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SECURING INCLUSION PATHWAYS FOR YOUNG PEOPLE **(Follow-up opinion)**

Opinion of the Economic, Social and Environmental Council
presented by

Mr Antoine Dulin, rapporteur,

on behalf of the
Section for Social Affairs and Health

Issue brought before the Economic, Social and Environmental Council through a decision by its bureau on 12 November 2014 pursuant to Article 3 of Order No. 58-1360 dated 29 December 1958 as amended, concerning the Organic Law on the Economic, Social and Environmental Council. The bureau entrusted to the Section for Social Affairs and Health the drafting of a follow-up opinion entitled: *Securing inclusion pathways for young people* The Section for Social Affairs and Health, presided over by Mr François Fondard, appointed Mr Antoine Dulin as rapporteur. The Bureau, during its meeting of 27 January 2015, also agreed to contributions from the Section for Labour and Employment on the issue of youth employment, on the one hand, and the Section for Sustainable Management of Territories on the issue of independent housing for young people, on the other. These contributions are annexed to the present draft opinion.

SECURING INCLUSION PATHWAYS FOR YOUNG PEOPLE

Follow-up opinion on the opinion

***Paper Rights/
Real Rights:
Improving the Exercise
of Social Rights
by Youth***

(June 2012)

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SECURING INCLUSION PATHWAYS FOR YOUNG PEOPLE¹

Opinion

Introduction

The present draft opinion helps to produce an initial assessment of the recommendations made in the opinion put to the vote at the plenary assembly of 19 June 2012 and to combine it with the one on the work undertaken by the Section for Labour (opinion on youth employment (2012)) and the Section for Sustainable Management of Territories (opinion on independent housing for young people (2013)).

Youth, understood as the period between the end of compulsory schooling at the age of 16 and the individual's entry into the world of work, appears to be increasing in length and becoming less linear. Nowadays, the majority of young people achieve the stability of adulthood, characterised by independent housing, the completion of studies and access to sustainable employment, between 23 and 29 years of age. The ESEC primarily looked at the 18-25 age bracket, whilst at the same time taking into account data relating to the broader age bracket of 16-29 years where the statistics incorporate these age limits.

This as-yet under-examined population is indeed challenging our social security system. Youth is a new age in life, as the ESEC has already shown in its study on social investment strategy (Bruno Palier, February 2014). Indeed, our social security system has been based on three life stages, namely childhood, in the form of direct aid for families, maternal and child welfare cover and health insurance cover, employment, with the securing of vocational pathways, partially in the form of unemployment insurance, and finally retirement. It was only marginally adjusted to reflect the democratisation of higher education in the 1980s and the increasing difficulties associated with both social (access to housing, access to care, access to resources, etc.) and vocational inclusion.

Our Assembly prefers the broader notion of 'social rights', including access to decent housing, treatment and healthcare, qualifying training, stable employment and support in balancing work and family life to the notion of social security as such, which covers risks relating to health, family, ageing, etc.

As far as the ESEC is concerned, improving young people's access to social rights should be one of the components of a far more ambitious public policy aimed at integrating young people into society and one that should not be perceived as a burden but rather as an investment in both the present and the future of our society. Just as our Assembly produced an opinion on the securing of vocational pathways for those in employment or seeking employment in 2007, we are now proposing that pathways to social and vocational inclusion for young people be secured. All young people are, in fact, required to choose a pathway that will gradually lead to them gaining independence, a pathway that will differ depending on the individual situation of the young person in question (in terms of whether they are in training, employment or neither, whether they are receiving family support, etc.).

¹ The draft opinion was adopted in its entirety by public vote with 117 votes and 42 abstentions (see annexed voting results).

The various disruptions that might occur over the course of this pathway are poorly, if at all, supported by public policies, whether in terms of reaching the end of compulsory schooling, beginning initial training, leaving home or a series of precarious situations.

The position of young people in France in relation to the assessment of the recommendations made in the previous opinion

The opinion on Paper Rights/Real Rights: Improving the Exercise of Social Rights by Youth, presented by Mr Antoine Dulin on behalf of the Section for Social Affairs and Health in June 2012, reported on a heterogeneous youth that is becoming increasingly insecure.

The crisis has proven detrimental to the already concerning issue of the social and vocational inclusion of young people

A variety of different situations and young people in increasingly insecure positions

The pathways taken by young people vary greatly but the situation of some young people is of particular concern in three respects:

- **Too many young people are not in education, employment or training**

The number of young people between 15 and 29 not in education, employment or training, designated in the English-speaking world by the acronym NEET (not in education, employment or training), is a little known statistic.

Despite the difficulties associated with assessing the situation, the number of young people in such a situation in France was believed to be between 1.9 million² and 1.58 million³ in 2013.

There are three factors that help explain this situation:

- a very high number of young people who leave the education system with no qualifications - around 135,000 to 140,000 young people a year on average (Ministry of National Education statistics). This number has now reached 900,000 young people⁴;
- training levels that conceal significant inequalities in the 15-29 age bracket;
- a low rate of employment among young people. The employment rate of 30% among 15-24-year-olds is half that of Denmark and 1.5 times less than that of the United Kingdom, the United States and Germany⁵.

- **Difficulties integrating the world of work**

² The Employment of the Low-Skilled Youth in France, Notes by the Council of Economic Analysis (CAE), n°4, April 2013.

³ Alphaomega Foundation based on Eurostat data.

⁴ Aforementioned Notes by the CAE.

⁵ Aforementioned Note by the CAE.

- One employed young person in five is still seeking employment three years after leaving the education system. Their employment conditions are becoming increasingly insecure, with only four employed young people in 10 employed on permanent contracts⁶;
- an entry into the world of work that is very often marked by a series of internships and insecure jobs (temporary positions, fixed-term contracts, assisted contracts in the public and private sectors, etc.).

34.1% of 15-29-year-olds are in unstable employment, that is 1.7 million young people of the 4.9 million active people in this age bracket. 4.5% are in temporary positions (providing cover) - as opposed to 1.7% of the active population of 30-49-year-olds - and 18.5% are on fixed-term contracts in either the public or private sector, as opposed to 5.5% of 30-49-year-olds. Only estimated figures can be given owing to a lack of data regarding internships. The *Génération Précaire* ('Unstable Generation') group estimated the number of internships at 1.5 million in 2011 as opposed to 800,000 in 2006. Law n°2014-788 of 10 July 2014 regarding the development and monitoring of internships and improving the status of those on internships does, however, attempt to respond to this exponential growth. Internships are, however, recognised - by young people, establishments and companies - as an effective way not only of putting young people in a real-life situation with regard to the training they receive (and therefore of confirming or refuting their choice of pathway) but also of representing a formative experience on a curriculum vitae.

- a high rate of unemployment among 18-24-year-olds.

The ESEC opinion on youth employment stated that the crisis had accentuated the overexposure of young people to unemployment. In the case of France, Eurostat registered 699,000 unemployed young people of under 25 years of age in January 2015, that is 24.9%, as opposed to 659,000 (23.8%) in January 2014. An unemployment rate that has notably been contained by the creation of 150,000 'jobs for the future' (assisted jobs lasting 1-3 years, aimed at young people of 16-25 years of age and funded by the State to a value of 75% of the minimum wage). The rate of unemployment among 15-25-year-olds is higher in the Overseas Territories than in mainland France, standing at 27% in New Caledonia and exceeding 40% (that is more than double the mainland average) in Guyana, French Polynesia, Réunion, Guadeloupe and Martinique, even reaching as much as 55% in Mayotte⁷. The rate of unemployment among young active people of 15-25 years of age living in sensitive urban areas in 2012 stood at 45%⁸.

Table n°1: rate of unemployment among 15-29-year-olds:

	as a percentage
With no qualifications or CEP	37.8
With a national secondary school diploma	28.6
With a CAP or equivalent	21.9
With a professional <i>baccalauréat</i> or vocational diploma	17.3

⁶ CEREQ, 2013 survey of the 2010 generation, CEREQ, n°319, March 2014.

⁷ ESEC opinion on the challenge of the vocational and social integration of young people in the Overseas Territories, 2015

⁸ *Observatoire National des Zones Urbaines Sensibles* ('French National Observatory of Sensitive Urban Areas'), 2013 report.

With a <i>baccalauréat</i> + 2 years' higher education	10.5
With a higher education qualification	10.2

Source: *Observatoire des Inégalités* ('Observatory of Inequalities'), INSEE 2013 data, published March 2015.

- High unemployment results in a significant degree of downgrading among young graduates, meaning that 30% of young people in employment are over-qualified for their jobs⁹;
- an increase in the number of young people creating their own jobs. As a result, the self-employed population is becoming younger than the active population as a whole, with 42% of those setting up their own businesses between 20 and 34 years of age (33% across the active population as a whole). The most common age bracket is 25-29 years (17%). Having said that, not all self-employed people find themselves in the same position.

- **A student population that is also in difficulty**

Students account for 38% of 18-25-year-olds (6.3 million), with the total number of students in France at the start of the last academic year standing at 2.3 million. More than one student in two claimed to be in financial difficulty in 2013, with 25% believing this difficulty to be 'great' or 'very great'. On the same sort of scale, over half of all students consider themselves to be in a troubled economic position, with only 43% claiming to have enough money to cover their monthly needs. On average, income from employment (29%) and family support (30%) make up the largest part of a student's budget, followed by public aid, which accounts for a quarter of the resources declared. Student loans, accounting for only 1%, represent a tiny proportion of the average French student's budget compared with other countries.

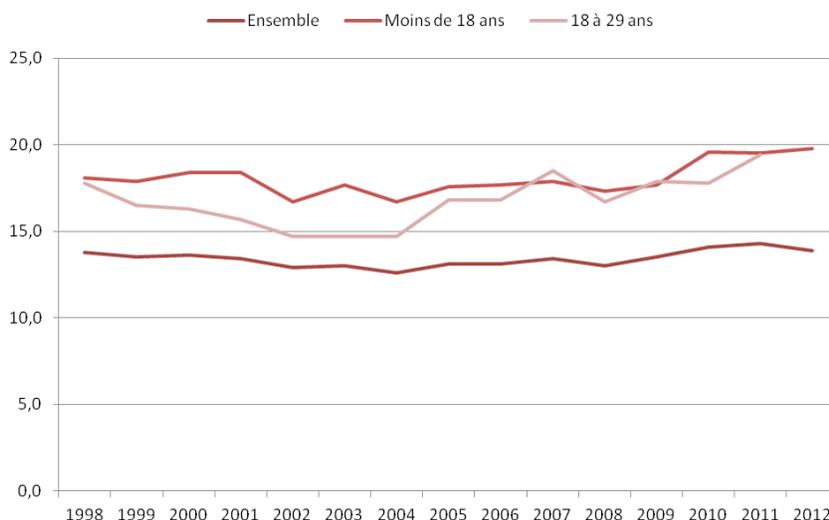
In a context of crisis, young people's living conditions continue to deteriorate

Nearly one young person in five is living below the poverty threshold. According to the INSEE, in 2012, the rate of monetary poverty among young women of 18-29 years of age was 20.5% and among young men 18.7% (at 60% of the median income) and is consistently increasing (standing at 17.9% for women and 15.4% for men in 2008).

⁹ *Alternatives Économiques Poche* n°059, January 2013.

In 2012, the median standard of living among the population reached 19,740 euros a year, that is a 1% decrease in constant euro terms compared to 2011. The monetary poverty threshold stands at 987 euros a month.

Graph 1: Poverty rates between 1996 and 2012



Source: INSEE

Consequently, in 2012, 7% of young people claimed to be severely lacking in material resources in their everyday lives (Eurostat) and nearly 7% believed that their healthcare needs were not being met (this rate reached 10.5% among the poorest).

Half of all students combined their studies with a job to support themselves and subsidise their needs during term time (20% worked at least part-time and 28% full-time)¹⁰. According to statistics provided by the Observatory on Student Life (OVE), students working over 16 hours a week are less likely to pass their exams (38% on average as opposed to 55.8% of those working fewer than 16 hours). 13% of students state that they have foregone treatment for financial reasons and nearly 20% have foregone treatment between 23 and 25 years of age¹¹.

Young people are also heavily affected by the housing crisis. In 2012, 18-29-year-olds accounted for a quarter of the 141,000 homeless people in France and the exclusion of such members of society continues to worsen, as noted in the report produced by the Abbé Pierre Foundation in February 2015. Furthermore, the inclusion difficulties young people encounter are an obstacle to decohobitation. 55% of young males and 36% of young females who left the education system in 2007 were still living with their parents in 2010. According to a study performed by the DREES in July 2014, the rate at which young adults were leaving the parental home was down 4 points on 2004. Likewise, the proportion of young people who had left the parental home three years after completing their studies had decreased more significantly among those not in employment and those with insecure jobs than among those in stable employment.

¹⁰ Observatory on Student Life (OVE) 2011.

¹¹ Observatory on Student Life (OVE) 2013.

This situation can be explained by the following factors:

- the low levels of income among young people

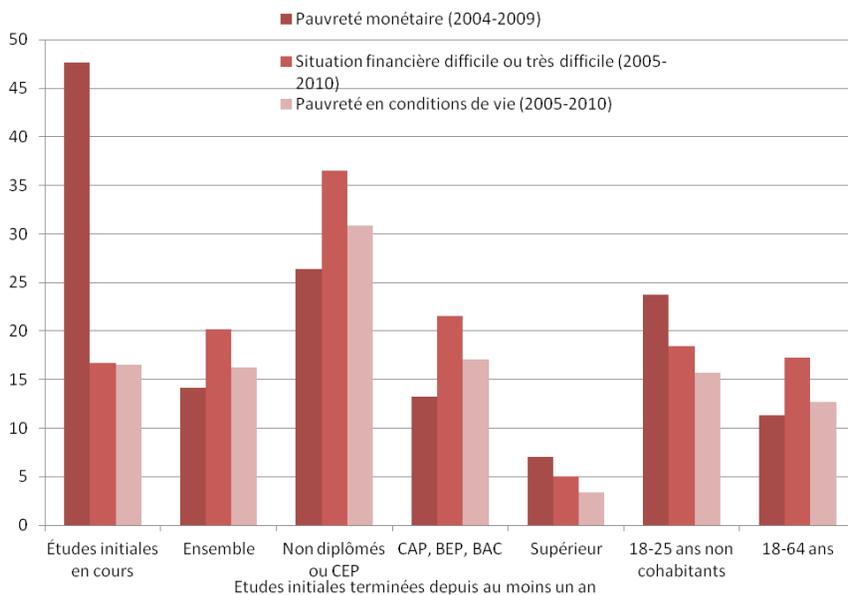
Young people under the age of 25 are often on insecure contracts, alternating periods of work with periods of unemployment, which prevents them from accruing rights. Nearly 40% of job-seekers who are not eligible for any benefits from the unemployment insurance scheme or the solidarity scheme are under the age of 30¹². They cannot claim the minimum income benefit and the criteria for claiming the young active person's RSA allowance are far too restrictive, as highlighted in the ESEC's 2012 opinion. Many young people are unable to access housing in the private sector owing to a lack of resources and the sufficient guarantees. The average proportion of expenditure devoted to housing is 22% for a young person of under 25 and 18.5% for young people of 25-29 years of age.

