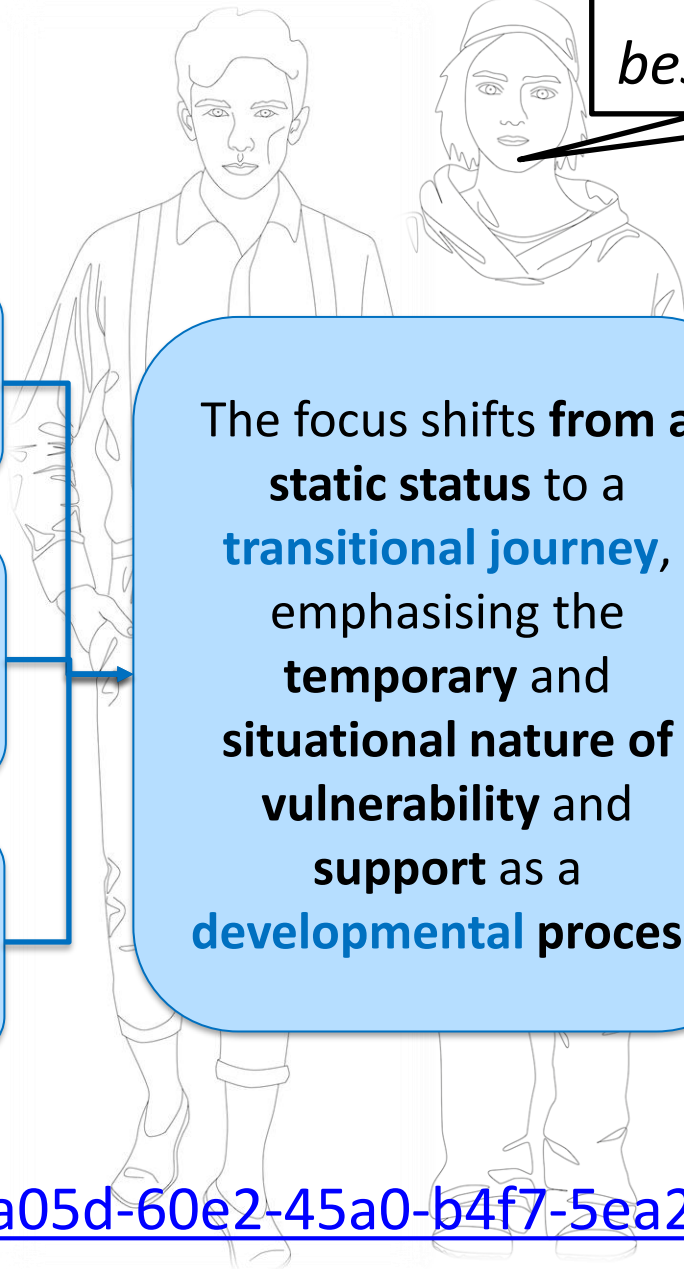
<https://dspace.ut.ee/items/fdf2a05d-60e2-45a0-b4f7-5ea2ba6816e1>

"I always made the best choices to survive"



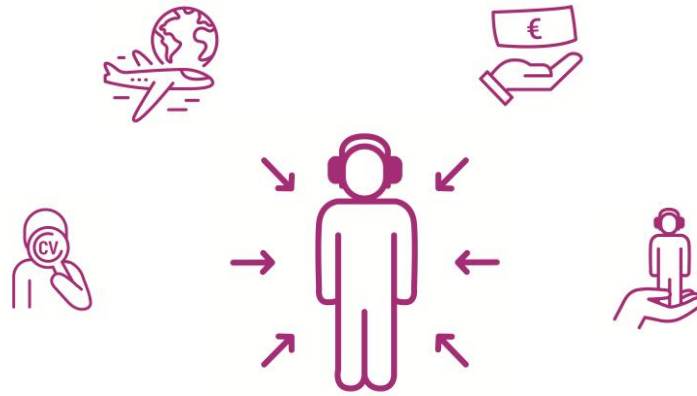
Not in Education, Employment or Training (NEET)
Mascherini et al., 2012)

- Broader** than the economic indicator
- Focuses** who they are
- Focuses** on the young person's **potential and recovery**



The focus shifts **from a static status** to a **transitional journey**, emphasising the **temporary** and **situational nature of vulnerability** and **support** as a **developmental process**

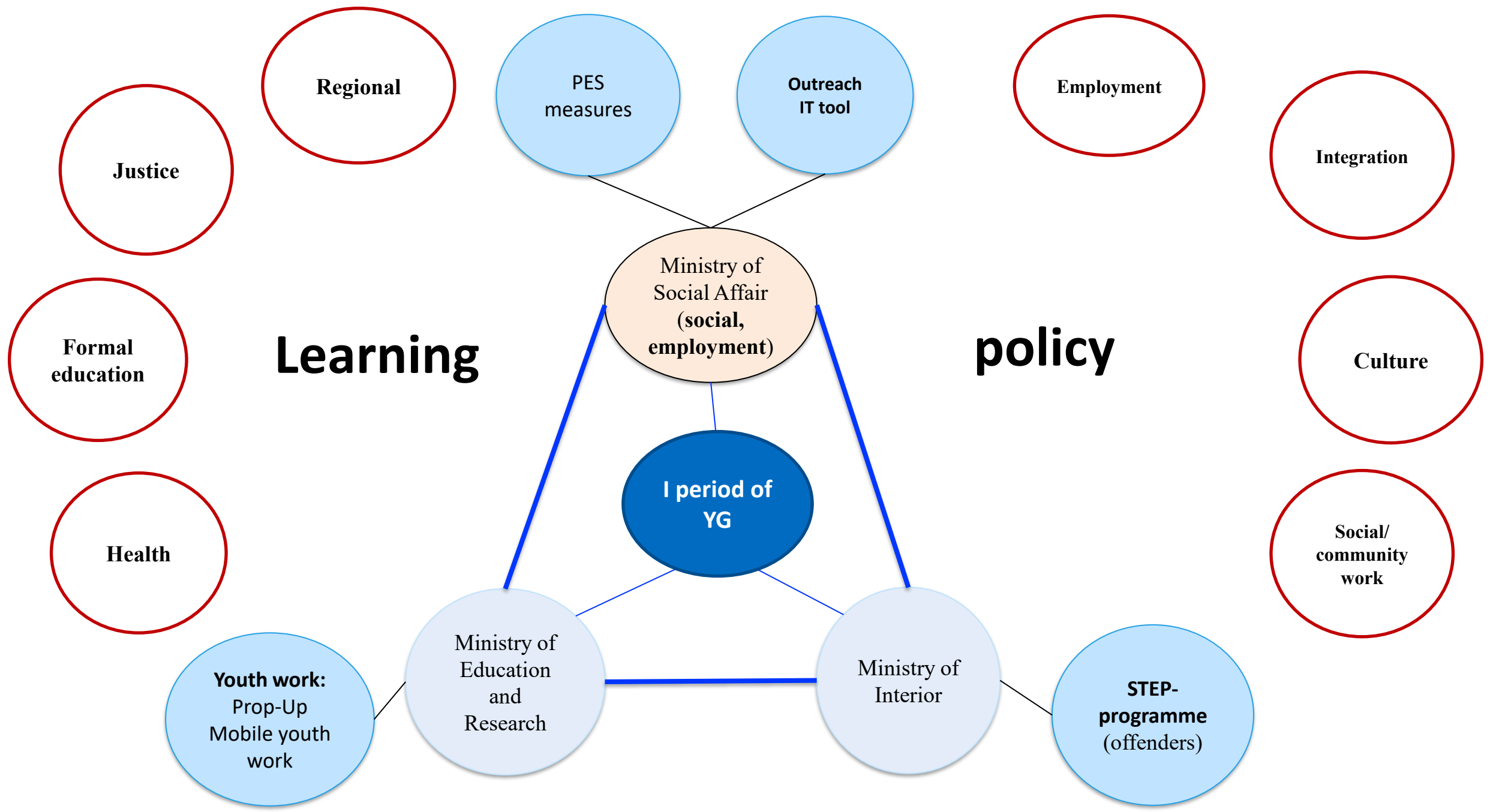
Young person in **E**ducation or Employment **T**ransitions **(YET)**

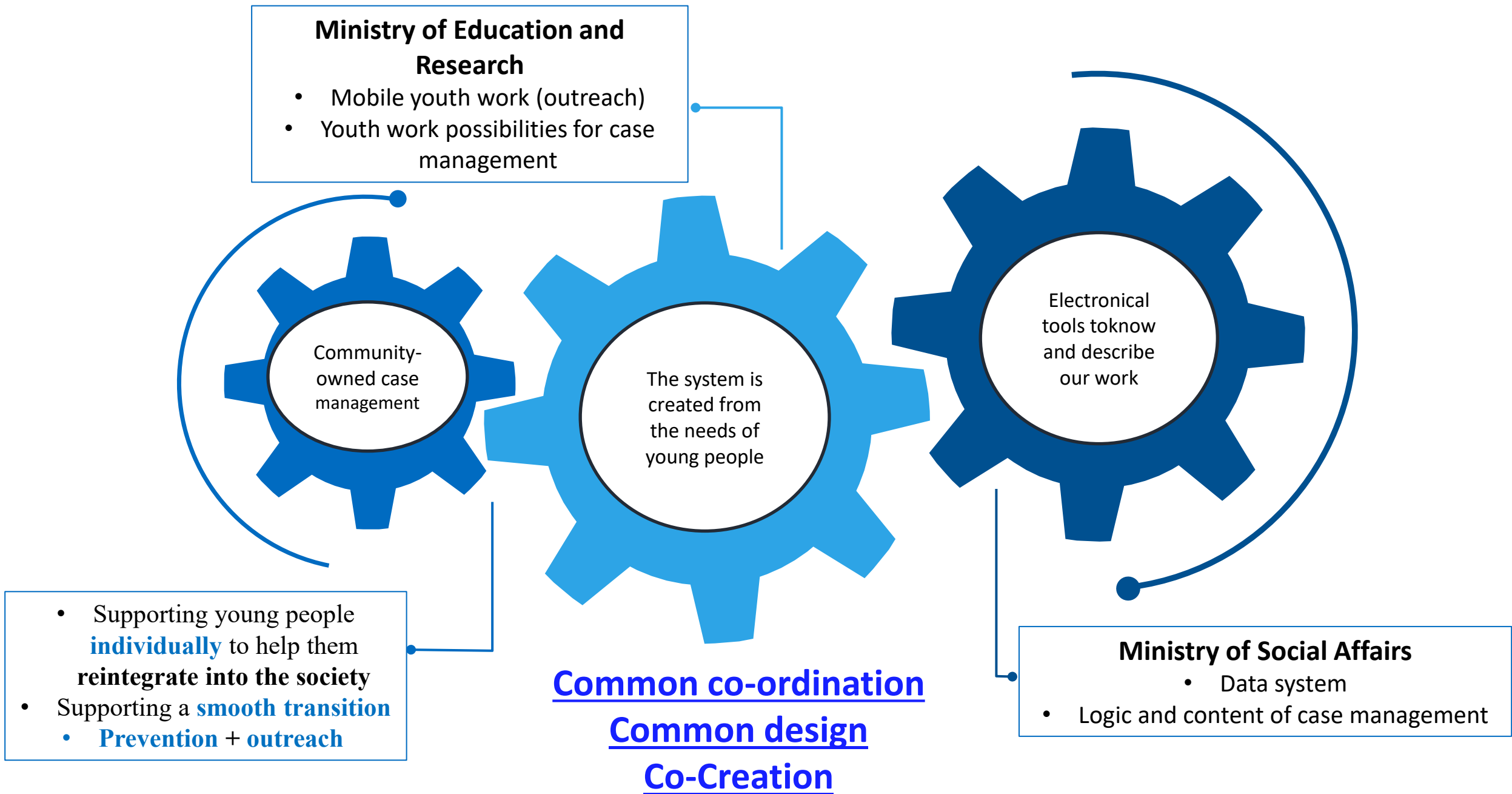


LESSON 2: RATIONAL *versus* CO-CREATION

**Collaboration and integrated approaches
improve accessibility and quality of support**

(outreach, regional availability, reducing stigma, suitable solutions)

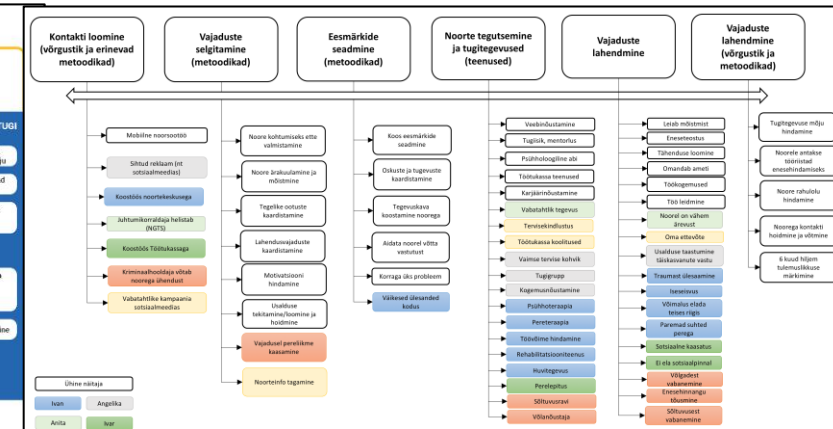
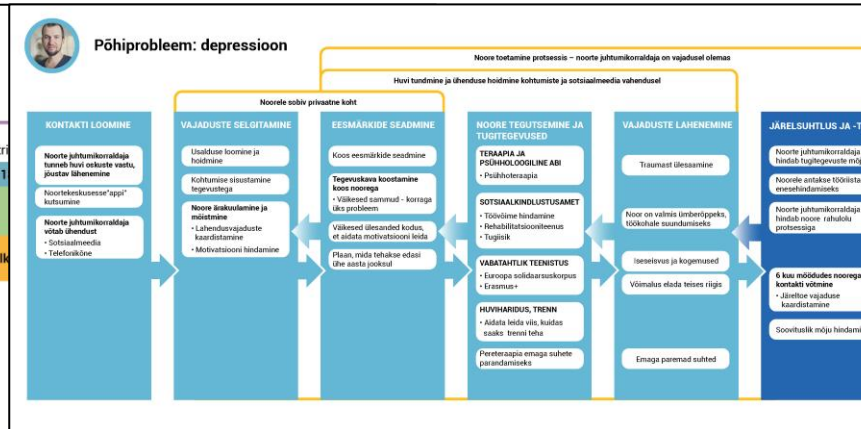
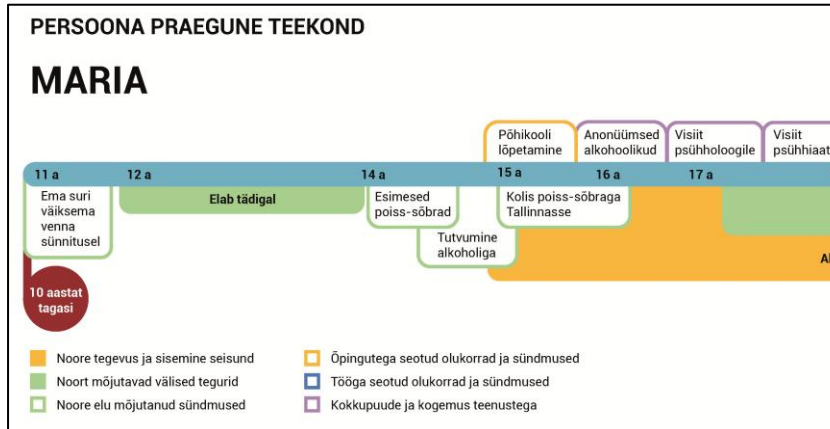
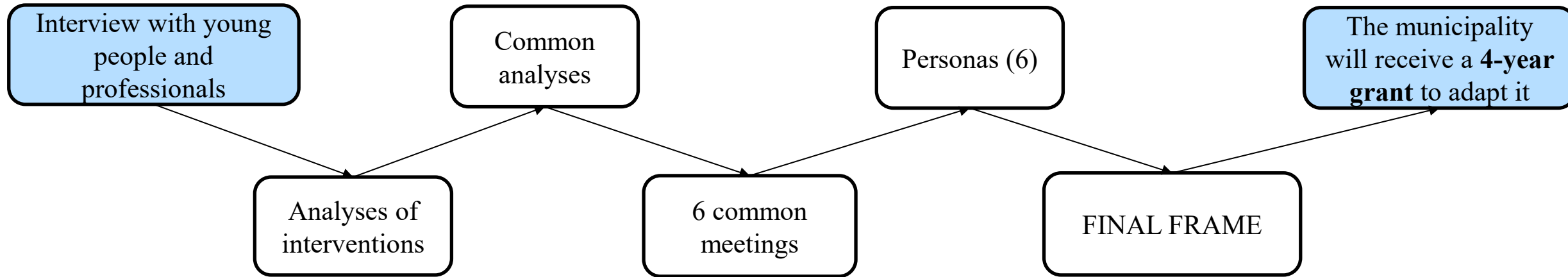




- Supporting young people **individually** to help them **reintegrate into the society**
- Supporting a **smooth transition**
 - **Prevention + outreach**

Common design

https://sotsiaalkindlustusamet.ee/sites/default/files/documents/2023-02/Koost%C3%B6%C3%B6mudel%20KOVidele_0.pdf



Mapping young person's background and previous support (age, education, needs, previous support)

Possible support solution for young people (contact, needs, aims, actions, monitoring)