- insufficient social housing

The lack of small homes and low level of mobility within this housing stock give rise to very long waiting times. As a result, many young people are being housed in sheltered accommodation. As far as the French National Federation of Social Rehabilitation Associations (FNARS) is concerned, 40% of callers to the '115' emergency shelter helpline are under 25. It has also observed that 25% of places in the emergency shelters it runs are occupied by young people (18-25 years of age).

¹² Dares Analyses n°013, February 2013.

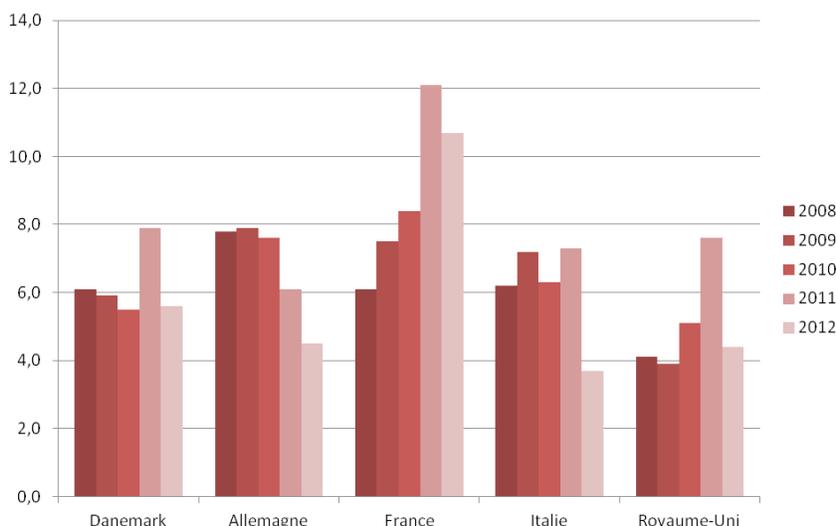
Graph 2: Monetary poverty, poor living conditions and financial difficulties encountered (as a %)



Sources: INSEE, statistical surveys on means and living conditions from 2005 to 2010, in mainland France, population of adult households of 18-25 years of age and not living with their parents. DREES, *Extrait de Ressources et conditions de vie des jeunes adultes en France*, n°59, January 2015. Secretary for Social Affairs and Health graph.

The notion of poor living conditions expresses an overall lack of aspects of material well-being, measured on a household-by-household basis. 27 items were used to assess the level of poverty with regard to living conditions, with a household considered to be poor if it lacks at least 8 of the 27 items.

Graph 3: Young people in poverty (first quintile of income) claiming to have unmet health needs (%), European comparison



Source: Eurostat

NB: The first quintile refers to the income level below which 20% of income lies.

This financial insecurity is only minimally compensated for by public aid.

Our Assembly had already highlighted the flaws in existing financial support systems aimed at young people with regard to inclusion in its opinion on youth employment.

In fact, the age limit for receiving the minimum wage of 25 years is high in relation to other European countries (it applies from the age of 18 in Germany, Great Britain and Denmark, subject to certain conditions and in relation to certain associated incentives, notably with regard to training - *cf.* Annex 5).

With this in mind, a young person of under 25 years of age seeking employment for the first time has access to neither a housing allowance nor to the RSA active solidarity income, other than the young active person's RSA allowance. Nearly 356,000 unemployed young active people were not in receipt of any form of allowance or minimum welfare benefits in 2012. The young person can rely solely on support from their families.

In 2008, in its opinion on the subsistence obligation¹³, the ESEC highlighted the following: "The incorporation of the subsistence obligation in social policies is now the primary vector of inevitable family solidarity". In France, reaching the age of 18 means obtaining legal majority and the end of parental authority. Parents do, however, have a subsistence obligation towards their children after they have reached the age of majority until such time as the child is economically independent. Furthermore, this subsistence obligation develops into a maintenance obligation that relates not only to the provision of food but also the conditions necessary to the young person's development and education when the child having reached the age of majority is still undergoing some form of training. To conclude, the importance of such subsistence obligations are also reflected in the

¹³ *L'obligation alimentaire : des formes de solidarité à réinventer*, ESEC opinion, Christiane Basset, rapporteur, 2008.

subsidiary nature of social aid, since those claiming RSA allowance, for example, must have justified their subsistence claim prior to being able to claim the allowance.

Allowances are paid to the family. The young person benefits indirectly from the allowances in question as a beneficiary. Their connection to the family home, as a dependant, therefore enables their family to access the following:

- *family benefits*

Young adults that remain dependent upon their parents entitle their families to receive family allowances up to the age of 20, provided that the young people in question are not in receipt of any form of personal housing benefit (APL) or, if they are working, that their income does not exceed a certain limit. With regard to families with at least two children, a family supplement may be paid up to the age of 21, or even a single parent supplement. Family allowances and the family supplement will be adjusted according to the parents' means as of 1 July 2015.

- *tax aid*

Children over the age of majority but under 21 years of age (or 25 if they are continuing their studies) can be attached to the household for tax purposes. Their families will then be entitled to the family quotient (an additional half or even full share, depending on their rank among their siblings) or, where appropriate, the deduction of the subsistence allowance paid. The family quotient of 2,336 euros per half-share in 2012 was reduced to 2,000 euros in 2013 and 1,500 euros in 2014. Regardless of whether or not a child is attached to the parental household for tax purposes, however, they may still receive personal housing benefit (APL).

- *affiliation to a Social Security scheme*

With regard to health insurance, affiliation conditions vary depending on age and status (active, student, in training, living with parents or alone, etc.)

As of 18 years of age, young people are individually affiliated with the general system if they are no longer dependent upon their parental household for tax purposes.

Young people continuing their studies can be assignees of their parents up to 25 years of age, or even 28 in the case of certain social schemes.

Students enrolled at a higher education establishment must join the basic student Social Security scheme. The student health insurance system dates back to 1948, when governments sought to guarantee access for students to a special health insurance scheme in the framework of a policy designed to promote higher education, since health cover was still not yet very widespread at the time.

The French system maintains an economic link with the parents for a longer period of time. Consequently, 30% of a student's average budget comes from family support, with earned income accounting for 29% and public aid 25%¹⁴. Family solidarity therefore plays a vital role and a student's future will depend heavily upon the situation of their parents. In those countries that encourage independence earlier on in life, young people are in fact better integrated into the world of work. This situation is more than likely encouraged by the increased support such young people receive and the monitoring of their active commitment to a pathway of inclusion or reintegration (*cf.* Annex 3).

¹⁴ Aforementioned 2013 survey on student living conditions, OVE.

The ESEC's recommendations are not consistently implemented

Reminder of the recommendations outlined in the previous opinion and the broad guidelines selected

The opinion on Paper Rights/Real Rights: Improving the Exercise of Social Rights by Youth underlined the importance of the pathways taken by young people within our society and the need to adapt our social security system to secure the pathways to social and vocational inclusion that young people take.

The opinion pointed out that young people are more exposed to the instability of the job market than their elders and more vulnerable to unemployment. Social inequalities between young people tend to worsen depending on their social background and the area in which they live.

Our Assembly had put forward the following recommendations:

- **supporting young people's access to social rights and limiting cases in which rights are not availed of:**
 - by improving education in the field of social rights via initiatives implemented by educational establishments, associations and young people on civic service, social mediation and 'outside of the box' initiatives.

As far as the ESEC is concerned, this recommendation is not yet implemented on a broad enough scale and legal and social staff at centres that accommodate young people (local missions, youth information network, etc.) are becoming increasingly rare. Other than the efforts on the part of the *Mutualité Sociale Agricole* (MSA) agricultural employees' union and the agricultural education sphere, which signed an agreement to enable pupils to better understand the Social Security system, nothing has been done in the field of social rights. Young Christian Workers (JOC) carried out a survey of 5,600 young people of 18-30 years of age in 2014 and their knowledge of their rights, focusing particularly on rights relating to employment. The findings reveal their lack of familiarity with these rights, with nearly half of the young people surveyed not being familiar with the basic aspects of labour law and only 35% of those claiming to be familiar with them actually able to cite one of these aspects¹⁵.

- **building a public information and support service**

Guidance is a major factor in the social inclusion of young people. As things currently stand, it appears to be responsible for many disruptions in the pathways taken by young people, who feel that they are following a pathway that has been chosen for them rather than choosing it themselves.

The ESEC recommended that a public information, guidance and support service be set up in order to support young people along their pathways to independence and vocational and social inclusion.

The fact that the State and the Association of French Regions (ARF) have signed the framework agreement for generalising the regional public guidance service (SPRO) only partially achieves this objective. The SPRO, established by the law of 5 March 2014 on

¹⁵ *Droits devant* survey, 2014.

vocational training, together with the *Conseil en Evolution Professionnelle* ('Professional Development Council'), must create the necessary conditions for establishing an effective network comprising the various stakeholders in the guidance sphere at regional level. There remain, however, a number of difficulties with regard to its implementation for the purposes of improving the efficiency of the SPRO. It would be useful, in particular, to reinforce the synergies that exist between the various guidance staff involved at regional level.

In this respect, an initial step has already been taken but there is more to be done and the SPRO needs to be supplemented with a public information and support service to enable all young people to have access to a representative in their region who is able to offer them guidance. The ESEC would reiterate its recommendation that the *Information Jeunesse* network, which has over 1,500 branches in the region, be made the single gateway for coordinating young people's access to information.

Advances in terms of consultation and dialogue

□ *Better national and regional management of youth policies*

– National management

The ESEC recommended that young people be put at the centre of an inter-ministerial policy involving the appointment of a High Commissioner for Youth, reporting to the Prime Minister and responsible for coordinating public policies with the aim of promoting the provision of appropriate care for young people right throughout their pathways and encouraging them to become independent.

An inter-ministerial delegate for young people, who is responsible for coordinating youth-related initiatives on the parts of the various ministries and for their effective implementation, was appointed in January 2014. The ESEC also recommended that the Inter-ministerial Youth Council (CIJ), which had not met since 2009, be revived. An initial committee meeting was held on 21 February 2013 and adopted 47 youth policy measures. A second committee meeting was held on 4 March 2014 and announced new measures that notably included the youth impact clause designed to assess the impact of each bill or regulation on young people. The ESEC had recommended the introduction of a clause of this nature in 2012.

Furthermore, the National Institute of Youth and Community Education (INJEP) produced a report on the systems in place to enable young people to get involved in ministries (January 2014). The report highlighted stronger connections with youth associations, facilitated by the creation of the French Youth Forum (FFJ) and the joint development of policies. The fact that the inter-ministerial representative does not report directly to the Prime Minister, since they are also head of the central administration for youth and community life, reduces their room for manoeuvre. Their legitimacy can actually sometimes be called into question by other ministries that do not believe in inter-ministerial undertakings.

– Local management

The organisation of a series of Regional Administration Committees (CARs) devoted to youth in 2013 provided an opportunity to bring together regional authorities, social partners, community movements and youth organisations under the authority of the prefect. This initiative must be sustained and reinforced in 2015. The trial undertaken by the prefecture of the Rhône-Alpes region involving the organisation of a *Priorité Jeunesse* ('Youth as a Priority') regional inter-ministerial seminar in June 2014 could be extended

to all regions. Other initiatives regarding regional management have demonstrated their relevance in terms of coordinating local stakeholders and aligning the various systems with a view to achieving the common objectives (such as LOR'jeunes, see Annex 6).

Faced with the social issues represented by the position of young people in our society, many local authorities are offering financial aid for young people, and those seeking employment in particular. Such initiatives, whilst they may indeed reflect a need or even a great social emergency, are nevertheless still poorly coordinated between stakeholders and result in both a lack of comprehension regarding the pathways young people take and regional inequalities. A general review of local social policies is required in order to assess their impact and the potential for optimising the way in which they are coordinated.

- A variety of stakeholders

Many stakeholders are concerned with the pathways to vocational inclusion and independence that young people take. Beyond the State and regional authorities, social organisations fund many of the systems in place by means of parity funds, whether with regard to access to employment or to social housing by means of Action Logement, and associations, which provide support for many young people, such as the *Résidences Habitat Jeunes*, which provide housing and socio-educational support for young people.

In 2011, for example, support for young job-seekers was the subject of a national inter-professional agreement (ANI) that saw social partners allocate additional funding to *Pôle Emploi* employment agencies and local missions, including the following:

- 30 million euros for local missions to support 20,000 young people;
- 30 million euros for *Pôle Emploi* employment agencies to support 20,000 young people;

The assessment of the scheme submitted in November 2013 and based on the 2011-2012 period revealed that increased support (higher interview frequency) significantly improved the chances of vocational inclusion measures being a success (by 5 to 10 points more than similar schemes). This agreement was extended by an amendment in late 2013 for 2014 with the aim of securing support for 20,000 young people by local missions and 10,000 by the *Pôle Emploi* employment agency.

In July 2011, social partners also signed an ANI (inter-professional agreement) allocating special financial aid for young active people to help cover the costs incurred as a result of vocational inclusion (mobility, meal expenses, purchasing of professional equipment, etc.). 40 million euros were allocated to the *Pôle Emploi*.

Consultation with youth organisations

The ESEC, in its 2012 opinion, invited public authorities to include young people in the outlining and implementation of schemes concerning them.

The creation, on 20 June 2012, of a regular platform for sharing involving 18 young people's organisations in the form of the French Youth Forum was an interesting initiative and complements the Committee for National and International Relations of Youth and Community Education Associations (CNAJEP), which comprises various stakeholders in the youth and community education spheres.

Structured dialogue¹⁶ invites the European Commission and Member States to establish a dialogue with young people and youth organisations with a view to outlining priorities and implementing and monitoring European cooperation on youth-related matters. To this end, a multi-level consultation mechanism has been put in place to involve young people, national youth councils, international youth organisations, researchers and representatives of ministries responsible for youth-related matters in consultations taking place under various conditions. Recommendations made to the various stakeholders concerned (European Commission, Member States, etc.) are outlined in consultation at the European Union Youth Conferences. Member States are encouraged to give national youth councils a key role to play in such consultation processes from as early a stage as possible. Beyond the element of European interest, structured dialogue, as a tool, would appear to be relevant with regard to facilitating the involvement of young people and youth organisations in public policies and at all levels. Beyond consultation alone, joint decision-making mechanisms such as those trialled within the European Council and in certain countries such as Finland are believed to be worth closer examination to establish to what extent they represent a response to the problems encountered in terms of the institutional involvement of young people in political decision-making.

At regional level, our Assembly regrets the low number of representatives under the age of 30 and student organisations and youth movements within Regional Economic, Social and Environmental Councils (CESERs). CESERs are, however, one of the bodies that help involve young people in the outlining, implementation and evaluation of youth policies.

An as yet vague pathway to social and vocational inclusion for young people

Improving levels of health cover

- **Difficulties in accessing care still not given enough consideration**

The 2012 opinion reported that the health cover provided for young people, be they students, in training, active or inactive, was inferior to that provided for the general population. Our Assembly can only reiterate this observation.