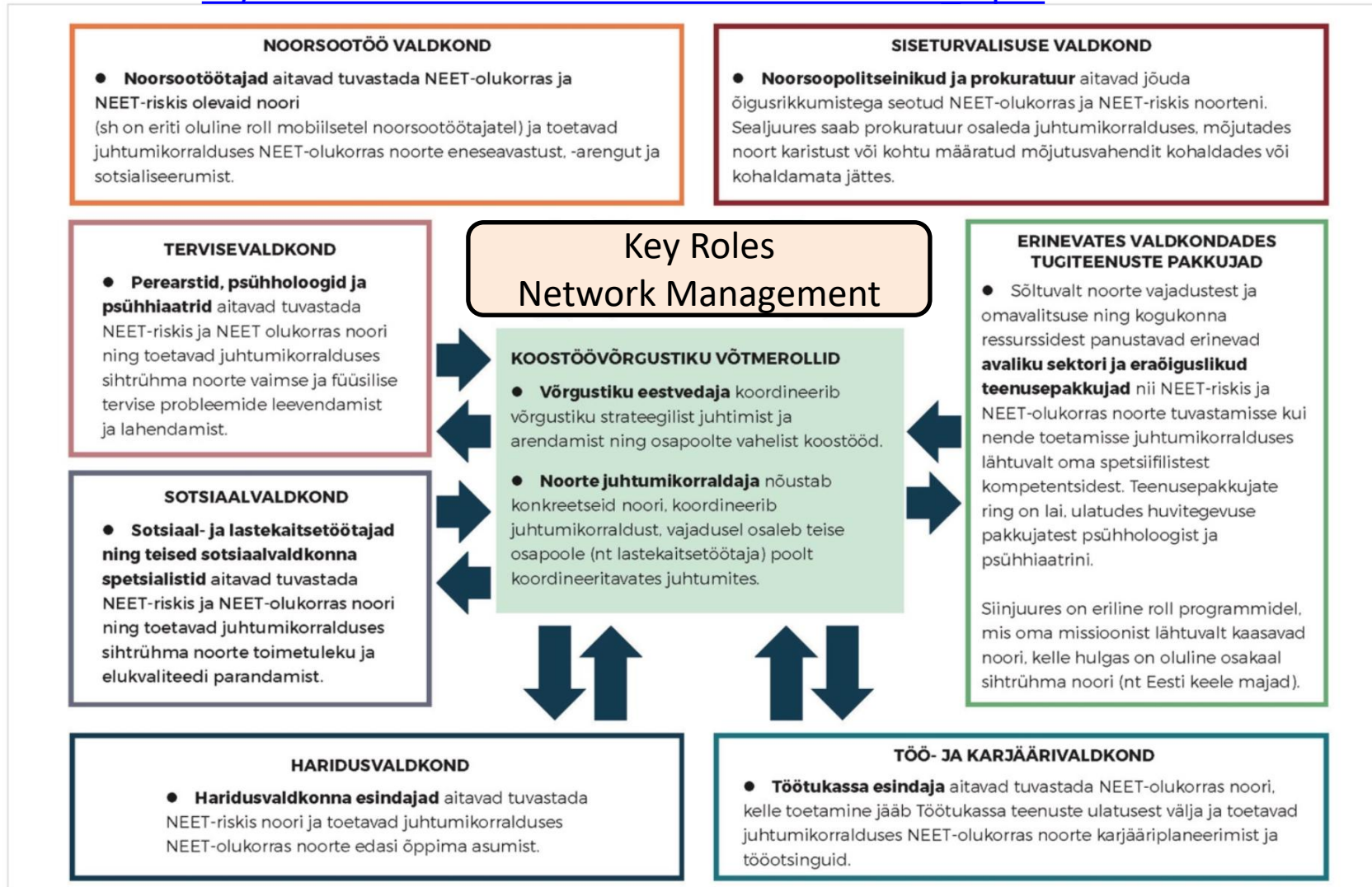
Preparedness of the municipality (6 different personas)

Youth

Health

Social

Education



Security
Justice

NGOs etc

Empoyment
Career

Logic of Youth Guarantee
Estonian Action plan
2023-2027

Ministry of Economic Affairs
and Communications

Ministry of Education and Research

Cross-sectoral and common co-ordination

INTEGRATED
APPROACH

Systematic and
cross-sectoral
reach of young
people and
smooth youth-
centered
support.

MAPPING

The Youth Guarantee Support System

Youth
monitoring

General
statistics

Other
databases

PREVENTION

Opportunities of youth
work

Education Support
systems

Taking into account the
experience of the labor
market and youth work
in formal education

Career services (PES)

Drop-out prevention

OUTREACH

Mobile Youth
Work

Joint
communication

Youth Info

LOCAL / REGIONAL /
NATIONAL SUPPORT
OPTIONS

Youth work

Social work

Work and career

Cultural field

Area of internal security

Field of Education

Health

Support providers in
various fields

Framework:

https://sotsiaalkindlustusamet.ee/sites/default/files/documents/2023-02/Koost%C3%B6%C3%B6mudel%20KOVidele_0.pdf

Context: <https://www.mkm.ee/en/work-and-equal-opportunities/employment/youth-employment>

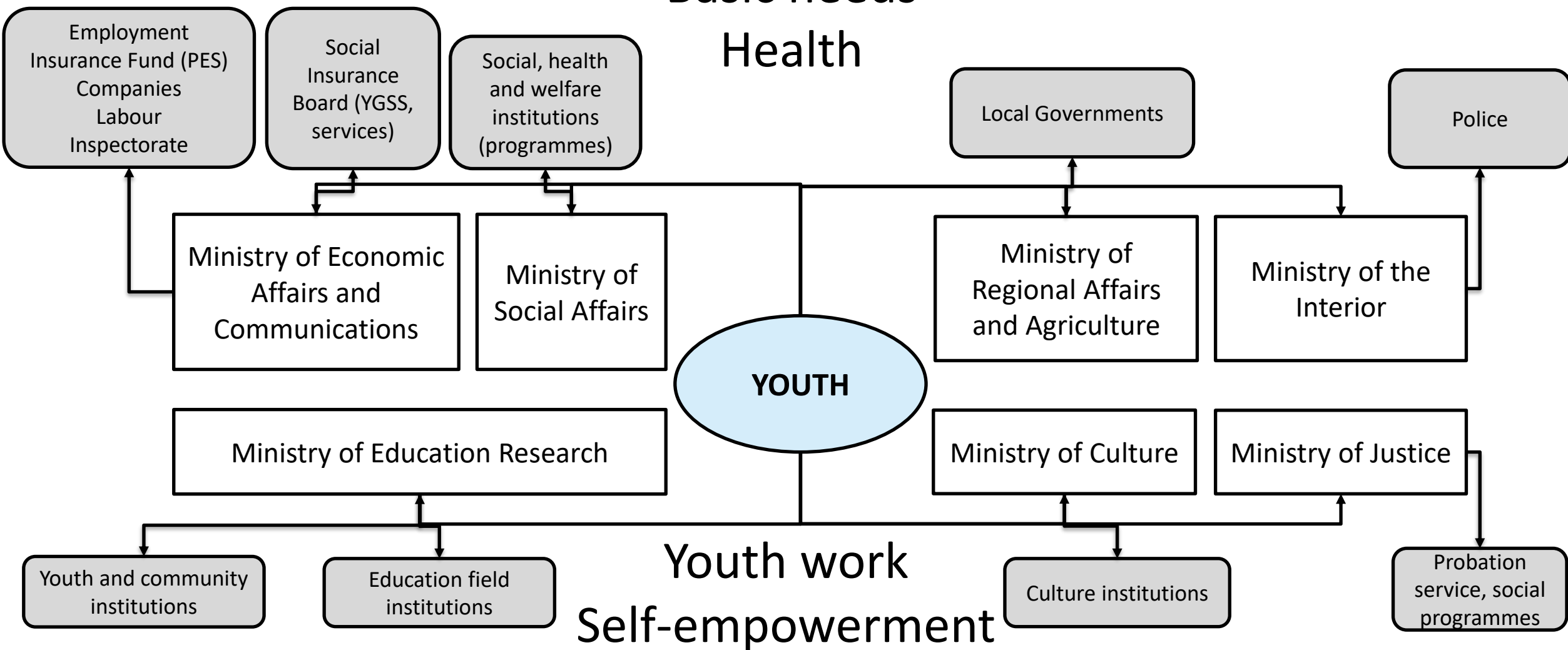
Youth Guarantee Steering Group

Work

Security

Basic needs

Health

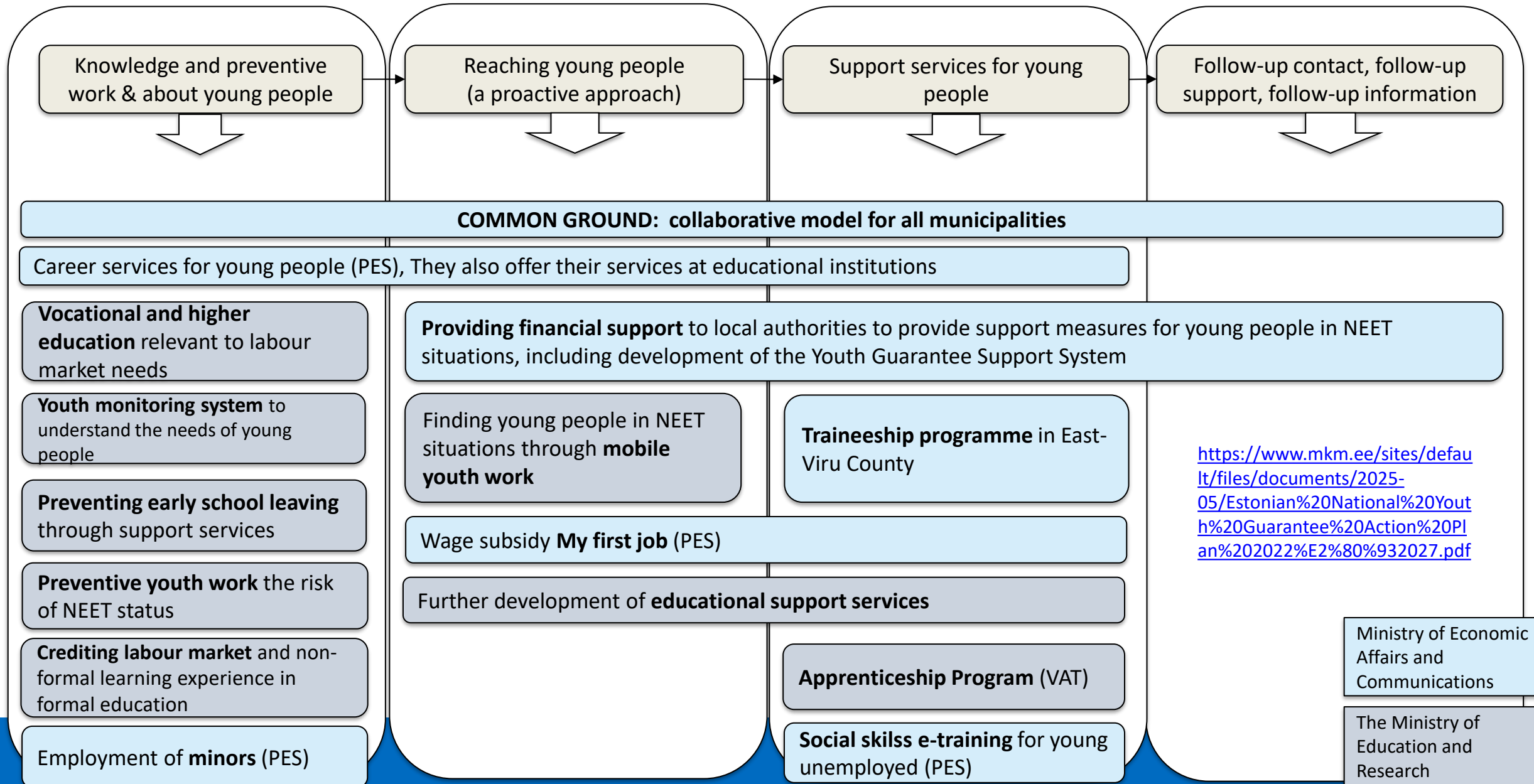


Education

Youth work
Self-empowerment

Justice

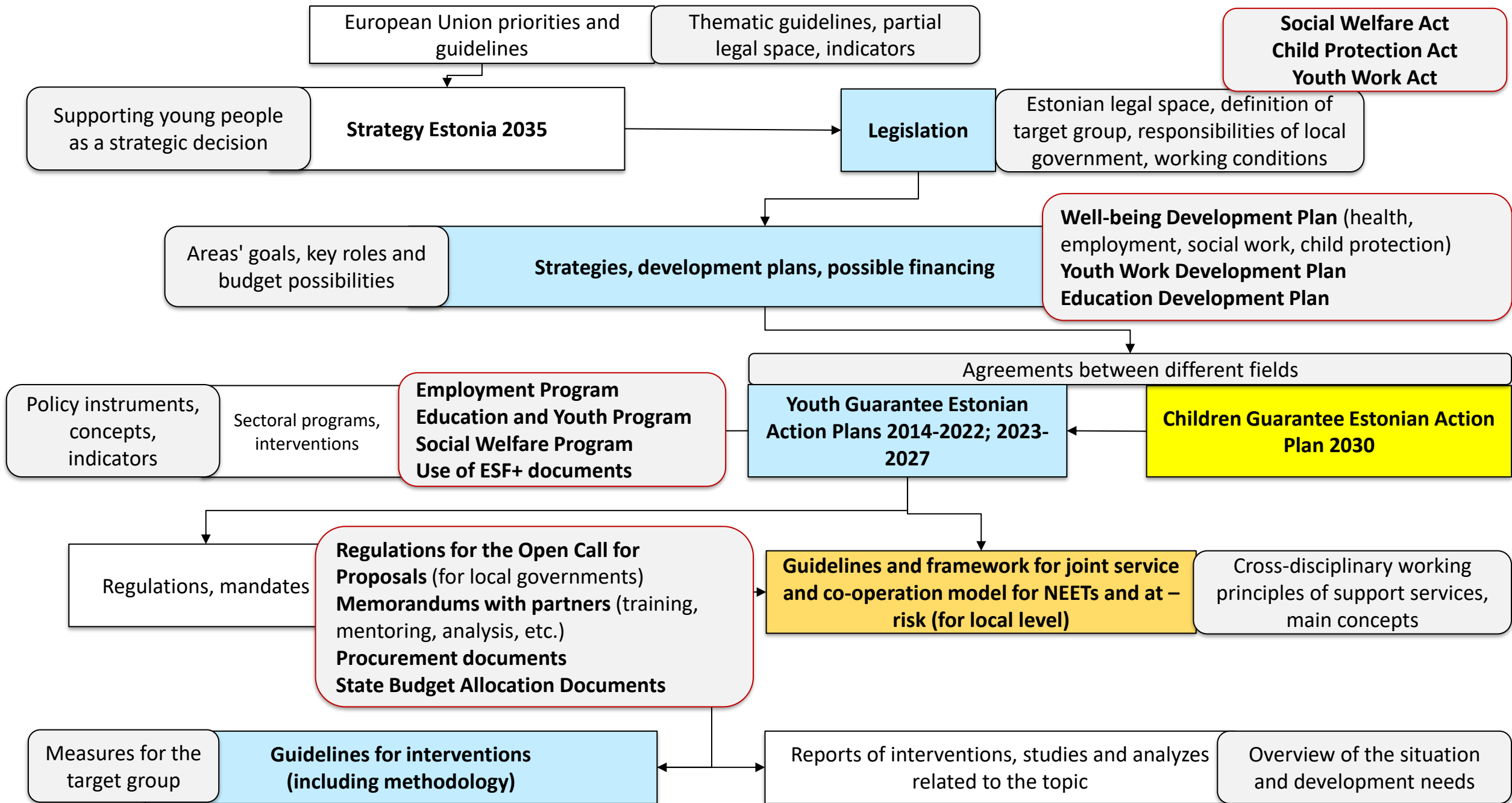
Main measures and roles of Youth Guarantee Estonian Action plan 2023-2027: What needs to be resolved?