The national health conference devoted to young people in December 2013 provided an opportunity to hold a public debate entitled *Comment être plus solidaire* ('How to demonstrate greater solidarity'). There is, in fact, an element of urgency, with 10% of young people between 20 and 24 years of age not covered by any additional health cover¹⁷. One student in three chooses not to take out health cover for financial reasons and nearly 20% have no top-up health insurance¹⁸. In 2013, according to an OVE survey, 27% had chosen not to see a doctor (in 49% of cases for financial reasons). 4.9% of young people of 15-19 years of age had no top-up health insurance, with this figure rising to 9.9% for 20-24-year-olds

¹⁶ Cf. glossary.

¹⁷ 2012 survey on health and social protection, ESPS/Institute for Research and Documentation in Health Economics (IRDES).

¹⁸ Survey by *La Mutuelle de la Vie étudiante* (LMDE). Third national survey on student health, La Mutuelle des Etudiants, May 2011.

and dropping to 6.6% for the 25-29 age bracket. The latter percentage is above the average, which stands at 5% for the population as a whole¹⁹.

The ESEC recommended that certain simplifications that could be made to facilitate independent applications from young people of under 25 years of age who were estranged or had broken away from their families be examined in order to encourage access among young people to the CMU, CMU-c and *Aide pour une complémentaire santé* ('Top-up Health Insurance Support', ACS) schemes.

The measures put in place to facilitate the access of isolated students in unstable situations to additional universal health cover (CMU-c) represent a step in the right direction. The Social Security Financing Act (LFSS) for 2014 introduced the possibility for the latter to benefit from such measures regardless of whether they were still attached to the parental home. In actual fact, young people under the age of 25 are attached to the parental home for the purposes of CMU-c allocation. In the event that a student is estranged or has broken away from the family unit, however, they may not be entitled to CMU-c as a result of their parents' financial position. Such students might then submit an individual application for CMU-c that does not take into account their parents' situation (decree of 3 June 2014). Estimations on the part of the Ministry for Health (June 2014) claim that around 2,600 students are affected by this.

As far as the ESEC is concerned, such simplifications should more generally concern young people under 25 years of age who are estranged or have broken away from their families. To reiterate, in 2013, the under 20s accounted for around 44% of CMU-c²⁰ beneficiaries and young people of 20-29 years of age between 14% and 15% in 2012²¹. Young people under the age of 20 are primarily assignees in the framework of additional family protection. The individuals insured are primarily young beneficiaries of 20-29 years of age.

The ESEC recommended that access to top-up health insurance be facilitated by having part of the associated costs covered.

The top-up health insurance support system (ACS) goes some way to achieving this objective, even though it is not yet widely enough recognised (in 2012, around 80% of beneficiaries of an ACS certificate exercised their rights with additional insurance bodies).

As far as the ESEC is concerned, it is important, however, to promote this system that applies exclusively to those whose means slightly exceed the limit for the allocation of CMU-c (8,644 euros per year for a single person as of 1 July 2014 for CMU-c and 11,670 euros for ACS). Indeed, this financial aid provided for a renewable period of one year contributes to enabling the individual to obtain top-up health insurance and benefit from an advanced dispensation from fees and medical charges with no extra-billing as part of a coordinated pathway of care.

This measure is nevertheless insufficient.

The time frames and procedures for acquiring rights are still too long and off-putting for some young people, and certain health insurance funds have taken the initiative of rectifying this by introducing greater automation to the process of acquiring rights. The task of monitoring the acquisition of rights on the part of local mission advisers also contributes

19 Aforementioned ESPS survey

20 CMU Fund Report, 2013.

21 CNAMTS figures.

to reducing cases where rights are not availed of. Cover could, however, be further improved if certain automation procedures were introduced, such as for those young people benefiting from child welfare services, legal youth protection or the Youth Guarantee, for example (cf. infra).

Securing the pathway in terms of housing

The ESEC had called for a single solidarity guarantee system to be developed to facilitate young people's access to housing and a number of measures have indeed been put in place:

- for young people in employment and those in an unstable situation with the universal rental payment guarantee scheme. This guarantee will be funded by the State with a contribution from Action Logement, a body that manages the social housing levy (which represents 0.95% of the payroll). It is not, however, compulsory and the owner may choose to apply a bond in its place;
- for students with the student tenant bond (CLE). This State guarantee gives those students with no personal guarantor easier access to housing. Having been trialled in four regions in 2013, this new scheme managed by the CROUS was extended to all education authorities as of the start of the 2014 academic year.

A millefeuille of schemes that remains unchallenged; quite the contrary, in fact

- **Reallocating aid to improve access to training and employment:**

- by re-examining the schemes in place with a view to promoting those that are effective and withdrawing the rest.

The ESEC recommended that the funding of the social inclusion contract (CIVIS), which has amounted to some 50 million euros since 2012 and is designed to ensure that all beneficiaries receive the allowance provided for in the corresponding texts, be topped up. This credit will be reduced by 10 million euros in 2015 to fund the Youth Guarantee.

The ESEC also recommended that the revaluation of the amount of the allowance paid out be considered and that the conditions for young people under the age of 25 who had worked accessing RSA active allowance be relaxed. In this respect, bridging the gap between the employment bonus (PPE) and the RSA allowance represents an interesting concept but is not sufficient to support integration into the world of work; this system should not be implemented before 2016 and should be deployed based on the RSA active allowance model and serve to encourage young workers of 18 years of age and over to want to return to work from the first hour worked.

Finally, the ESEC believed it important to consider a right to qualification and training for all, combined with an allowance. The Youth Policy Guidance Council that includes all stakeholders in the youth sphere (youth organisations, associations including family associations, representatives of local authorities and social partners), the creation of which had been suggested, should be entrusted with the tasks of examining the key aspects of this new scheme, and of its potential dependency upon family means in particular, and of suggesting ways of funding it. At the meeting of the 2nd Inter-ministerial Youth Council (CIJ) in March 2014, the government announced its desire to move towards a means-tested study and training allowance (measure n°19), although this statement was not pursued. Guidance and planning law n°2013-595 of 8 July 2013 relating to the reform of the French national

education system, however, had two notable consequences in this field in that it introduced a right to return to initial training and created a personal training allowance (CPF) from which young people who had left the school system and were seeking employment could benefit.

There are a number of scenarios that help illustrate the complexity of the various juxtaposed aid schemes, which can prove detrimental to the exercising of rights.

A young person reporting to a local mission having never worked can in fact find themselves acquiring certain rights:

- *regarding healthcare:*
 - If they can prove that they are independent of their family they may apply for CMU and CMU-c. They may also apply for ACS. Some local missions have a health advisor who can help the young person in their efforts.
- *a number of schemes exist in the fields of financial aid and inclusion:*
 - a social inclusion contract (CIVIS) designed to help the young person to build their pathway to inclusion can be combined with an allowance that can be as much as 450 euros a month up to a maximum of 1,800 euros a year;
 - in those departments in which trials have been conducted, the Youth Guarantee offers increased support and an allowance amounting to the value of the RSA.
- *with regard to housing, the young person may benefit from a housing allowance (ALS or APL)*
 - if the property in question is authorised (that is built or renovated thanks to loans from the State). The property must be their main residence (co-tenancy is permitted). The individual's means, which must fall below a certain threshold, will be calculated based on year n-2 (or on a flat-rate basis in the event that the young person had no means in n-2 and/or started work after this date).

In the event that the young person reporting to the local mission has worked more than 4 months over the course of the last 28 months they may, in addition to the rights outlined above, receive unemployment allowances. The unemployment benefit period is equal to the previous duration of affiliation during which the job-seeker was actively employed (with a minimum duration of four months and a maximum of 24 months).

In the event that the young person has a child they may receive various forms of aid designed with the following purposes in mind:

- funding childcare (the early childhood benefit (PAJE) for a child under three years of age) or providing assistance with childcare for single parents of children under ten years of age (AGEPI) paid by the *Pôle Emploi*. The young person may receive the shared childcare benefit (parental leave) provided that they meet the criteria in terms of sufficient duration of employment in relation to the number of children they have;
- helping them to meet the child's needs. Unemployed parents may receive the RSA allowance, the value of which increases if the parent is raising the child alone (the increase for single parents varies depending on the number of children they are raising). A pregnant woman living alone receives 659.88 euros and a single parent raising one child 879.84 euros (as of 1 January 2015). Parents raising at least one child with no support from either parent may also receive a family support allowance (ASF, 95.52 euros a month since 1 April 2014).

Access to certain facilitated rights and schemes but with limited effect

□ *The introduction of a Youth Guarantee*

In April 2013, the countries of the European Union adopted the principle of a 'guarantee for young people' with the aim of fighting unemployment among young people by providing all those under 25 years of age, whether registered unemployed or not, high-quality opportunities within 4 months of them completing their education or losing their job. This offering must consist of a job, an apprenticeship, an internship or a continuous training place and be suited to the needs and situation of the individual.

France incorporated the Youth Guarantee in its multi-annual plan to combat poverty and promote social inclusion, adopted at the Inter-ministerial Committee on Fighting Exclusion on 21 January 2013, on an experimental basis.

• **The Youth Guarantee scheme**

The scheme is available to young people of 18-25 years of age in very unstable situations, who have either moved out of the parental home or still live with their parents but do not receive any financial support from them, who are neither students, nor in employment, nor in training and whose level of income falls below a certain threshold²².

Within the framework of the Youth Guarantee, which is based on a contractual offer, the young person commits to embarking upon a pathway that will lead them to independence and employment. This pathway includes collective and intensive full-time support for 6 weeks to enable the young person to create a social and vocational inclusion plan and regain their confidence. One local mission adviser will monitor 50 individuals on the Youth Guarantee scheme (as opposed to up to 300 in the framework of a standard monitoring initiative). This individual monitoring is also intended to deal with specific difficulties associated with mobility, housing and health, even though the very clear desire to prioritise finding employment for the young people concerned leaves little time and resources for dealing with such issues. The young person receives, in return, an allowance equivalent to the value of the active solidarity income (that is 483 euros a month for a single person), which is considered sufficient for a young person in need of independent housing.

At the end of this period, if the person has not found employment or a training place, the Youth Guarantee can be prolonged for one year or the local mission will take over, providing common law support in the framework of a social inclusion contract (CIVIS), for example.

The Youth Guarantee is not a right since eligibility for the scheme is dependent upon the decision of a departmental allocation and monitoring committee comprising representatives of the State and the General Council, members appointed by the prefect at departmental level, various relevant stakeholders involved in the inclusion of young people and presidents of local missions. In addition to its permanent members, this committee can include stakeholders that are particularly heavily involved in the pathways taken by young people, such as charitable associations. The committee, which notably lacks any representatives of young people themselves, can renew, suspend or withdraw the guarantee in the event that the young person in question fails to fulfil their obligations or finds employment.

²² Decree n°2013-880 of 1 October 2013 regarding the 'Youth Guarantee' trial.

- **Implementation**

A trial has been carried out across ten departmental regions²³ and 42 local missions before its planned unrolling across the country as a whole. 10,000 young people have been affected by the trial, that is an average of 1,000 young people in each region. The scheme is currently at the roll-out phase and was extended to ten new regions in January 2015, to cover 61 new regions by late 2015. The number of young people concerned is rapidly increasing, from 8,500 in 2014 to an anticipated 50,000 in 2015 and 100,000 by 2017. These figures should be considered in relation to the 1.58 to 1.9 million young people who are not in employment, studying or training. Trial region Seine-Saint-Denis, for example, has provided 1,000 young people with access to the Youth Guarantee, whilst 40,000 young people are registered with local missions.

- **Evaluation**

An evaluation of the trial was planned by the Directorate for Research, Studies and Statistics (DARES) and undertaken by the scientific council on the Youth Guarantee, which has started to gather information in some of the control regions. Whilst the initial findings will not be available until September 2015, we can already lament the poor level of involvement on the part of young people, despite having been proposed by a number of stakeholders, in this evaluation process. According to preliminary estimations stemming from the first cohort, 48% of young people are in employment or training after being monitored for a year (as opposed to 38% for those not involved in the scheme). Half of these are on fixed-term contracts but few are on training courses that will result in certification. 8,400 young people were monitored right across the country. Only 7% of beneficiaries withdraw from the scheme earlier than planned.

It would appear that 96% of the young people that have taken part in the Youth Guarantee trial were already known to their local missions. To reiterate, in 2013, 534,000 young people of 16-25 years of age joined the network of local missions for the first time (that is an increase of 5% on 2012 and 10% on 2011, according to the DARES).

The Youth Guarantee therefore helped improve the support provided for 8,400 of the 1.4 million young people known to local missions in 2013 (but did not help identify any new beneficiaries that had not already been registered). The average allowance paid out was around 300 euros (which could be supplemented by an earned income).

- **Funding**

The State provides 1,600 euros for the local mission to support each young person and around 4,000 euros for the allowance paid out to the beneficiary. Funding amounted to 100 million euros in 2014 and 164.2 million euros in 2015. Community funds, and the European Social Fund (the overall French quota of which amounts to 420 million euros, 75 million euros of which have been aimed at young people over the 2014-2015 period) and the Youth Employment Initiative (IEJ) in particular, are used to top up Youth Guarantee funding.

Our Assembly has questioned the financial sustainability of the Youth Guarantee. Furthermore, it considers it necessary to assess whether the sum of 1,600 euros a year allocated for each young person is sufficient to ensure high-quality monitoring, given the charges incurred by local missions (recruitment of advisers, hiring of premises, the administrative task of getting companies on board, etc.). It is important, here, to remember

²³ Seine-Saint-Denis, Eure, Vosges, Allier, Puy-de-Dôme, Vaucluse, Bouches du Rhône, Lot et Garonne, Réunion and Finistère.

that a local mission is an association that has to complete between twenty and thirty grant applications a year in order to secure funding since none of its funds are secure, despite the fact that it is contributing to the public employment service.

□ The student grant reform

The government reinforced the reform of the student grant system initiated in 2013 at the start of the 2014 academic year. Improving students' living conditions is a matter of priority with a view to providing access for all, and those from working class backgrounds in particular, to higher education, with all forms of study proving to have an impact on making the pathway chosen by the young person a success, particularly in the first cycle of higher education.

This reform is designed to achieve two purposes, namely helping more students from low-income families and giving greater consideration to the personal situations of independent students.

77,500 new annual grants of 1,000 euros have been created (in addition to the 55,000 grants created in 2013) for students from low-income families (where the parents' incomes amount to less than 31,000 euros a year), 'level 0' grant holders, that is those that have received no previous assistance but are simply exempt from tuition fees and Social Security contributions.

The reform brings the number of grant holders receiving an annual grant of 1,000 euros to 139,500, enabling such students, who are experiencing great financial difficulties and must often work alongside their studies, to successfully complete their training under better conditions. 2,000 new annual allowances (of between 4,000 and 5,500 euros) aimed at young people that can prove that they are independent have been introduced, bringing the amount of aid paid out independently of their parents' income to 8,000 euros at the start of the 2014 academic year. This increase in the annual aid quota of the National Fund for Emergency Aid for Students (FNAU) will be accompanied by a revision of the allocation criteria to make it easier for students to access it.

Table 2: Number of students benefiting from grants based on social criteria between 2010 and 2015

Year	Numbers	Progression
2009-2010	568,096	
2010-2011	595,626	27,530
2011-2012	622,365	26,739
2012-2013	632,977	10,612
2013-2014	649,418	16,441
2014-2015 (forecast)	654,571	5,153

Source: CNOUS, AGLAE, March 2014.