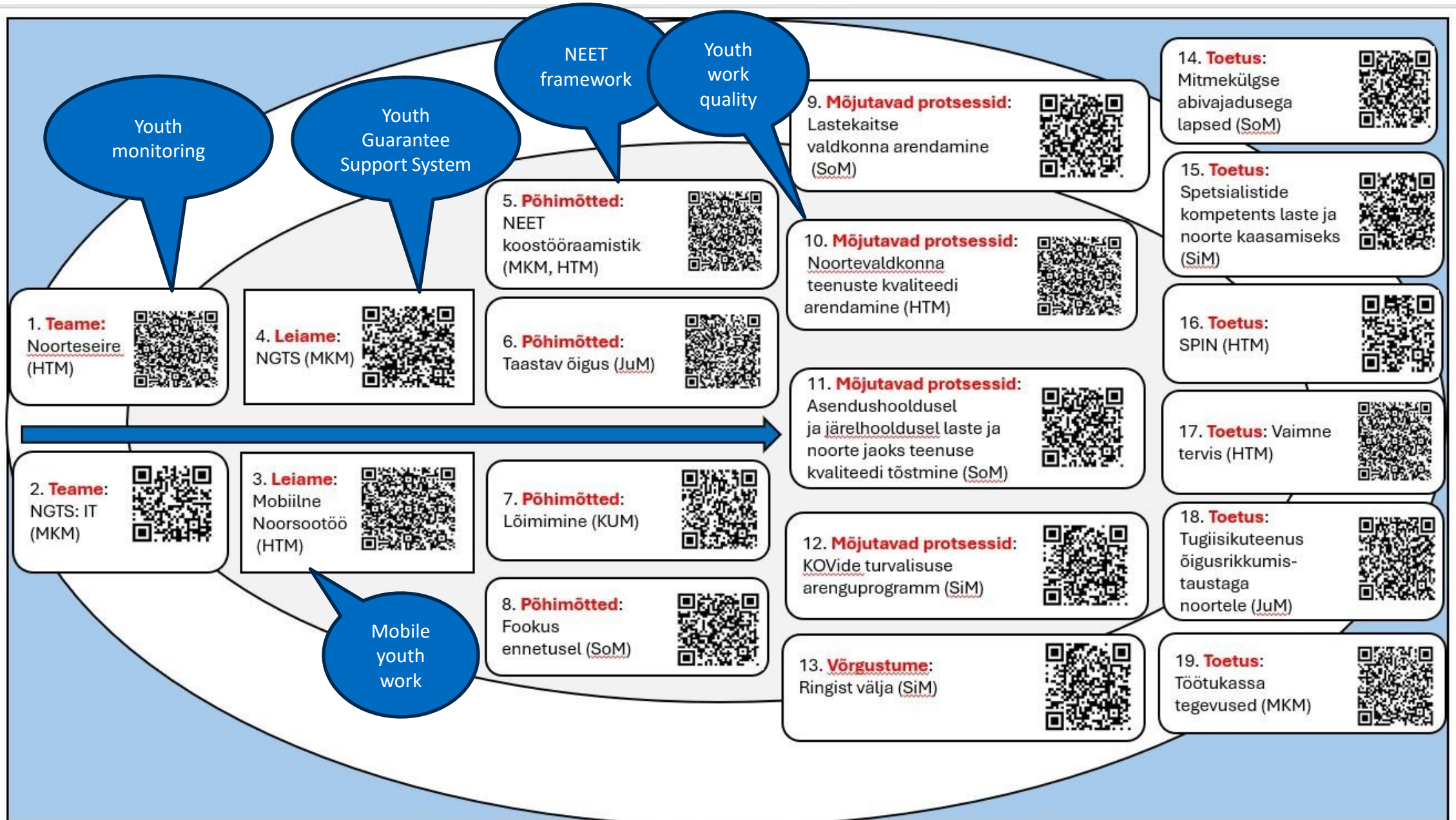


LESSON 3: SECTOR *versus* ECOSYSTEM

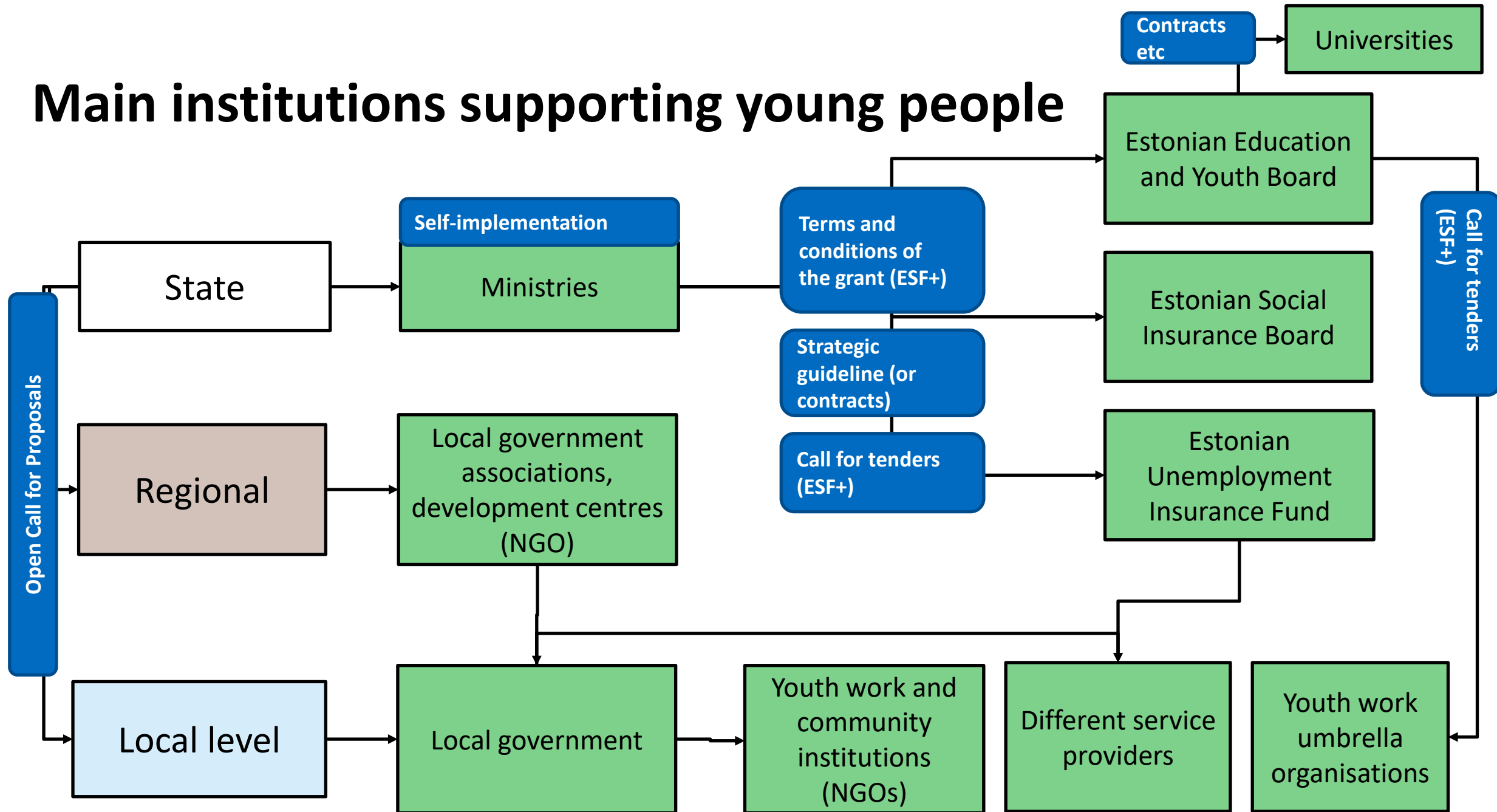
The **state legal framework** that enables **cross-sectoral cooperation** (*education, youth work, social work, culture, employment, internal security, integration, and healthcare*)



Administrative orders related to youth support



Main institutions supporting young people





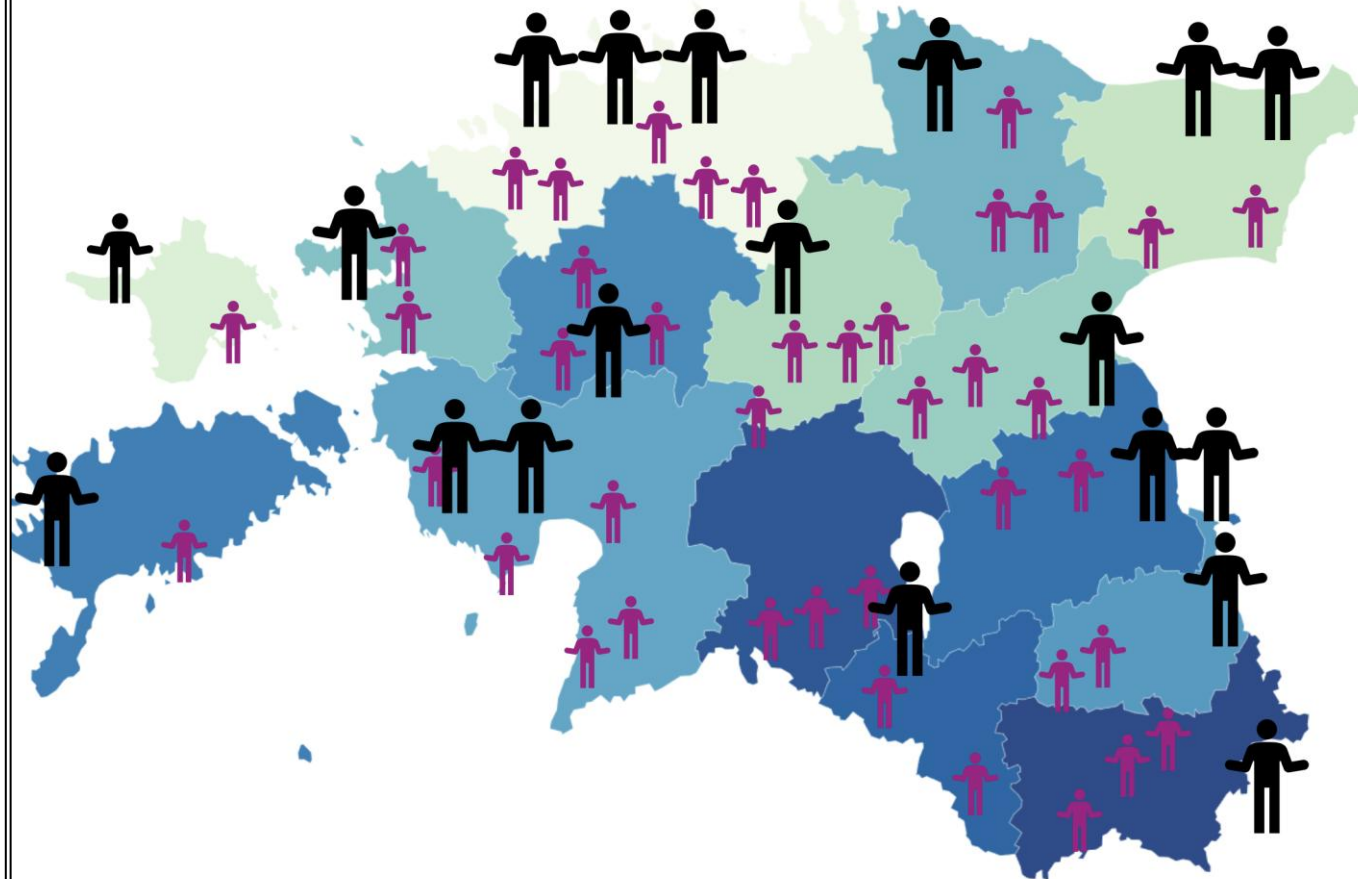
LESSON 4: PARTICIPATION *versus* LONG TERM

By focusing policies primarily on living situations that enhance well-being and **reduce vulnerability**, it enables young people to manage better in the **long term**

Outreach co-operation (open call)

Joint cross-sectoral action aimed at enhancing the employability of unemployed young people aged 16–29 and helping them find work or integrate into the education system, while also targeting their parents and support networks, and activities that support preventive work targeting children and young people aged 13 and older.

SCOPE: 73 local governments, 13 million



LEARNING POLICY:

This approach allows for implementation to be viewed on the principle that it does not unfold in the same way in every context, but rather creates space for new solutions

90 youth welfare specialists + 20 thematic local policy makers

YOUTH GUARANTEE SUPPORT SYSTEM

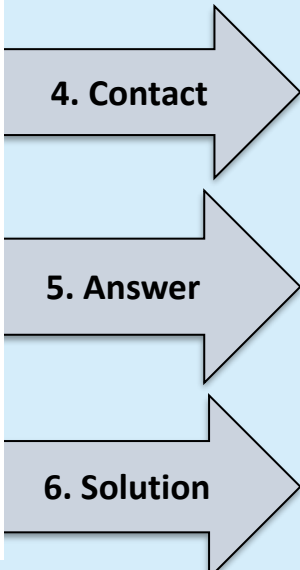
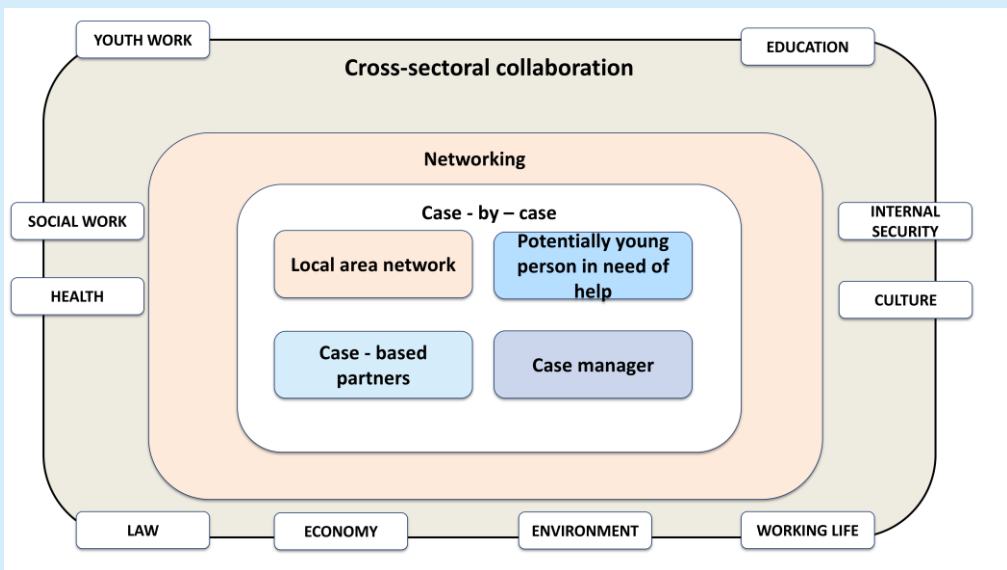
IT solution about data from national registers in order to identify potential 16-26 year old NEETs in municipality level

Case management guide for contacting target group and offering suitable help

3. List, contact information

A person who is 16-26 years of age who complies with all the following conditions may need assistance:

- 1) who does **not study**;
- 2) who does **not work**;
- 3) who is **not registered as unemployed**;
- 4) who has **not been established** to have no **work ability** or a **loss of capacity of work** of over 80 per cent;
- 5) who does **not receive employment support service**;
- 6) who is **not active in entrepreneurship**;
- 7) who does **not receive benefits for raising a child** who is **younger than one and a half years**;
- 8) who **is not imprisoned** or in custody pending trial;
- 9) who **is not engaged in alternative service or military service**.

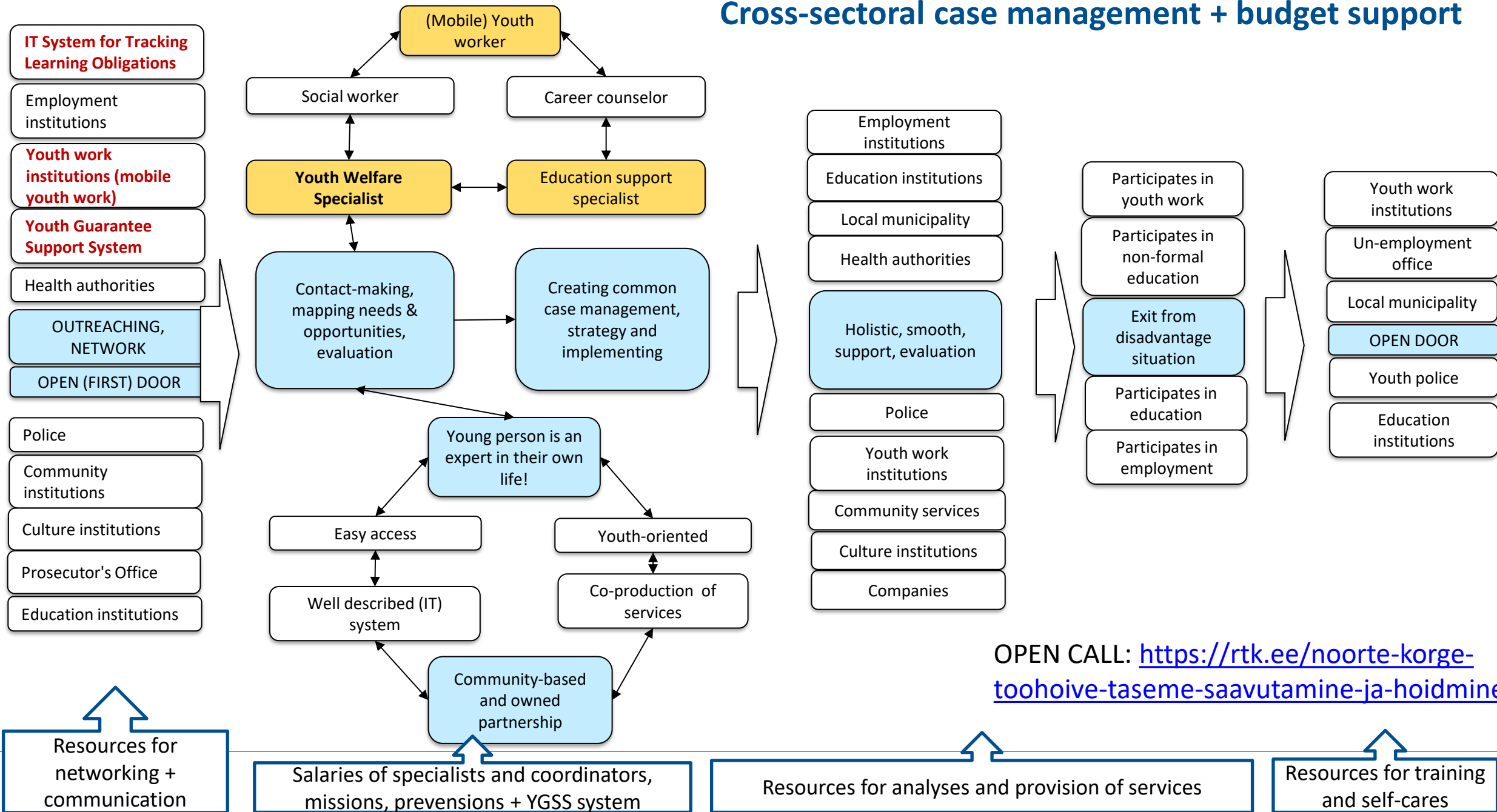


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Municipality (2 times per year)