□ Young people benefiting from child welfare services

Young people between 18 and 21 years of age can benefit from a young adult contract whereby the child welfare services offer support for young people up to the age of 21 that can include accommodation, educational monitoring and financial support for everyday life and training. Whilst this scheme is open to all young people in family situations that

are complicated enough to justify intervention in the framework of child protection, it is, however, far from guaranteed either for young people who were already benefiting from child welfare services before reaching the age of majority or for those who apply for such assistance upon reaching the age of majority. By late 2008, the number of young adults benefiting from support in the framework of the child protection system was estimated at 21,000 across France as a whole, that is 0.83% of 18-21-year-olds²⁴.

The quality of the support provided varies considerably from one department to another²⁵. Furthermore, many departments have tightened the criteria for young adults obtaining assistance and reduced the durations of the support provided.

A trial was undertaken across seven departments in order to avoid the risk of worsening the positions of insecurity in which the young people concerned find themselves and this will be continued in 2015 with a view to evaluating the effective unbundling of common law and specific law in order to improve the inclusion of young people. The report on the implementation of the poverty plan by François Chérèque highlights the benefits of including such segments of the population in Youth Guarantee programmes as of 2015, as was originally planned. (Plan for fighting poverty: 2nd annual review, IGAS, January 2015)

The risk of compartmentalisation between care and support measures proposed in the framework of child protection and those relating to social and vocational inclusion, however, is a very real one. Furthermore, the young person's level of independence is often reduced to material and financial independence. "The assistance provided for young adults should help support the young person in question along their broader journey towards emancipation, comprising not only an economic dimension but also, more importantly, a cognitive, social and affective dimension" National Observatory of Children in Danger (ONED). Furthermore, it is important to strengthen ties between stakeholders involved in providing child welfare services and those involved in social and vocational inclusion across all regions with the aim of enabling all young people benefiting from child welfare services to embark upon a pathway to independence a year before they cease to be entitled to such benefits.

Securing pathways to social and vocational inclusion for young people in employment

The ESEC welcomes the objectives of the government's Youth Priority Plan outlined in 2013, which aims to achieve the following purposes:

- encourage access to social rights;
- seek independence and secure pathways in their entirety;
- fight inequality and discrimination;
- encourage the involvement of young people and the joint development of public policies in conjunction with young people, associations, social partners and regional authorities.

In any case, in light of the observations made and the assessment of the recommendations that have recently been made, there is a long way to go before these

²⁴ 6th annual report of the National Observatory of Children in Danger (ONED), July 2011.

²⁵ *L'accompagnement vers l'autonomie des jeunes majeurs* ('Supporting young adults on their journey to independence'), ONED, January 2015.

objectives are effectively achieved. As we suggested in our first opinion, guaranteeing all young people equal access to social rights and qualification means securing their future and, moreover, the future of our social model. Investing in an ambitious youth policy means giving our country the tools it needs for its economic development and recognising that it has a valuable contribution to make to this. This will not be an additional burden but rather an investment to give each young person faith in the future. Our social security system must therefore adapt to take into account this new age in life.

The work undertaken by our Assembly has highlighted the heterogeneity of youth on a number of occasions. Just like the rest of the population, young people vary greatly from one another and their situations will also change over the course of the years leading to their independence, not to mention any disruptions and any alternation between employment and training, between living in the family home and living alone, and between activity and inactivity that they may also encounter along the way. Reflection upon the pathway to be taken would also appear to be the most likely way of giving greater consideration to the situations of young people and the variety of circumstances in which they might find themselves. Taking into account the specific difficulties certain young people experience should not, however, result in any conflict between the various issues encountered. Independence, in all cases, is achieved first and foremost through work. Social and material difficulties, associated with housing, health or mobility, for example, are all obstacles to employment where young people are concerned, and obstacles that must be overcome.

In any case, as the first opinion highlighted, the aim has to be to provide young people with better access to their social rights right throughout their pathway to inclusion.

Working to achieve this aim notably involves improving the exercise of rights and active involvement on the part of young people, strengthening the coordination and management of public initiatives and improving the support offered. All young people should have access to a representative in their region who is able to inform and guide them. This public service should help reduce 'latency' periods during which young people are not supported. It is believed, for example, that the average period of time between a young person leaving the initial training system and first registering with a local mission is 28 months²⁶. Whilst this period reflects a variety of different situations specific to the individual and does not necessarily correspond to lost time, it can, nevertheless, be detrimental to some young people who are left to their own devices for too long.

Guaranteeing every young person support in their pathway into active life

Young people need support in order to become independent, particularly in the case of young people that have no family support, those with the fewest qualifications and those most exposed to the difficulties associated with accessing employment.

²⁶ PRAO, *Mission d'observation du raccrochage en formation et en faveur de l'emploi*, October 2013. <http://www.rhonealpes-orientation.org/prao/observation/etudes-emploi-formation/raccrochage-scolaire/le-raccrochage-scolaire-en-rhone-alpes-67429.kjsp>

Sustaining the Youth Guarantee in order to make it a right

The Youth Guarantee programme is part of the guarantee for young people recommended by the Council of the European Union on 22 April 2013, which outlines the objective of "ensuring that all young people under the age of 25 are offered decent employment, continuous training or an internship within 4 months of losing their job or leaving the formal education system." An initial assessment of 8,291 young people who had joined the scheme was carried out in December 2014.

Table n°3: Profile of the young people in the first cohort, as a percentage

Proportion of target audience/Proportion of the exempt population	76.4/1.8
Men/Women	53/47
Disabled worker recognition	2
Level of qualification: proportion of levels V, Vbis (Va) and VI	80
Proportion of ZUS (sensitive urban areas)/Proportion of ZRR (rural regeneration areas)	21/5
Proportion of young people known to their local mission	84
Proportion of young people who had begun working in a professional position	67.6

Source: General Delegation for Employment and Vocational Training (DGEFP) to the Service and Payment Agency (ASP).

- The ESEC welcomes the fact that an assessment, the initial results of which will be presented in September 2015, is being undertaken. It salutes the fact that this assessment focuses not only on an objective regarding the examining of cases or access to employment and training but also incorporates the notion of comprehensive support for the situation in which the young person finds themselves. It does, however, **recommend involving young beneficiaries in this assessment process**. Beyond the assessment of the scheme itself, it is important, also, to analyse the reasons why young people who met the eligibility criteria for the Youth Guarantee were unable to join the scheme. From the same perspective, it would be beneficial to analyse the various schemes put in place with the aim of reaching out to young people who have no connection to any support structures (local missions, *Pôle Emploi*, etc.).
- Upon completion of this evaluation, and taking into account the recommendations that will be made, our Assembly would recommend the gradual extension of the Youth Guarantee so that it eventually becomes a right - **a right to support for all young people who are neither in employment nor training and who meet the criteria set by the Youth Guarantee, combined with a means-tested allowance**. Making the Youth Guarantee a right would help make the support measures they may need more legible both to young people and professionals and make it possible to merge many of the schemes in place to help young people in vulnerable situations (the *Fonds d'Aide aux Jeunes* ('Youth Support Fund'), the CIVIS, local and regional schemes run by local missions, etc.). Furthermore, this would help to reintroduce a sense of equal treatment right across the country and to reach out to those young people who are the most cut off from the relevant institutions.
- **The 'right to start again', which already applies under certain conditions, must be more systematic during this roll-out phase**. For some heavily desocialised

young people, whose pathways have been interrupted and who may be suffering with a number of significant social issues, the inclusion process will be a long and difficult one. In order to ensure that the Youth Guarantee also reaches this audience, as one that is very far removed from the world of work, it is important to ensure a degree of continuity of allowance that should not be called into question as soon as the first difficulties associated with honouring the contractual commitment between young people and the local mission emerge, unless they are recurrent.

- It is important to maintain a sense of continuity in the support provided and to prioritise a single representative wherever possible. The work of the social worker responsible for monitoring a young person and the trust they will have built up should not be disturbed by introducing a number of representatives to the situation involving the young person receiving support.
- The introduction of intensive and collective support from the first weeks of the young person in question joining the system is part of the innovation demonstrated by the Youth Guarantee and something that the ESEC welcomes. **In light of the initial positive feedback on this period of adaptation we would recommend that it be possible to extend it when such an extension is considered necessary.** The local mission directors consulted believed that the period of adaptation during which young people are seen in small groups by two advisers (the profiles of the young people in question sometimes require advisers to work in teams of two) is vital to providing them with the framework and points of reference that many simply do not have. Based on this observation, they believe six weeks to be the lower limit and that it is sometimes necessary to extend this to eight weeks as a result of the major difficulties that have to be overcome. It is important to observe set hours, right throughout the day, and over a period that can sometimes feel rather long to those concerned, as well as taking the time to resolve material issues that can sometimes make it difficult to comply with instructions (distance from home where applicable, transportation, health, etc.), dispensing preliminary advice (clothing, punctuality, hygiene, etc.). Furthermore, it is often an opportunity for such young people to break out of their isolation. Operating as part of a group helps young people to get to know new people and create a positive dynamic and a form of mutual recognition. This support enables young people to regain their confidence and self esteem, develop a social life and obtain recognition for their skills.
- Providing high-quality support for young people also means securing **the recruitment of local mission advisers, notably by encouraging the use of permanent contracts (CDIs)**. Owing to the lack of visibility surrounding funding and the structural budgetary restrictions that apply to support structures, advisers are often recruited on fixed-term contracts (CDD) lasting several months. The unstable nature of their jobs and changes to the workforce to reflect the objectives set for local missions mean that advisers and supervisors are unable to work under efficient and untroubled conditions.
- The value of the allowance can prove insufficient in the case of young people who have moved out of the parental home or still live with their parents but do not receive any financial support from them. Particular attention should be paid to these young people and it is important **to ensure that other rights are availed of in addition to this allowance** (personal housing benefit, mobility grants, universal health cover, etc.).

- **Furthermore, it is important to avoid delays in payment wherever possible.** The time it takes for the services and payment agency to pay out the allowances to the young people in question (it takes around two months after joining the scheme for the relevant benefits to be paid) sometimes threatens the support offered in that beneficiaries need this money to live. It can also result in local missions having to request aid from the department to cover the deficiency (by means of the *Fonds d'Aide aux Jeunes* ('Youth Support Fund')), which is not intended for such purposes. It would therefore appear to be wise to introduce a system for advancing funds, pending the administrative instruction of the young person's application.

Systematising the young adult contract for young people placed in the care of the child welfare services (ASE)

The young adult contract²⁷ enables young people of 18-21 years of age who are placed in the care of the ASE child welfare services and who are enrolled on a course of study, a training course or an apprenticeship to receive support. The latter combines educational support, social inclusion support, assistance in managing day-to-day issues, psychological support, accommodation and financial support amounting to a maximum of 465 euros, which can be supplemented with a 600-euro relocation allowance in some cases.

In actual fact, whilst two-thirds of departments claim to help young adults, the extent of this help varies considerably from one department to another. These differences relate to the amount of financial support provided, as well as isolated instances of support (assistance with transport, obtaining a driving licence, etc.) and more importantly access to housing²⁸.

The ESEC believes that the system has to be made more efficient:

- **Evaluating the results of the trial currently being conducted by the Directorate General for Social Cohesion (DGCS) in seven departments and looking at the monitoring of and support provided for** young people leaving the ASE child welfare service, in order to avoid worsening their positions of insecurity.
- **Encouraging the production of a joint diagnosis at local level that incorporates all of the stakeholders concerned** (State, General Council, associations, etc.) and translating this diagnosis into practical objectives within the young adult contract. This contract should form the basis for coordinated action and the pooling of resources between the various services concerned and the creation of solid partnerships between the players in a given region should help ensure consistency between the assistance provided for young people and the support they receive.
- **Increasing support**

As far as the ESEC is concerned, there are two scenarios that should be singled out:

- **The young adult contract should become a right for all young people placed in the care of the ASE** and enable those who were not in care prior to reaching the age of majority to benefit from the scheme as young adults up to the age of 21, or even 25 in the case of young people with special protection needs. The support offered in the framework of the young adult contract should be as

²⁷ cf. above, aforementioned observation 4.3.,

²⁸ ONED January 2015.

comprehensive and as tailored as possible. IN this respect, the ESEC supports the recommendations made by the National Observatory of Children in Danger (ONED) regarding the diversification of the support offering for the purposes of adapting it to reflect the needs of young people, keeping them as well informed as possible, particularly with regard to their rights and options for recourse, and hearing their thoughts on the organisation and functioning of the scheme from which they are benefiting²⁹. Young people perceive the process of leaving the young adult contract scheme as very abrupt and one that is not gradual enough. It should also be better supported and the conditions surrounding the transition made more flexible. IN this respect, a handover stage should be introduced between the social worker who was monitoring the young person as part of the ASE child welfare system and the local mission.

- **A support system should be available when the young person over the age of 21 is undergoing some form of training.** If the young person is neither in training nor in employment they should be covered by the right to support provided by the Youth Guarantee. Coordination between these two schemes, which are operated by different stakeholders in the sector, however, requires certain adaptations to be made with regard to their management. In the framework of the recommended conversion of the Youth Guarantee into a right and for the purposes of simplifying the schemes in place, **thought should be given to ensuring that young people placed in the care of the ASE system and those who have been the subject of legal measures** (PJJ or 'Judicial Protection of Youth'), who are neither in employment nor in training, **can benefit from this right to support.**

In this respect, the coordination between criminal policy and inclusion policy is extremely important, notably thanks to the partnership between the Rehabilitation and Probation Prison Service (SPIP) and local missions³⁰.

Fostering young people's access to new rights

Generalising the Youth Guarantee would not eliminate all forms of disruption to the pathways taken by young people.

The transitional stages would in fact involve improving the social aid provided for the most disadvantaged of young people and standardising the various sources of aid available in order to gradually introduce a right.

- The ESEC believes that the activity bonus, created following the merger of the employment bonus (PPE) and the RSA active allowance, should be extended to young people with employment contracts, under the same conditions as other sectors of the population and without discrimination.

The introduction of this bonus follows the report by Mr Christophe Sirugue³¹ which highlighted the complexity, distribution of resources and loss of efficiency resulting from the juxtaposition of a monthly allowance, the RSA active allowance and a tax credit in the form of the PPE. Credits awarded in the form of the activity bonus are limited to a budget

29 *L'accompagnement vers l'autonomie des jeunes*, ('Supporting young adults on their journey to independence'), study report, ONED, January 2015.

30 *Premiers enseignements des expérimentations en matière de réinsertion des jeunes sous main de justice*, August 2013, Ministry for Sport, Youth, Community Education and Community Life.

31 *Réforme des dispositifs de soutien aux revenus d'activité modestes*, 2013.

of 4 billion euros in 2016, corresponding to the total of the amounts currently allocated in the framework of the PPE and RSA active allowance benefits. The upper income limit for receiving this bonus is 1.2 times the minimum wage for a single person (1,400 euros a month in March 2014) and the bonus will be paid on a monthly basis by the bodies responsible for paying family benefits as of 1 January 2016. The benefit amount is calculated based on individual income but will take into account the composition of the household. Young people will be able to receive it even if they are still living with their parents, provided that their family is on a low income. The benefit amount will be fixed for three months in order to avoid overly frequent adjustments.