Cross-sectoral case management + budget support

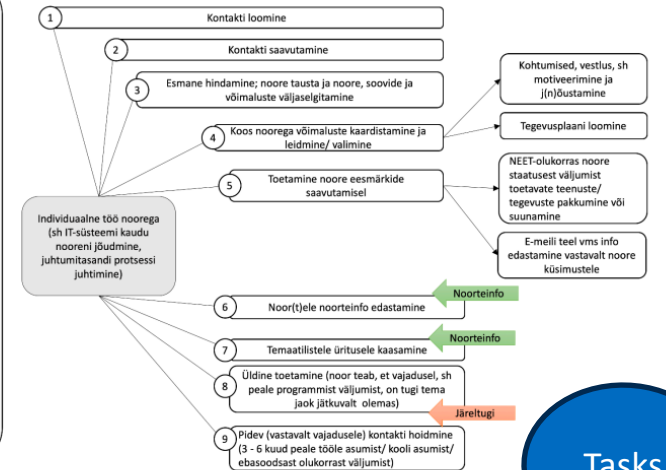
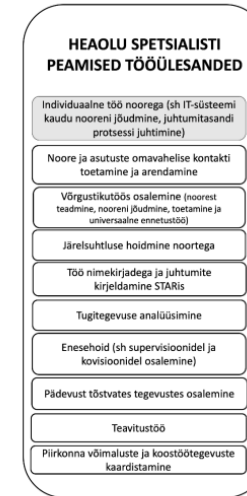


OPEN CALL: <https://rtk.ee/noorte-korge-toohoive-taseme-saavutamine-ja-hoidmine>

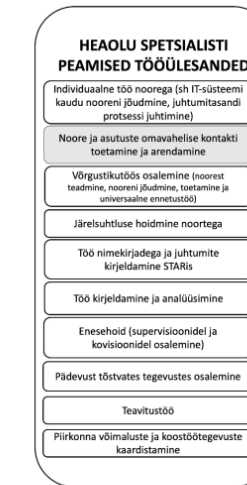
Competency Framework for Youth Welfare Specialists

ALUSVAJADUS	KONTEKST	ALUSPÕHIMÕTTED	HOIAKUD	KÄITUMINE	VAJALIKUD TEADMISED	VAJALIKUD OSKUSED	ÜLESANDED
On oluline, et noorte heaolu spetsialistid saavad tegutseda selle nimel, et iga noor saab oma sotsiaalselt, hariduslikult, majanduslikult, kultuurilist või terviseks olukorda arvestades iseseisvalt hakkama ja saavad end maksimaalselt teostada	Uus avalik valitsemine	Tajutavad vajadused Noore valmisolek Austav ja jõustav Noore vaba tahe Noor kui tervik	Eelarvamustevaba Empaatiline Usaldav Austav ja hooliv Noortekeskne	Noore eeskujuks Vastutustundlik Usaldab ja usaldatav Julgustab Tunnustab	Individaalne, grupi- ja kogukonnatöö Mitmekultuuris ja kultuuridevahelises Psüühilised protsessid Käitumisökonomika Positiivne psühholoogia	Suhtlemine Individaalse, grupi- ja kogukonnatöö erinevad meetodid Inimeste juhtimine Kontaktide loomine Jõustamine, nõustamine ja juhendamine	Individaalne töö noorega (sh nooreni jõudmine, juhtumitasandi protsessi juhtimine) Noore ja asutuste omavahelise kontakti toetamine ja arendamine
	Inimeskesne	Noore ärakuulamine Võimaldatakse erisusi Paindlikud teekonnad Noore autonoomsus	Kaasav Hinnangutevaba Pingulust toetav ja tunnustav Humaanne Õiglane Praktilise väljundiga	Arvestab ja kuulab Märkab, reageerib ja tegutseb Proaktiivne Korraldab Meeskondlik ja koostööne Vaatleb Analüüsib	Mitmetasandilised ja -dimensionaalsed Emotsioonide juhtimine Toimetuleku teooriad Ülemineku teooriad Arengeteooriad Kriiside juhtimine Traumat arvestav ja teadlik Hindamismetoodikad	Olukorra hindamine ja ennetamine Konfliktide lahendamine Noore hääle kuuldavaks toomine Tegevuste korraldamine Protsesside ja tegevuste kaardistamine Ressursside juhtimine Selge eneseväljendamine	Järelehuuluse hoidmine noortega Võrgustikutöös osalemine (noore leidmiseks, toetamiseks ja universaalse ennetustöö) Piirkonna võimaluste ja koostöötegevuste kaardistamine Teavitustöö Enesehoold
	Kooslooline	Võrdväärne partner Ühisloomele orienteeritud Usaldav ja turvaline	Õiglase Praktilise väljundiga Pika perspektiiviga Uusi formaate võimaldav Eksperimenteerimist võimaldav Ühiskonnale väärtust loov	Arendab Ennast juhtiv Ennast arendav Otsustusvõimeline	Võrgustumine- ja meeskonnatöö Erinevad valdkonnad, sekkumised ja meetodid Juhtimispädevused Digiteadlikkus Andmeteadiikkus	Tööprotsesside juhtimine Andmete juhtimine Infotehnoloogiliste vahendite kasutamine Analüüsimine ja tagasisideandmine	Töö nimekirjadega ja juhtumite kirjeldamine STARis Töö kirjeldamine ja analüüsimine
Sotsiaalne innovatsioon	Lahenduskeskus	Lahenduskeskus	Otsustusvõimeline	Andmeteadiikkus	Analüüsimine ja tagasisideandmine	Töö kirjeldamine ja analüüsimine	

https://sotsiaalkindlustusamet.ee/sites/default/files/document/s/2025-09/FIN_%20NGTS%20NOORTE%20HEAOLU%20SPETSIALISTI%20KOMPETENTSIMUDEL%20JA%20T%C3%84IENDUS%C3%95PPE%20KONTSEPTSIOON.docx.pdf



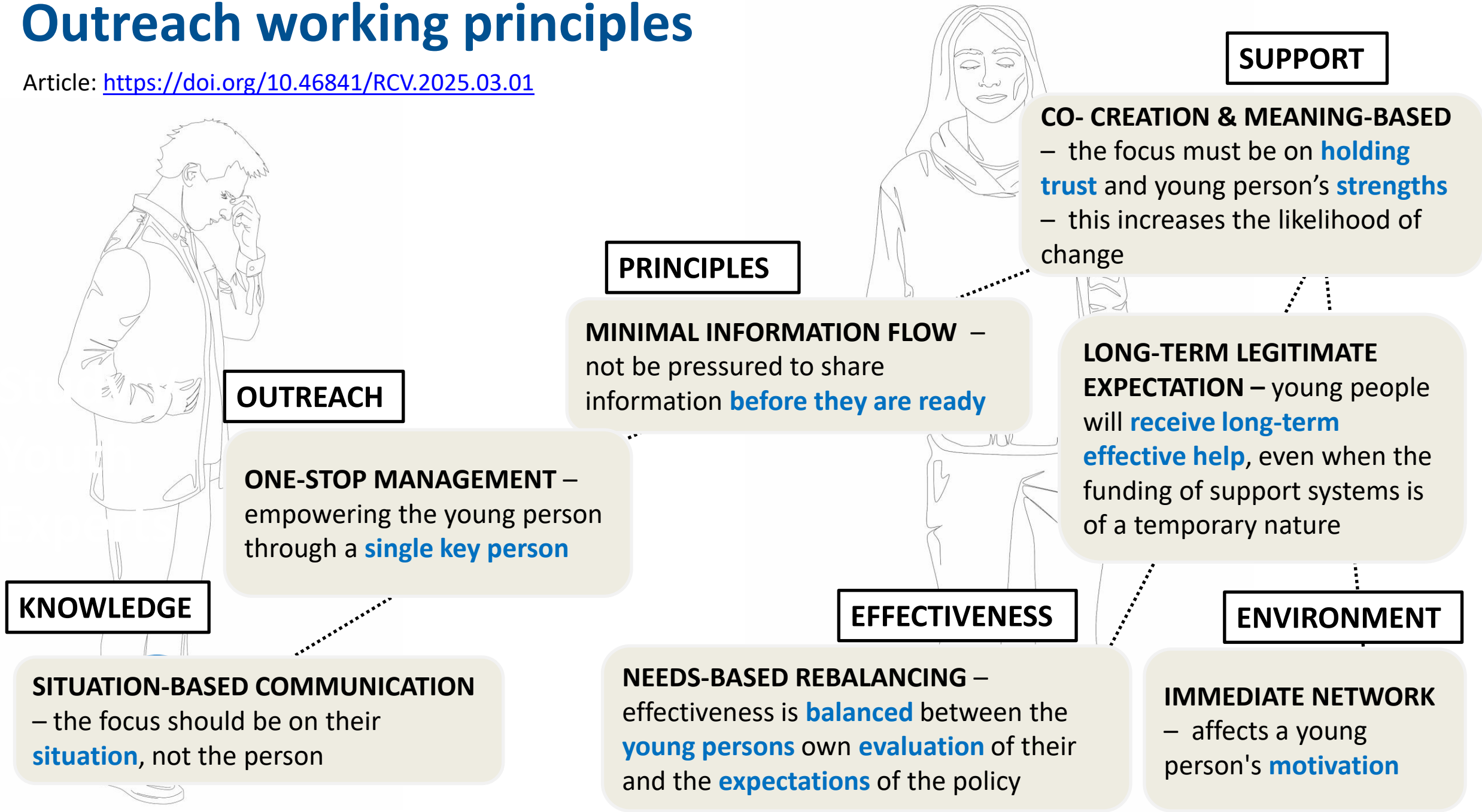
Joonis 6. Individaalne töö noorega peamised sisutegevused ja seotus teiste tööülesannetega (joonis: H. Paab)