As far as the ESEC is concerned, this measure represents a step in the right direction, notably by providing access for young people aged 18 and over (700,000 to 1 million young people are expected to benefit from this bonus, of the 4-5 million active individuals eligible).

At this stage in the government arbitration, young people, along with all other beneficiaries, who receive 570 euros net per month (0.5 times the minimum wage) will receive a benefit amount equivalent to the RSA allowance. The latter should reach its maximum level for those earning 800 euros net per month (0.7 times the minimum wage) and then gradually decrease up to 1,360 euros net (1.2 times the minimum wage).

With regard to this scheme, our Assembly makes the following three recommendations:

- considering the possibility, following an impact study, of setting the threshold for receiving the activity bonus at 342 euros net per month (0.3 times the minimum wage) in order to cover those following pathways to inclusion, both young people and other members of the population, who work few hours.
- establishing the fact that all young people with employment contracts (apprentices, students who are also in paid employment, etc.) are affected by this scheme. The ESEC would like to reiterate the fact that students who are not attached to the parental home for tax purposes are eligible for PPE, subject to income;
- combining the use of the activity bonus with information and support through public services and associations in contact with those sectors of the population that are eligible, in order to reduce cases where rights are not availed of. Indeed, if access to the activity bonus is simplified in relation to the RSA active allowance (simplified declaration, stability of the bonus over a three-month period, etc.), in the absence of appropriate support, the number of cases where the right is not availed of could remain high.

Finally, it is important to include all of the stakeholders concerned, including student organisations and young people's movements, in the consultation process, which must take place prior to the drafting of the bill regarding the activity bonus.

- Relaxing the criteria for the basic RSA allowance

The particularly restrictive conditions governing access to the basic RSA allowance for those under 25 years of age significantly limits the number of beneficiaries. In a ruling dated October 2008, the High Authority for the Fight against Discrimination and for Equality (HALDE) had observed a difference in treatment based on the age of active people, with only employees over the age of 25 able to benefit from the basic RSA allowance. It underlined the fact that such a difference in treatment is only lawful if it is objectively and reasonably justified and recommended that a study of the consequences of the fixed age criterion for receiving the RSA allowance be performed, particularly in light of the social and vocational

inclusion difficulties encountered by those under the age of 25. Certain studies, and those undertaken by the INSEE³² in particular, however, have shown that extending the right to an allowance has no disincentivising effect on youth employment.

The proposal to extend the RSA to those aged 18 and over has been met with widespread dissent within our Assembly. The ESEC would, however, as it did in the previous opinion, recommend that consideration be given to and an impact study conducted on the potential relaxing of the criteria for accessing RSA for young people under the age of 25 in order to enable young people who have not worked or who have not worked much to receive this social benefit.

- **Making the right to qualification and training effective in practice**

An initial milestone has been reached with the educational reform bill of 8 July 2013, transposed in Article L. 122-2 of the French Education Code, which introduces a right to claim aimed at young people of 16-24 years of age leaving the initial training system without any qualifications: "any young person leaving the education system without any qualifications benefits from an additional period of qualifying training of which they may take advantage under certain conditions set by decree. This additional period of qualifying training may consist of a right to return to initial training under school status".

The introduction of a personal training allowance (CPF) in accordance with the law of 5 March 2014, which came into force on 1 January 2015 and is available to those aged 16 and over and for the duration of their working life, represents a new step towards the introduction of a right to lifelong learning. The allowance is designed to secure professional pathways and to enable all citizens to take at least one step up the professional ladder over the course of their working lives. It will enable employees, including those on apprenticeship and professional accreditation contracts, as well as job-seekers and young people who have left the education system with no qualifications, to receive qualifying training and training relating to the common foundation of knowledge and skills. The allowance is specific to the individual and credited with certain hours according to the number of hours worked. Such training is funded by a joint commission for collective training when the person is employed and by the *Pôle Emploi* employment agency or the relevant region in the case of job-seekers. The training can be provided under school status or in the framework of a work-based training contract or internship. This great flexibility makes the scheme more proactive and adaptable to the profile of the young applicant in question.

With regard to these two developments, which do not, however, eliminate the financial obstacles that might stand in the way of a return to training, the ESEC would recommend, as it did in the previous opinion, that a consultation be launched as a matter of urgency in the framework of the Youth Policy Guidance Council (see below) to guarantee all young people access to lifelong learning through the introduction of a right to qualification and training incorporating a training allowance that would be paid in return for the commitment each young person makes in the framework of contract-based support. A number of works have already been produced on this issue, including a report by the Charvet Commission, a report on youth independence, Martin Hirsch's *Livre Vert* ('Green Paper'), Terra Nova, etc.

32 Bargain, Olivier and Vicard, Augustin, *Le RMI et son successeur le RSA découragent-ils certains jeunes de travailler ? Une analyse sur les jeunes autour de 25 ans*, Economie et statistiques, n°467-468, 2014, pp.61-89.

Funding youth inclusion measures

Investment in youth policies is essential not only for young people themselves but also in order to safeguard a social model to which our Assembly has become attached. There is still progress to be made if we are to promote an education system that gives everyone a chance, better investment in youth and more open and continuous access to lifelong learning opportunities. This social approach, based on supporting people right throughout their professional pathways and indeed their lives, is perfectly aligned with the social investment rationale³³.

Avenues of funding have not been avoided by our Assembly, which has explored three avenues in its work³⁴, namely increasing the efficiency of the existing system, redeploying expenditure and generating new revenue, particularly with regard to the review of the tax and social contribution system³⁵.

This work has still not helped identify any consensual ways forward where funding is concerned.

Extending the scope of individual social security for young people and guaranteeing the effectiveness of access to these rights

Regarding healthcare

Little progress has been made in this field, regarding either securing pathways to healthcare for young people or the extension of rights. The national health strategy incorporates only a small proportion of the recommendations stemming from the work undertaken by the National Health Conference (CNS). The ESEC regrets this observation, particularly as it had represented a significant opportunity to involve young people in the consultation process.

- **Improving preventive healthcare aimed at young people.** The ESEC opinion entitled *Les enjeux de la prévention en matière de santé* (February 2012, Jean-Claude Etienne and Christian Corne) helped highlight the importance of instigating and promoting a collective culture of prevention and providing support for all concerned in adopting such a culture, as demonstrated by the *Instants-Santé Jeunes* initiative on the part of the MSA funds, which enable 16-24-year-olds to benefit from an exchange consultation on health-related issues with a general practitioner, which is 100% covered in terms of cost and accompanied by the presentation of a 50-euro sports voucher. This objective can be achieved by focusing primarily on young people since preventive reflexes are acquired from a very young age. Preventive action must be based on scheduled medical time frames and organised monitoring that involves school, university and workplace medical services. The effectiveness

³³ ESEC study, *La Stratégie d'Investissement Social* ('Social Investment Strategy'), February 2014, Bruno Palier.

³⁴ Aforementioned *La stratégie d'investissement social* and *La protection sociale: assurer l'avenir de l'Assurance maladie*, July 2011, Bernard Capdeville.

³⁵ Aforementioned *La stratégie d'investissement social* and aforementioned *La protection sociale: assurer l'avenir de l'Assurance maladie*.

of this prevention, however, will require workforce numbers within the relevant services to be increased and better coordination and openness with general practice and hospital-based care. Preventive oral examinations, which have proven to be effective, for example, could be extended to the over-18s. This monitoring could also be provided in the form of sharing information and notably by including a prevention component in the shared medical file (DMP).

- **Giving greater consideration to the health of young people in the framework of regional health strategies.** It is important to secure pathways to healthcare for young people.

As far as the ESEC is concerned, young people's health should be a matter of top priority within the national health strategy. As far as young people are concerned, it should in fact move away from a primarily curative approach to place greater emphasis on prevention.

The regional health project (PRS), which would incorporate a 'youth component', should enable this strategy to be developed at local level. This document, produced by the Regional Health Agency (ARS) in conjunction with all of the relevant professionals and users, will help develop the strategy at regional level with regard to prevention, healthcare and medico-social support.

It is important that young people be consulted on such health strategies, by involving the French Youth Forum, the CNAJEP and all institutional bodies and associations dealing with young people's health (the Ministry of National Education, the higher and community education spheres and family associations), for example.

- **Enabling support bodies working specifically with young people to devote the necessary time and resources to health-related issues.** It is important to consider the conditions surrounding the reintroduction of partnerships between local missions and the primary healthcare fund (CPAM), notably where staffing levels are concerned. These are, in fact, major factors in the efficient deployment of healthcare services. Partnerships between stakeholders in the health sector and local missions must enable all young people to undergo a preventive examination and access the necessary care and regional local mission initiatives (ARMLs) must be systematically combined with the work undertaken by regional public health services. Finally, people requiring help do not always know where they can turn to receive the help they need, and whilst it is important that more information be provided in this respect, it is also important to develop systems that will make it possible to reach out to those young people who are the most cut off from the relevant institutions in order to avoid cases in which such young people fail to exercise their rights, such as the *Bus Santé* mobile health unit, staffing levels in rural areas and priority neighbourhoods, the opening of health centres, etc. In more general terms, the entire network of community-based associations, which play a role in guiding and assisting young people, can contribute to providing this sort of health-related support.
- **Facilitating access to a health professional.**

The ESEC believes that there are two measures that will facilitate such access:

- attaching certain personal entitlements to the *Carte Vitale* social security card for young people over the age of 16. At this age, of course, young people have an individual *Carte Vitale*, even if they are still assignees of their parents. In any case, if they do see a health professional, their parents will be made aware of the consultation. As far as our Assembly is concerned, consideration must be given

within the National Union of Additional Health Insurance Bodies (UNOCAM) to the possibility of giving young people over the age of 16 certain personal entitlements in the framework of an independent assignee status as currently exists within compulsory health insurance schemes;

- regarding access to contraception, the measure introduced by Article 55 of the Social Security Financing Act for 2014 was presented as a way of providing free and anonymous access to contraception for minors of at least 15 years of age. Maintaining a patient contribution, which accounts for 30% of the cost of the consultation, however, will not, in practice, guarantee free consultations. Furthermore, in the event that it is being paid by an additional health insurance body, it would not be possible to guarantee patient anonymity since it is essential to be able to identify the insured party. Within the Social Security Financing Act for 2015, and in order to better understand such situations, Article 48 provides for the submission of a government report to Parliament, before 1 October 2015, on the system for obtaining free and anonymous access to contraception for minors of at least 15 years of age.
- simplifying the form for accessing CMU-c, particularly in terms of its length and the very high number of supporting documents to be produced.

- **Mental health must be effectively taken into consideration by regional services.**

A recent study by Unicef France³⁶ conducted among 6-18-year-olds³⁷ showed that 43.3% of over 15s were experiencing psychological problems. In response to this observation, the national health strategy must give greater consideration to mental health organisations *that help ensure the presence of all of the skills required to ensure the quality and security of the pathways to health and indeed the lives of the populations concerned, as part of a public health approach incorporating prevention, treatment and rehabilitation in formal cooperation initiatives.*

The implementation of a mental health policy concerning young people must also involve maintaining organisations such as the *Points d'Accueil Ecoute Jeunes* ('Young Persons Reception Centres', PAEJ), the *Maisons des Adolescents* ('Homes for Adolescents') and the *Espaces Santé Jeunes* ('Young Persons Health Centres') that are currently in a very fragile position, despite the fact that they are often an open and neutral initial point of contact and a source of support for young people who are in positions of unease, taking risks or social exclusion. *Maisons des Adolescents* establishments, for example, by virtue of their very nature (reception, attention and assessment), accelerate the provision of care and help prevent unnecessary consultations at medico-psychological centres (CMPs). Recommendations must be made to ARS regional health agencies regarding the introduction of pathways to health for young people by means of *Maisons des Adolescents*³⁸. Finally, it is important to both increase the number of psychologist, psychiatrist and social assistant positions and improve their response times through the provision and funding of new posts.

- **Safeguarding the health of young people in the workplace.**

Young people are particularly vulnerable in professional environments and are in fact 50% more likely to be injured in the workplace than older workers (according to the European

³⁶ Association Humanitaire pour la Survie et la Protection des Enfants du Monde

³⁷ Published on 22 September 2014

³⁸ IGAS 2013, *L'évaluation de la mise en place du dispositif des maisons des adolescents.*

Agency for Safety & Health at Work). According to a study undertaken by the National Health Insurance Fund for Salaried Workers (CNAMTS)³⁹, the frequency of workplace accidents is greater among the under 30s and generally decreases with age. It is for this reason that the reform of the regulations regarding young workers (decrees of 11 October 2013) reinforced the obligations relating to professional risk assessment and the implementation of preventive measures at professional training venues thanks to all of the institutional organisations dealing with health and employment issues, including occupational medicine, the Pensions and Occupational Health Fund (CARSAT), the French National Agency for the Improvement of Working Conditions (ARACT), the National Research and Safety Institute (INRS), etc.

The ESEC believes that, beyond the obligations on the part of the employer to prevent occupational risks involving their employees, which include psychosocial risks, it is important to increase both preventive information aimed at young people and efforts on the part of occupational health specialists to monitor young people.

The ESEC would recommend that the following measures be adopted in order to facilitate access for young people under 25 years of age to CMU, CMU-c and ACS:

- **Taking into account the specific situation of young people under the age of 25, notably with regard to their mobility, in work that is currently being carried out on the simplification of systems and procedures.**

The State Family Allowance Fund (CAF) now plays a pre-investigative role in applications for CMU-c. If an applicant's means do not exceed the threshold for the basic RSA allowance, therefore, the bodies responsible for paying family benefits electronically send the information required to instruct this application to the *Caisse d'Assurance Maladie Obligatoire* ('Compulsory Health Insurance Fund') (Article L. 861-5 of the Social Security Code). Furthermore, the Department for Social Security and the SGMAP (Secretary General for the Modernisation of Public Action) have considered the standardisation of reference periods across the CMU-c and ACS, the personal housing allowance and family benefits.

Such changes must be accompanied by a simplification of the application form and a reduction in the number of supporting documents to be produced when renewing CMU-c and ACS entitlement.

In order to avoid disruptions to the care provided and provide better access to treatment, **the ESEC would recommend allowing automatic access to CMU, CMU-c and ACS for young minors cared for by the ASE, young people with a young adult contract and young people benefiting from the Youth Guarantee, as is the case with those benefiting from the basic RSA allowance.**

- **Informing young people of their rights with a view to facilitating access to additional health cover:**

Young people may, depending on their means, receive CMU-c and top-up health insurance (ACS), although in many cases the young people in question fail to avail of such benefits, particularly where ACS is concerned. With this in mind, an ACS information campaign is to be introduced. The ESEC believes that this campaign should emphasise the fact that ACS enables the individual to benefit from medical charges with no extra-billing. Local missions, information and guidance officers (PAIOs) and top-up health insurance providers could all be involved in initiatives designed to raise awareness, and it is also important to raise

³⁹ *Sinistralité des jeunes travailleurs*, Department for Occupational Risks, January 2008

awareness among parents. The ESEC believes that this measure should be accompanied by a revaluation of the current ACS scale for young people (this aid currently amounts to 100 euros for under 16s and 200 euros for 16-49-year-olds). Finally, a national invitation to tender aimed at selecting contracts entitling those concerned to ACS is currently under way. As far as the ESEC is concerned, it would also be wise to consider revaluating the current ACS scale following the undertaking of an impact study.