Joonis 7. Noore ja asutuste omavahelise kontakti toetamine ja arendamine peamised sisutegevused ja seotus teiste tööülesannetega (joonis: H. Paab)

Outreach working principles

Article: <https://doi.org/10.46841/RCV.2025.03.01>



Equality does not mean providing the same support to everyone, rather **creating conditions that enable young people** in **different situations** to **have equal opportunities** to **move forward**

Policy recommendations

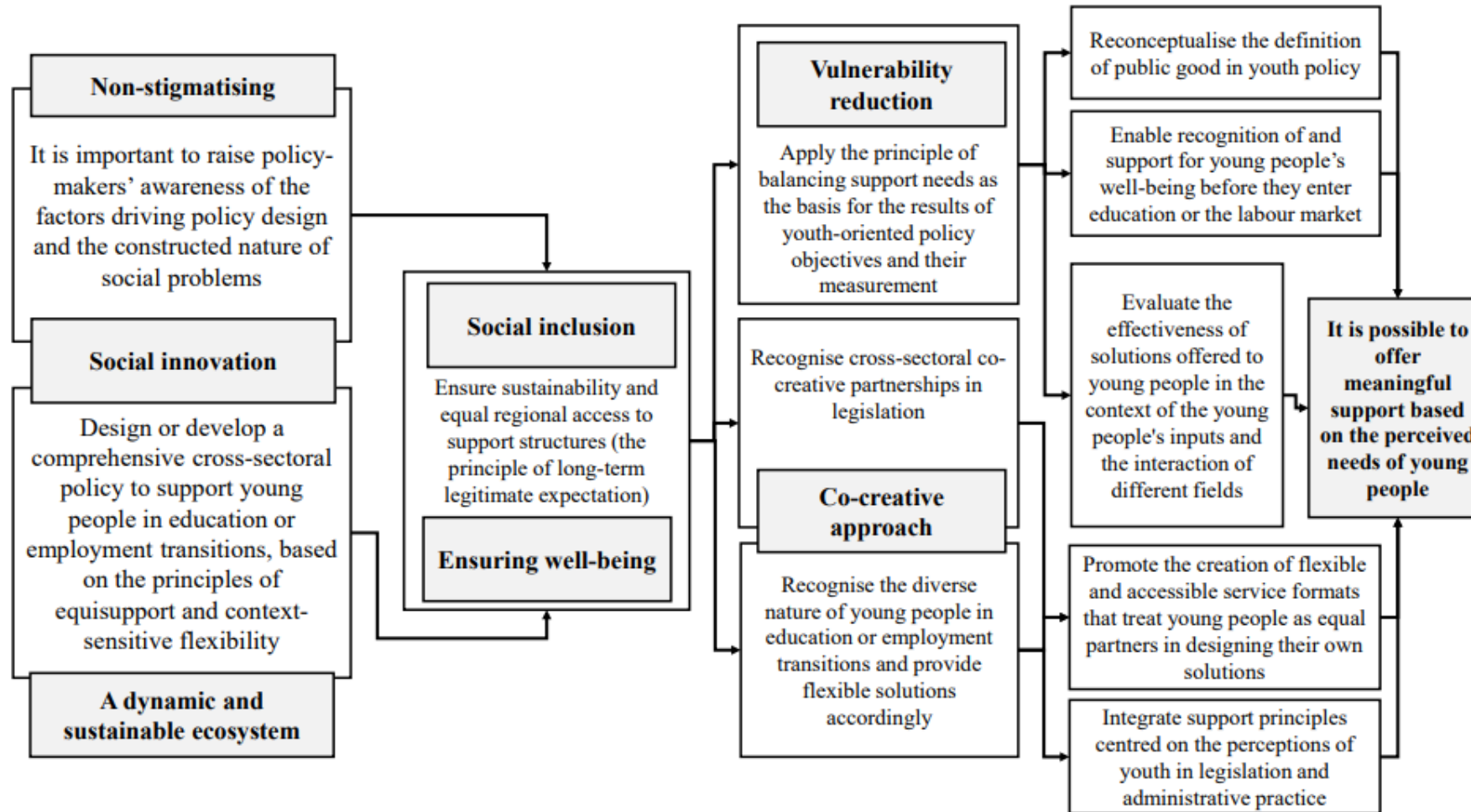
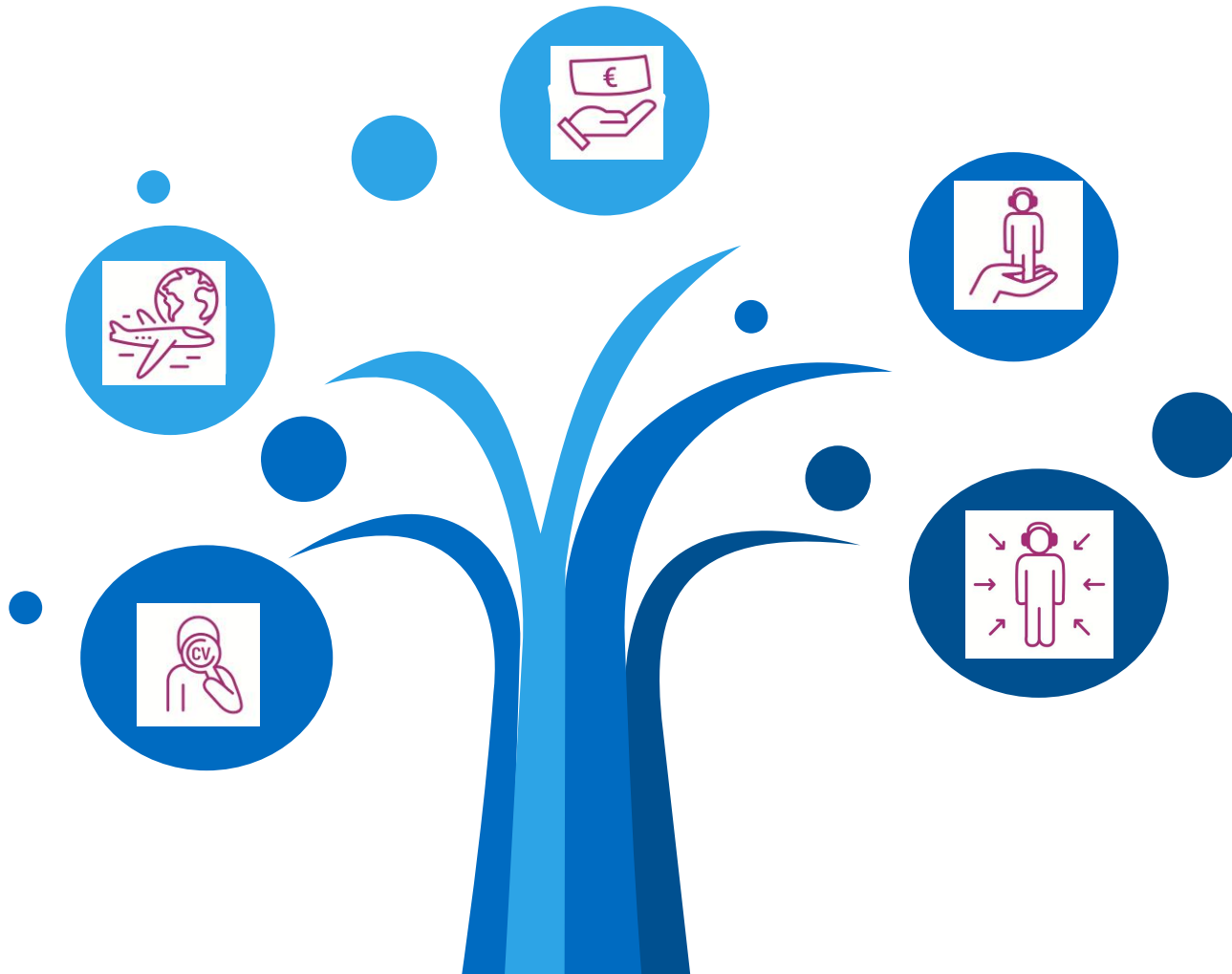


Figure 9. Policy recommendations based on the framework of equisupport with the theoretical framework and interactions between the principles

SUMMARY

“By focusing policies primarily on living situations that enhance well-being and **reduce vulnerability**, it enables young people to manage better in the **long term**.”



Lack of shared problem understanding (*nature of youth*) **and coordination reduces effectiveness of support**



Collaboration and integrated approaches improve accessibility and quality of support



The use of words in politics is not neutral, but determines what is considered possible, measurable, and legal