With this in mind, generalising the third party payment system beyond the existing perimeters will, as is the case with all individuals covered by the national health insurance system, help to promote access to healthcare for all.

The ESEC believes that such measures should be supplemented by specific provisions:

- **With regard to students**, the ESEC is pleased to observe the option now available to isolated students in unstable situations of submitting an individual application for CMU-c, without their parents' situation being taken into account. Students receiving special assistance (formerly, FNAU - National Fund for Emergency Aid for Students) that is allocated based on certain financial difficulties that they might be experiencing will be able to receive CMU-c on an individual basis.

As far as the ESEC is concerned, additional measures should also be put in place:

- **With regard to information:** entrusting student mutual insurance companies and the organisations selected in the framework of the invitation to tender regarding the ACS system (*cf.* above) with the task of informing people about the option of submitting an individual application for CMU-c and entrusting the CMU fund, in the next assessment report on the law of 27 July 1999 which created a universal health cover system, with the task of measuring the impact of this measure on access to healthcare among the students concerned. In order to encourage access for grant holders to CMU, CMU-c and ACS it is important that grants based on social criteria be included on the list of social benefits that do not count towards the individual's means.
- **With regard to access to healthcare centres:** continuing the campaign to create university health centres. These university health centres should not be reserved solely for students studying at the university site in question but rather be open to all young people in the region. The availability of consultations with psychologists and psychiatrists should also be developed at such sites, along with dental care facilities.
- **The health master plan should be adopted at all university sites:** The various aspects of promoting healthcare should be featured in the plan, notably the prevention of alcohol abuse and other addictions, local access to healthcare, the promotion of physical activity and nutrition, pace of study, preventing the risk of overwork, the rules of good preventive practice, etc.
- The difficulties encountered by the student Social Security regime mean that the current reform is essential. It is important **to determine the extent of the support provided for the general system with a view to improving the services available to students in order for the latter to benefit from the same level of service as other insured parties.** This should be done in the framework of certain principles that must be reinforced, namely proximity, the democratic involvement of users in managing the system and appropriate prevention.

Regarding housing

Undergoing training, maintaining employment, healthcare, the extension of rights and in more general terms well-being and a person's ability to confidently devote themselves to their projects are all dependent upon housing, and enabling young people who so wish to access independent housing should be a priority

Our Assembly, in its 2013 opinion on independent housing for young people, stated that, between 1984 and 2006, the affordability ratio increased by 10 points for the under 25s and 6 points for 25-29-year-olds, as opposed to the 1.5-point increase across the population as a whole over the same period. This situation also reflects the fact that the revaluation of personal housing benefits has not followed the progression in rent charges.

There are a number of measures that might be put forward to improve young people's access to housing and their creditworthiness:

- **Improving the effectiveness of housing benefits:**
 - *by ensuring that they better reflect the rent charges applied in regional areas at the same time as opening local rent observatories, which will be trialled in certain regions, by allowing the family allowance to be combined with the housing benefits paid out to students, as well as by withdrawing the waiting period and, with the exception of students, the flat-rate assessment;*
 - *by adapting the terms by which young people's incomes are taken into consideration.*

The ESEC believes that it might be useful to explore three avenues:

- *Revising the reference amount used to calculate the personal housing benefit (APL)*

The individual's means will be calculated based on those for the last but one year preceding the application for APL personal housing benefit and stated on the tax assessment. FAILING this, means can be assessed at a fixed rate or be considered to be at least equal to a certain minimum, such as 4,900 euros for students living in student accommodations in the event that the applicant is a grant-holder, for example, or 5,900 euros if they are not. In the event of a change in situation (professional, family, etc.), the value of the personal housing benefit may be recalculated at any time. Nevertheless, this mechanism appears to be poorly adapted to the situation of young people, which is often characterised by rapid changes in their situation, such as switching from a fixed-term to an interim contract, for example.

The ESEC, reiterating the conclusions of Christian Demuynck's 2009 senatorial information report on youth policy, believes that it is important to examine the terms governing the calculation of housing benefits based on the individual's means in the previous six months or even the previous quarter. The value of housing benefits currently varies depending on the composition of the housing and the size of the property.

- *Taking into account the fact that apprentices, and in some cases students, live between two properties.*

Some regions pay apprentices an allowance to cover the fact that they have to simultaneously fund two properties for short periods of time. Not all apprentices benefit from such a scheme and the ESEC would recommend that they be allowed to declare all of the expenditure they devote to housing or accommodation, even if they have two separate homes, and to receive support for periods of less than a month. In more general terms, the ESEC believes that it is important to examine the conditions supporting the consideration of

young people in training when calculating the APL personal housing benefit to which their family is entitled when the young person in question is living independently.

- *Maintaining the option of combining the personal housing benefit with an attachment to the parental household for tax purposes.*

It is essential that this be maintained with regard to young people who in fact have two homes - their independent home for the purposes of their training and their family home.

- **Working towards universal coverage against tenancy risks**
- **Reconsidering the offering aimed at young people**, as was suggested in the ESEC's 2013 opinion, whilst supporting associations and increasing the comprehensive care funding associated with *Foyers de Jeunes Travailleurs* ('Young Workers Residences'), implementing the objectives of the Anciaux Plan⁴⁰ and strengthening the position of the Regional Centre for School and University Support (CROUS) as a student housing operator. The criteria for accessing a *Foyer de Jeunes Travailleurs* must be reconsidered to ensure that the individual's income over the past three months is now taken into consideration rather than their tax return from two years previous.
- Increasing the number of places available through emergency reception and accommodation schemes and adapting some of them to accommodate young people whilst favouring a comprehensive approach. Whilst emergency accommodation is far from an ideal solution, and whilst it is important to provide all sectors of the population, including young people, with access to accommodation or housing solutions that could provide them with a long-term home as quickly as possible, data regarding the places available for young people in the framework of emergency schemes, such as the 115 scheme, reveals a severe shortage of accommodation, despite the fact that younger audiences account for a significant proportion of the applications received. The ESEC would recommend developing social monitoring services that can reach out to homeless young people and provide them with the guidance and support to reflect their needs (mobile teams and day centres, for example) in conjunction with stakeholders in the specialist prevention sphere.

Fostering a joint youth policy and fighting the non-exercise of rights

Reducing cases where rights are not availed of

- **The first stage in reducing the non-exercise of rights is to put an end to the layering of so many different schemes**

The Secretary General for the Modernisation of Public Action (SGMAP) must make it its mission to more effectively adapt the various schemes that exist with regard to the social and vocational inclusion of young people. With this in mind, the options of merging and withdrawing certain systems must be available for new, more accessible rights that reflect the needs of the individuals concerned as closely possible.

⁴⁰ Cf. glossary.

- **Improving education and information with regard to social rights**

The recommendations we made regarding the importance of educating people in their rights received only a lukewarm response and little progress has been made in this respect. Indeed, the study carried out by Young Christian Workers (JOC)⁴¹ confirms the importance of this aspect.

The ESEC recommends that the French Senior Council for the National Curriculum (CSP) notably include information regarding social rights in new moral and civic education curricula.

The option of visiting administrative and institutional organisations could also be developed to provide young people with an opportunity to meet stakeholders who might be able to help them in the future.

Finally, in the framework of introducing the *Parcours citoyen* ('Civic pathway') and the reforms regarding the National Defence and Citizenship Day (JDC), the ESEC would recommend that the proposal put forward by the local mission young people's network *Arrêtez de nous mettre dans vos cases* ('Stop pigeonholing us!'), a network supported by local missions and backed by the Bertrand Schwartz Institute and the National Union of Local Missions (UNML), be implemented and that a training module on social rights, including the right to employment, be created.

Community education movements could also be usefully involved and greater awareness of such movements be raised among young people in terms of educating them in their social rights.

- **Facilitating progress in terms of social work and socio-professional support**

The value of the role performed by stakeholders involved in providing support must be reasserted and simplified. When a local mission must complete between 20 and 30 grant applications every year in order to secure its funding, this is time that it does not have to devote to those individuals benefiting from support. Likewise, it is essential that social workers and support professionals receive training aimed at raising their awareness of the various organisations and schemes available to enable them to encourage young people to avail of their rights (a local mission will manage over 80 inclusion schemes).

As stated in our first opinion, the issue of rights not being availed of must be incorporated in initial and continuous training programmes aimed at professionals, and such developments could form the basis of the work undertaken by the States General of Social Work, to be held in 2015.

Youth information networks have undergone recent reorganisation efforts, notably via the creation of a National Youth Information Union (UNIJ). Such developments should be supported by the State, which should provide *Information Jeunesse* with the means to remain the valuable source of information that it is today.

- **In the framework of developing the civic service, sustaining the 'GPS' trial in partnership with stakeholders involved in providing access to rights**

The programme relating to access to rights - the *Guides vers un Parcours Solidaire* ('Guides to a Solidarity Pathway', GPS) launched two years ago in a number of French regions - has involved volunteers in working class neighbourhoods for periods of 6 to 9 months for the purposes of raising awareness and identifying and supporting vulnerable members

⁴¹ Droits Devant, 2014.

of society along their pathway to independence and in taking their initial steps towards accessing rights and services. The volunteers, by means of the direct relationship they have with populations in the field and their neutral and accessible position, can form the 'missing link in the chain' when it comes to identifying vulnerable and isolated individuals and directing them towards specific stakeholders. This being the case, they work alongside existing stakeholders (staff from the CAF, the CCAS, etc.), who often have no representatives out in the field, rather than replacing them. Likewise, civic service missions are also widely developed by local missions, as the third network for caring for young people on civil service.

- **Extending the *Rendez-Vous des Droits* ('Meetings on Rights') initiative introduced by the CNAF to a young audience, including those not in receipt of minimum welfare benefits**, by increasing staffing levels for the purposes of reaching out to such audiences.

The CNAF's programme for accessing rights, initiated by the circular dated 30 April 2014, is inspired by the *Rendez-Vous Prestations* ('Meetings on Benefits') initiative that has been implemented by MSA funds since 2008 and various research initiatives relating to potential rights, undertaken by branches of the CAF prior to the present Agreement on Objectives and Management (COG). **The CNAMTS and primary healthcare funds (CPAMs) must all pull in the same direction** by adapting the 'local plan supporting the non-exercise of rights, misunderstandings and disruptions' (PLANIR programme) to reflect the situation of young people and of those who are the most cut off from the relevant institutions in particular.

- **Two initiatives currently being trialled should be supported**

An online rights simulator has been trialled among a working group devoted to simplifying the system, stemming from the National Council on Policies for Fighting Poverty and Social Exclusion (CNLE), and is expected to be rolled out in the first quarter of 2015, according to the announcement made by the President of the Republic on 30 October 2014. The development of this simulator, which is hosted on a simple and user-friendly website and simulates the individual's rights to benefits in a straightforward and simplified manner, is expected to make it easier for young people to avail of their rights by improving their visibility in terms of their eligibility for benefits. The development of a digital safe for storing individual and certified documents that are accessible either individually or with the help of a third party is currently being trialled by the SOS Group and the Abbé Pierre Foundation in the framework of efforts to simplify administrative procedures.

With regard to students, the merging of the post-baccalaureate admissions (APB) procedure and the student social file (DSE) may help reduce cases where rights are not availed of. Many students do not realise that they meet the social criteria for receiving a grant and so do not apply for one. IN this respect, the lack of information differentiates young people based on their cultural capital. *Lycée* students do not always pre-empt the various stages involved in compiling their student social file (DSE) that take place over the course of their last year of *lycée*. The systematisation of grant applications through the merging of procedures would therefore help reduce the number of cases of people not availing of their social rights. **The introduction of a one-stop aid shop, run by the CROUS public service for student life, for all forms of aid for which students may apply would also represent a step in this direction.**

- **Improving awareness of the reality of the situations in which young people find themselves.**

Familiarity with young people, their practices and their expectations and the analysis and evaluation of the policies that affect them are key elements and the ESEC would underline the need to develop statistical and research work in the field, particularly where young NEETs are concerned.

It is also important that all stakeholders and services responsible for youth-related issues pool such statistical information, notably with a view to ensuring that the Youth Guarantee is implemented as effectively as possible and aimed at those young people experiencing the greatest difficulties.

- **The involvement of families**

The family has its own role to play in enabling young people to become self-sufficient and independent, which is the primary aim of the education system.

It is an environment for encouraging young people to pursue their future plans and an integral part of the guidance and training/inclusion process, as well as playing a role, both directly and through family organisations and parent-teacher associations in particular, in the reflection process.

It is important, in particular, to lend greater support to policies designed to assist families (parent support network, family mediation, sponsorship, etc..) by ensuring that more specific youth-related issues are given greater consideration within the frameworks of such schemes.

Coordinating youth policies

- **The coordination of the various stakeholders involved in youth policies must be improved.**

Coordination across three different levels should prove beneficial:

- *at national level:* by reinforcing the inter-ministerial approach that has been under way since 2013.

The ESEC would therefore recommend that the inter-ministerial delegate for young people report to the Prime Minister for the purposes of increasing the efficiency of both inter-ministerial coordination and the involvement of all ministries.

In the absence of a point of consultation between the various stakeholders involved, the ESEC would reiterate its recommendation that a Youth Policy Guidance Council, upon which an inter-ministerial delegate could draw, be created. This would provide a platform for evaluation, examination and consultation with the main stakeholders responsible for youth-related issues and would be intended to monitor the work of the Inter-ministerial Youth Committee (CIJ) and the dashboard of actions in particular. It would comprise representatives of the State, youth organisations, social partners, local authorities and associations, and family associations in particular, and would draw on opinions produced by experts in the matter and the work of researchers in the field, and those of the National Institute of Youth and Community Education (INJEP) in particular.

- *at regional level:*

The Regional Administration Committees (CARs) on Youth, run by the prefect and involving decentralised services, should meet at least twice a year, the aim being to extend the trial conducted in the Rhône Alpes Region, where a regional *Priorité Jeunesse* ('Youth as a Priority') inter-ministerial seminar was introduced in June 2014.

Furthermore, in the framework of the territorial reform that is currently under way, **we would reiterate our recommendation that the region be appointed lead partner for coordinating youth policies**, with this expertise continuing to be shared among all authorities, as with those departments undertaking child protection missions.

– *at local community level:*

The inter-communality could coordinate stakeholders (local authority agents, associations, teachers, the local mission, etc.) with a view to developing synergies and giving greater consideration to the young people within a given region, thus promoting familiarity with the various systems in place, the introduction of joint training programmes, etc. The ESEC would recommend drawing inspiration from the Local Information and Coordination Centre (CLIC) method involving the elderly for the purposes of better coordinating regional stakeholders involved in youth-related matters.

The example of the LOR'jeunes initiative, the result of a desire on the part of the State and of the Regional Council of Lorraine to join forces through a partnership charter, is an integral part of this approach and is worth deploying within other regions. AS a combination of a laboratory, an observatory and even a network of stakeholders, LOR'Jeunes provides a platform for developing responses, pooling analyses and gathering energies. The partnership itself supplements and reinforces all of the common law policies and schemes implemented by the State and the authorities to enable all young people to create their own pathway to success. **It is important that new pluralist and concerted support practices be developed with a view to optimising the public credit released and within the financial means available to the individual.**

Youth policies cannot be developed without involving and consulting the beneficiaries of such policies. With this in mind, the ESEC would recommend **ensuring that young people are actually represented and involved in all bodies that might concern them by planning** to increase their presence on the administrative boards of Apprenticeship Training Centres (CFAs) and local missions, as well as on Regional Economic, Social and Environmental Councils (CESERs). It is also important to encourage the involvement of young people in Regional Consultative Committees for Individuals in Care and within the eighth college of the National Council on Policies for Fighting Poverty and Social Exclusion (CNLE), as well as in the civic councils created by the town and urban cohesion planning law of 24 February 2014.

Finally, the ESEC would recommend the following:

- **implementing, as a matter of urgency, the youth impact clause** announced by the Prime Minister in December 2013, which should help anticipate issues for young people and ensure that they are taken into account in all laws.
- **applying the measure announced at the first Inter-ministerial Youth Committee in 2013** regarding the Prime Minister's annual presentation to Parliament on the progress of initiatives implemented in support of young people and prospects for the future.

Conclusion

Our Assembly can only highlight, as it did in its opinion of June 2012, the proliferation of specific schemes and the lack of coordination among those responsible for supporting young people.

Taking full account of this new age in life within our social security system and indeed within all public and business policies is a matter of urgency with regard not only to young people but also to society as a whole.

Securing inclusion pathways for young people means...

- facilitating access to their rights;
- ensuring and rebuilding young people's faith in the sustainability and effectiveness of our social security system and institutions;
- preventing and providing solutions to situations of instability.

As far as our Assembly is concerned, this challenge can and should be taken up in order to adapt our social security system to the changes in our society and current social cohesion issues.

Voting

Voting on the full text of the draft opinion presented by Antoine Dulin, rapporteur.

Number of voters	159
Voting in favour	117
Abstentions	42

The ESEC adopted the opinion.

Voted for: 117

<i>Agriculture Group</i>	Mrs Bernard, Mrs Bocquet, Mr Choix, Mr Ferey, Mr Giroud, Mr Pelhate, Mr Roustan and Mrs Sinay.
<i>Associations Group</i>	Mr Allier, Mrs Arnoult-Brill, Mr Da Costa, Mrs Jond and Mrs Prado.
<i>CFDT Group</i>	Mrs Boutrand, Mr Cadart, Mr Duchemin, Mr Gillier, Mrs Houbairi, Mr Le Clézio, Mrs Nathan, Mr Nau, Mrs Pajères y Sanchez, Mr Quarez and Mr Ritzenthaler.
<i>CFE-CGC Group</i>	Mr Artero, Mrs Couturier, Mrs Couvert, Mr Lamy and Mrs Weber.
<i>CFTC Group</i>	Mr Coquillion, Mrs Courtoux, Mr Ibal and Mr Louis.
<i>CGT Group</i>	Mrs Doneddu, Mrs Farache, Mrs Hacquemand, Mr Marie, Mr Michel, Mr Naton, Mr Rabhi and Mr Teskouk.
<i>CGT-FO Group</i>	Mrs Baltazar, Mr Bellanca, Mrs Boutaric, Mr Chorin, Mrs Millan, Mr Nedzynski, Mrs Nicoletta, Mr Peres, Mrs Perrot, Mr Pihet and Mr Veyrier.
<i>Cooperation Group</i>	Mr Argueyrolles, Mrs de L'Estoile, Mr Lenancker and Mr Verdier.
<i>Environment and Nature Group</i>	Mr Beall, Mr Bonduelle, Mr Bougrain Dubourg, Mrs de Béthencourt, Mrs Ducroux, Mr Genest, Mr Genty, Mr Guérin, Mrs de Thiersant, Mrs Laplante, Mrs Mesquida, Mrs Vincent-Sweet and Mr Virlouvet.
<i>Mutual Insurance Group</i>	Mr Andreck, Mr Davant and Mrs Vion.
<i>Student Bodies and Youth Movements Group</i>	Mr Djebara, Mr Dulin, Mrs Guichet and Mrs Trelle-Kane.
<i>Overseas Group</i>	Mr Budoc, Mr Grignon, Mr Janky, Mr Osénat, Mrs Romouli-Zouhair and Mrs Tjibaou.
<i>Qualified Individuals Group</i>	Mr Aschieri, Mrs Brishoual, Mrs Brunet, Mrs Cayet, Mrs Chabaud, Mr Delevoye, Mrs Dussaussois, Mrs El Okki, Mr Etienne, Mrs Flessel-Colovic, Mrs Gibault, Mrs Gard, Mrs Graz, Mr Hochart, Mr Jouzel, Mr Khalfa, Mrs Levaux, Mr Martin, Mrs Meyer, Mrs Ricard, Mr de Russé and Mr Urieta.
<i>Liberal Professions Group</i>	Mr Capdeville, Mr Noël and Mrs Riquier-Sauvage.

<i>UNAF Group</i>	Mrs Basset, Mr Damien, Mr Farriol, Mr Feretti, Mr Fondard, Mr Joyeux, Mrs Koné, Mrs Therry and Mr de Viguerie.
<i>UNSA Group</i>	Mr Grosset-Brauer.

Abstentions: 42

<i>Agriculture Group</i>	Mr Bastian and Mr Vasseur.
<i>Cottage Industry Group</i>	Mrs Amoros, Mr Bressy, Mr Crouzet, Mrs Foucher, Mrs Gaultier, Mr Griset, Mr Le Lann and Mr Liébus.
<i>Enterprises Group</i>	Mr Bailly, Mr Bernasconi, Mrs Castera, Mrs Dubrac, Mr Duprez, Mr Gailly, Mrs Ingelaere, Mr Jamet, Mr Lebrun, Mr Lejeune, Mr Marcon, Mr Mariotti, Mr Mongereau, Mr Placet, Mr Pottier, Mrs Prévot-Madère, Mr Roger-Vasselin and Mrs Vilain.
<i>Qualified Individuals Group</i>	Mr Bailly, Mrs Ballaloud, Mr Fremont, Mr Geveaux, Mrs Hezard, Mrs de Kerviler, Mr Le Bris, Mr Lucas, Mrs de Menthon, Mr Richard, Mrs du Roscoät, Mr Soubie and Mr Terzian.
<i>Liberal Professions Group</i>	Mr Gordon-Krief.

Annex 1: contribution presented on behalf of the Section for Sustainable Management of Territories by Claire Guichet, rapporteur

The opinion on *Le logement autonome des jeunes* ('Independent Housing for Young People') was adopted by the ESEC in January 2013 by 151 votes for, 10 votes against and 7 abstentions. The observations explored in the opinion are still very largely valid.

The referral had been motivated by a single observation. The 9.65 million 18-29-year-olds are more likely than others to be affected by job insecurity, poor resources and a need for mobility, as demonstrated by the work undertaken by the Section for Labour and Employment and the Section for Social Affairs and Health, and whilst this observation has always been accurate, the long period of mass unemployment that we have been experiencing makes it all the more striking. At the same time, however, the housing market remains unyielding and difficult to access, not only in terms of rent and guarantees but all searching and waiting times.

Observation

The age at which young people in France leave the parental home and receive the greatest support from the family in doing so is among the lowest in the EU, with one in every two 21-year-olds living with their parents. France also has one of the highest levels of correlation between young people remaining in the parental home and job insecurity. Young French people are highly dependent upon their families and have difficulty achieving independence, with nearly one young person in five returning after their initial decohabitation.

In 2006, according to the housing survey, the private rental housing stock housed over half of the 3.3 million households where the person of reference was between 18 and 29 years of age.

The increase in the number of primary residences, comprising mainly large properties in peri-urban and rural areas, is poorly adapted to their needs. The under 30s are in fact over-represented in small properties within the private rental housing stock and often live alone, in town and city centres, which increases the net affordability ratio (housing-related expenditure and rent or loan repayments in particular, after deduction of any housing benefits). 25-29-year-olds devote 18.7% of their means to housing, as opposed to 10% across all ages combined (with far more over-30s than young people owning properties and having finished paying back their loans). 21% of households in which the person of reference is under 30 years of age are living in overcrowded conditions (as opposed to 9% across all households combined). Poor resources and job insecurity mean that landlords require many young people to provide greater guarantees and even sometimes force them to accept substandard housing. The number of places managed by the CROUS (169,000) and the *Foyers de Jeunes Travailleurs* (FJT, 40,000 homes) is insufficient, particularly in very tense areas.

The annual residential mobility rate among households of people under 30 stood at 28% in 2006 as opposed to 7% among 40-49-year-olds.

Increased mobility and the growing permeability of young people's statuses (student, apprentice, intern, employee, etc.), combined with fragmented pathways to accessing employment, complicate the implementation of schemes that would accurately reflect their needs. The demand for speed and comprehensive support is met with fragmented housing policies, targeted, inflexible schemes and even a lean management approach.

The ESEC wished to use this opinion to underline the urgency and scale of the problem, which lies at the crossroads of housing and youth policies, straddling two fields of public action and resulting in a number of difficulties with regard to reaching a consensus among the various stakeholders concerned. With this in mind, whilst the majority of the individuals heard and the members of the ESEC recognised the particular difficulties experienced by young people and expressed the need to act to support them, the economic, strategic and ideological issues that lie at the heart of matters regarding constructing and regulating the property market make it a particularly difficult sector to reform.

Changes to public policies since the publication of the opinion

Since the ESEC opinion was published, French housing policy has been marked by a number of political jolts that have made it difficult to accurately assess the outcome of the measures implemented, particularly in terms of a contribution. The absence of a long-term and comprehensible policy, in a sector that requires clear rules and continuous medium to long-term direction, is, however, regrettable. Likewise, no new measures, such as the generalisation of CLLAJs ('Local Independent Youth Housing Committees') and diagnoses of young people's housing needs, have been introduced to improve awareness of the needs of those concerned, which is central to any policy designed to improve the offering. This being the case, it is difficult to imagine that the situation might improve significantly over the coming years.

We will not expand here upon the assessment that could be made of measures relating to the restoration, construction and adaptation of the offering. The opinion notably underlined the need to place greater importance on restoration, to construct housing in densely populated areas and to include more small properties within the social housing stock. Two years is not long enough to allow a remote analysis of the situation to be performed, particularly as the housing production sector has already been in crisis for a number of years.

The opinion did, however, reiterate the fact that the main reason for the insufficiency of construction was the housing exit costs, which are becoming unaffordable to a growing number of households.

In order to limit exit costs and subsequently rent charges, there are two fundamental and competitive levers, these being the cost of construction, including the land and building subsidies, and individual benefits.

Local stakeholders must take pro-active steps relating to land and construction costs for the purposes of capping the use of the land and accelerating the implementation of

projects and national efforts regarding new methods of construction (the wood sector, assessment of standards, etc.), for which no new measures have been observed.

Exit costs are also affected by the project funding method and above all the release of building subsidies. By taking the route of individual benefits (APL personal housing benefits currently cost 16 billion euros a year, 1.2 of which goes to students alone) rather than building subsidies, which are, at the same time, being heavily tapped into and without a cap on rent charges, our public policies have not only resulted in an increase in rent charges within the social housing stock but also meant that the taxpayer has funded an increase in rent charges right across the housing stock. This situation is particularly absurd in light of the current public finance crisis. The ESEC therefore believes that the balance of public expenditure should be redressed in favour of building subsidies and rent charges capped as a matter of urgency in order to improve the effectiveness of individual benefits. This does not currently, however, appear to be a priority where public action is concerned, leading to fears that the situation will continue to linger, particularly in the event that no regulatory measures are put in place.

The primary recommendations made in the opinion on market regulation related to the capping of rent charges, the universal tenancy risk guarantee, the fluidity of residential pathways and limiting abuse linked notably to 'agences de listes' (agencies selling lists of apartments for rent and said to be available).

Capping rent charges

Having been decided at national level and deemed applicable to all very tense areas, the Prime Minister referred back to this system, implementing it only in Paris and on an experimental basis. Other towns located within tense areas should be able to apply the scheme on a voluntary basis, but this would require a rent observatory to be created. The rent observatory for the Parisian region (OLAP) introduced an initial zoning map for capping rent charges in Paris on 27 November 2014, stating the median rent charges applicable. When signing a new lease, the rent charged on a property should not exceed the median rent charge by more than 20%.

The capping of rent charges had been recommended by the ESEC, which therefore supports the implementation of this trial and wishes to see it independently evaluated in response to the debate that has surrounded this measure. Whilst the Parisian urban area obviously displays all of the characteristics required to make it the region of choice for the initial trial, however, it is important to consider the effects that its implementation will have on the Île-de-France region, and on bordering areas in particular, given that they were not included in the trial. Furthermore, there are no measures planned at the trial implementation and evaluation stages for tackling the blatant difficulties observed in other tense areas, which require urgent action.

Universal tenancy risk guarantee

The ESEC recommended "a move towards universal coverage against tenancy risks, basing it on multiple sources of funding, joint governance, transparent principles of access and comprehensive support". This recommendation appeared to have been embodied in the government's long-awaited universal rental payment guarantee (GUL) scheme, although this would ultimately not come to fruition. The State and Action Logement, however, have signed a five-year agreement outlining the development of the *Garantie des*

Risques Locatifs ('Tenancy Risk Guarantee', GRL) into an *Garantie des Loyers Action Logement* ('Action Logement Rental Payment Guarantee') that is expected to come into force as of 2016. The little information available to date regarding this scheme does not provide a very accurate picture thereof, other than indicating that it should allow for a social housing levy and is intended to facilitate access to the private rental housing stock for employees under 30 years of age and employees in unstable situations. This would, of course, appear to be a step in the right direction, but as explained in the opinion produced by the ESEC, it is still difficult to believe in the effectiveness of targeted schemes, which very often lead to fears among owners that beneficiaries are not very creditworthy. It is important to examine to what extent this new offering helps resolve the difficulties encountered by the GRL scheme.

'Agences de listes' and documentary evidence required

In order to prevent abuse, the ESEC suggested that the derogation text allowing for the existence of such agencies and their practices be revoked and that a typical application limiting the number of pieces of documentary evidence that landlords or their representatives can request be produced. The ALUR law introduces the obligation for list sellers to hold an exclusive mandate on the goods they offer as part of a measure that, if effectively monitored, should help substantially reduce the possibilities of abuse. The ALUR law also provides a restrictive list of the documentary evidence that a landlord can request of a potential candidate, although this measure has not yet been implemented by decree.

Access to social housing and the fluidity of the residential pathway

The ESEC had identified access to the social housing stock among the factors affecting young people's access to independent housing and recommended that more HLM-type low-cost housing be constructed in tense areas by means of a pro-active approach to the cost of land, that the reform of the SRU urban solidarity and renewal law be supported through reflection on the breakdown of social housing, that innovation in terms of construction and funding methods be sought and even that the fluidity of residential pathways be improved. Aside from the positive changes regarding the SRU law supported by the ALUR law (which takes the social housing objective by town from 20% to 25%), the insufficiency of the changes that have taken place in the field is regrettable. According to the report produced by the Abbé Pierre Foundation in 2015, the situation is even believed to be worsening owing to the fact that new social housing has increasingly high exit rent charges. Furthermore, despite the encouragement of the *Union Sociale pour l'Habitat* ('Social Housing Union', USH) in this respect, the willingness on the part of social landlords to encourage mobility within the housing stock, which should help improve the fluidity of residential pathways, is still insufficient.

Conclusion

Whilst implementing changes within the housing sector is always a lengthy process, it is clear that recent years have been marked by a number of discontinuities in policies that have hindered any real will to promote young people's access to housing. Whilst the most widely publicised provisions of the ALUR law clearly failed to reach any consensus among stakeholders in the housing sector, the ESEC still believes that targeting rent charges

and securing the position of the stakeholders involved with regard to arrears remains a fundamental objective for anyone wishing to improve the situation of young people in terms of accessing housing. Furthermore, it would reiterate the fact that it is also vital to efficient public spending with regard to the APL personal housing benefit. Those measures that have been ruled out have been ruled out without any new measures being introduced to tackle such problems. With this in mind, it is very difficult to imagine the situation improving in the short-medium term.

Annex 2: contribution presented on behalf of the Section for Labour and Employment

Introduction

The ESEC published an opinion regarding *L'emploi des jeunes* ('Youth Employment') on the report by Mr Jean-Baptiste Prévost, a member of the Student Bodies and Youth Movements Group, in September 2012. The Section for Labour and Employment had been entrusted with the preparatory work for the opinion. The analysis of the situation undertaken at the time is still largely valid. The persistence of the economic crisis has in fact exacerbated imbalances within the job market and the efforts made to fight structural over-unemployment among young people have not yet resulted in any visible improvement.

The recommendations adopted by the plenary assembly of the ESEC in 2012 were part of an examination of the actual equality that existed between different age groups in the job market and their equal access to social security measures.

Observations that are still valid

Young people: the first victims of mass unemployment

Young people are more heavily affected by mass unemployment than other categories of victims and have suffered particularly as a result of the significant deterioration in the economic context since 2008. This over-unemployment among young people is, however, a long-established phenomenon within the social reality of France.

The rate of unemployment among 15-24-year-olds, which is verging on 25%, is more than twice that of the population as a whole (10.5%). This is nevertheless just the visible part of the much broader phenomenon that is the increasing difficulties people are experiencing in attempting to integrate into the world of work.

A start to working life marked by under-employment

Vocational pathways are becoming increasingly jarred at the start of an individual's working life and are now characterised by a very high proportion of short-term contracts, a downgrading phenomenon and low salaries in relation to the individual's level of qualification.

Unstable employment (fixed-term or interim contracts) is a massive problem among people with few or no qualifications, with young women particularly affected by involuntary part-time employment.

Generally speaking, it is now common for people to begin their professional 'career' on a fixed-term contract prior to being hired on a permanent contract, to the extent that, for many young people, the fixed-term contract is a pre-requisite to a permanent position.

Likewise, very few people now seriously anticipate spending their entire working life with the same company, or even in the same sector. Frequent changes and continuous adaptation have gradually become the norm, and the lack of linearity in pathways sometimes runs counter to the very idea of a professional career.

Young graduates have, in recent times, often suffered from what could be termed internship abuse,

with the proportion of internships in the professional sphere significantly increasing over the course of the past 10 years. The growth in the number of students and the generalisation of internships within vocational training courses falls short of explaining this progression, which also stems from the integration difficulties experienced by young graduates, who are prepared to accept internships for want of a better alternative.

Young people do not represent a homogeneous social group

The situation of young people within the job market, however, varies greatly depending on qualifications, social origin and region.

Whilst the crisis has certainly not spared young graduates, having a degree does make it significantly easier to integrate the world of work and continues to play a fundamental role in protecting the individual against unemployment.

The deterioration of the job market observed between 2003 and 2006 had had little impact on unemployment levels among young people with higher education qualifications, unlike to those less qualified. As of 2009, the crisis resulted in a deterioration in the situation of all newcomers to the job market, including the most highly qualified. The increase in the rate of unemployment was nevertheless far greater among those young people with few or no qualifications (+11.4 points as opposed to +3.3 points for those with higher education qualifications).

Access to employment presents increased difficulties for young people in working class neighbourhoods. According to the 2013 report by the *Observatoire National des Zones Urbaines Sensibles* ('National Observatory on Sensitive Urban Areas'), "the situation observed in SUAs is marked by a distinct deterioration in employment and unemployment indicators, particularly where young people are concerned". In 2012, 45% of young active people in such areas were unemployed and the proportion of all 15-24-year-olds that were unemployed stood at 16.3% in SUAs, a significantly higher percentage than in the surrounding urban units (8.2%) and one that was significantly higher than in 2011 (14.6%).

The multiple reasons behind the employment difficulties young people encounter

Performance levels in the education and training system

There is much room for improvement where educational and academic guidance is concerned. Such guidance is somewhat out of touch with the reality of the professional sphere and fails to take into account anticipated workforce needs based on scenarios pertaining to the growth and renewal of the active population.

France is currently favouring the development of work-based training programmes, although such efforts are coming up against a number of major obstacles, including frequent breaches of apprenticeship contracts, a low occupancy rate in certain sections within CFA apprenticeship training centres (industry, clothing, hospitality, etc.) and too few host companies.

In the broader sense, our school system appears to be under-performing where pupils from modest backgrounds are concerned. Nowadays, the primary school and lower secondary school (*collège*) systems are believed not to rectify initial social inequalities but rather to reinforce them, with around 150,000 young people every year leaving the school system with no certification and no real qualifications.

This inability to provide young people from working class backgrounds with sufficient prospects for qualification or employment at the end of their initial training is one of the most concerning aspects of the current social crisis.

An economy lacking growth

In France, as is the case elsewhere, future changes in the job market, and in youth employment in particular, will depend primarily on opportunities for growth, which remain poor both in France and in Europe as a whole, resulting in a very negative effect on the number and quality of jobs available.

The extent of medium-term job reallocation also reflects the profound transformations taking place within the French productive fabric. Beyond the efforts required in the education sector, the true solution lies in developing a new strategy for growth that involves identifying the needs of the future, which are likely to create skilled and sustainable jobs.

Malfunctions in the job market

Some of the recruitment practices adopted by companies can also prove a hindrance to youth employment.

The choice of external flexibility and the development of insecure contracts challenge managerial practices that are socially difficult to support and economically questionable.

The qualifications race and the recruitment of employees who are 'over-qualified' for the positions in question only exacerbate the selective nature of the job market and raise the issue of the downgrading of young graduates, a phenomenon that affects the least qualified at the end of the chain.

The aforementioned abuse of internships is one of the major malfunctions observed in certain segments of the job market,

whilst recruitment discrimination is also by no means a rare phenomenon. As far as the Director of the National Agency for Social Cohesion and Equal Opportunities (ACSE) is concerned, youth unemployment can be partially explained by discriminatory behaviours within the job market.

The cost of employment is portrayed by some economists as penalising young people in particular when joining the labour market. Unlike other countries that have chosen to adopt a specific wage for young people, France has favoured measures designed to provide financial support for work-based training and general measures designed to reduce employer contributions on low salaries.

The recommendations made by the ESEC in 2012 in the interests of generational equality have been at least partially pursued

The spirit of the ESEC's 2012 recommendations

The ESEC believed that any policy designed to promote youth employment should be based on four main principles:

- ensuring that the policy in question would be sustained and improving the legibility of the system by attempting to simplify the schemes in place;
- viewing young people as employees in their own right in accordance with the common law system;
- fighting the idea that experiencing insecurity is an inevitable part of the process, facilitating young people's access to employment whilst limiting the risks associated with recruitment for the employer;
- not allowing young people to enter the job market without the appropriate social and professional support.

Changes to the legislative and regulatory framework have taken place in four of the fields covered by the ESEC's proposals

Providing better guarantees for students on internships

The ESEC opinion called for a legal definition of an internship, recommending that "internships be better monitored in order to ensure their educational value and that an end be put to the under-employment that they have sometimes come to disguise". In order to achieve this, it notably proposed that the ban on internships lasting more than six months be effectively implemented, that a compulsory waiting period between two internships in the same position be introduced and that inspections be arranged in order to detect any abuse of the internship system.

The law of 10 July 2014 regarding the development and monitoring of internships and improving the status of those on internships attempted to meet these expectations, stating that the internship must be completed with a view to obtaining a qualification or certification and that the intern must be monitored from an educational perspective by both a representative of the educational establishment in question and by a tutor within the host organisation. The duration of the internship is limited to six months with the same host organisation per academic year. In the case of internships lasting more than two months, provision for leave and authorised absence must also be made. The labour inspectorate is explicitly recognised as having jurisdiction with regard to interns who must be listed on the official personnel register.

The minimum bonus amounts to 13.75% of the hourly Social Security cap and 15% of this cap as of 1 September 2015 and must be paid for all internships lasting more than two months. The ESEC recommended that the matter be taken further with the payment of a bonus from the first day for all internships.

Furthermore, it should also be noted that a temporary derogation provision is provided for by the law regarding the maximum internship duration of six months. This derogation is valid until 10 July 2016 and applies to certain training programmes resulting in qualifications in social work and so-called 'gap' periods. The ESEC insisted, in 2012, on the withdrawal of such derogations, which were making the ban on internships lasting more than six months, which the ANI inter-professional agreement of 7 June 2011 and the law of 28 July 2011 had already introduced, meaningless.

Finally, the ESEC Section for Labour and Employment is very keen to ensure that the conditions surrounding the implementation of the law of 10 July 2014 have no detrimental impact on the work experience young people undertake in preparation for obtaining their respective qualifications.

❑ Discouraging employers' use of short-term contracts

In order to reduce the segmentation that exists within the job market, which primarily affects young people seeking to enter it, the ESEC recommended that long-term fixed-term contracts be converted into permanent contracts and that companies' unemployment contributions be adjusted in accordance with precarious employment levels.

Without going as far as the introduction of a bonus-malus system, the law of 14 June 2013 on securing employment introduced the principle of an over-taxation of short-term contracts and an exemption from social contributions for the first months after a young person has been hired on a permanent contract.

❑ Increasing social security for young active people

In order to fight the poverty and exclusion affecting many young people between 18 and 25 years of age, the ESEC recommended that they be given access to the common law social safety net that is the RSA allowance, suggesting that the situation of young active people be gradually brought into line with the common law by lowering the age limit for automatically receiving RSA from 25 to 18, subject to individual monitoring and certain strict obligations. The progressive nature of the proposed measure satisfied the reservations expressed by certain ESEC representative groups regarding its cost and the exclusion effect that it might create within certain training programmes, and work-based training programmes in particular.

For the purposes of effectiveness, the ESEC also suggested that local missions be entrusted with the task of providing social and professional support for young beneficiaries and monitoring their inclusion obligations. It underlined the need to reinforce cooperation between local missions and job centres, on the one hand, and the *Pôle Emploi* employment agency, on the other hand, with a view to improving the effectiveness of the support provided.

The government chose not to take the route of extending the common law RSA scheme to young people of 18 and over but is, however, pursuing the same objective with the gradual introduction of the *Garantie Jeunes* ('Youth Guarantee'), which is designed to support the most vulnerable of young people who are neither in employment, nor studying, nor in training. Having been trialled in ten regions since October 2013, the scheme is now in the process of being rolled out on a larger scale. It comprises individual and collective support from local missions with a view to outlining a professional plan, on the one hand, and guaranteed resources in the form of a monthly allowance amounting to the equivalent

of the RSA allowance for a single person, on the other hand. The contract is valid for a renewable period of one year.

□ *Introducing a deferred right to initial training*

The personal training allowance (CPF) introduced by the law on vocational training and social democracy of 5 March 2014, which has recently come into force, could achieve this objective highlighted by the ESEC in 2012. Indeed, the CPF, in principle, is available to all those of working age, including young people who have left the compulsory education system without a job.

The ESEC, however, in drawing attention to the very concerning situation of such young people, recommended that efforts be made to develop 'second chance' schemes ('second-chance' schools, EPIDE centres, appropriate military service (SMA) in the overseas departments, 'micro-lycées' run by the Ministry of National Education, etc.). Such a development would help ensure the effectiveness of the new deferred right to basic training granted to many young people whose education has been prematurely disrupted or who have left the education system without any qualifications. In this respect, it is important to note that the President of the Republic recently announced a significant increase in the number of places available at *Défense 2^e Chance* centres.

The need for a strategic vision in terms of activity and employment and for the means to implement this vision at both national and European levels is as urgent as ever

Beyond the measures designed to promote fairer treatment of young people entering the job market, the ESEC highlighted the real changes that European economies had to make in order to take advantage (notably with regard to employment) of the key issues of the time and in particular the necessary movement towards an environmentally-friendly model that would generate low CO2 emissions and help preserve natural resources. This programme, which has featured regularly in European Commission communications since 2012, remains largely unimplemented.

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The ESEC Section for Labour and Employment remains particularly interested in all of the ways in which its recommendations regarding this vital issue of youth employment are pursued and believes that the effects of new measures should be reliably assessed.

Annex 3: the Youth Guarantee

The Youth Guarantee is part of a European-wide approach. In accordance with the recommendation made by the Council of the European Union on 22 April 2013 on the introduction of a guarantee for young people, France has been awarded credit amounting to 310.2m euros for 2014-2015 in the framework of the Youth Employment Initiative (IEJ) out of a total European budget of 6bn euros (2014-2015). These funds are intended to provide young people under 25 years of age, primarily NEET (not in employment, education or training) in regions in which youth unemployment is greater than 25%, with "a high-quality offering comprising a job, additional training, an apprenticeship or an internship within four months of them losing their job or leaving the formal education system". On 4 February 2015 the European Commission proposed the release of a billion euros as of this year in the framework of the youth employment initiative, which will increase nearly thirty-fold the pre-funding paid out to Member States in the name of youth employment initiatives and will help up to 650,000 young people to access employment more quickly.

The idea of the Youth Guarantee scheme was formalised in the framework of the Conference on Fighting Poverty and Promoting Social Inclusion held at the ESEC on 10 and 11 December 2012. The Prime Minister requested that a report on the matter be produced by a multi-partner working group chaired by Mrs Emmanuelle Wargon, General Delegate for Employment and Vocational Training, and Mr Marc Gurgand, Head of Research at the CNRS, a report that was submitted in June 2013, with the aim of entrusting local missions with the task of providing individual support for young people of 18-25 years of age who are neither in employment or training nor studying and who are experiencing particular difficulties with regard to inclusion and poverty. This type of support for young people experiencing disruptions to their pathways has previously been introduced in Denmark, Sweden, Norway, Finland and Austria. As an integral part of the multi-annual plan to combat poverty and promote social inclusion, adopted on 21 January 2013 at the Inter-ministerial Committee on Fighting Exclusion and on the momentum of the European Union, and through the guarantee for young people initiative, the Youth Guarantee was launched on 1 October 2013.

Annex 4: the Section for Social Affairs and Health visits the local mission in Bobigny

The Section for Social Affairs and Health has visited the local mission in Bobigny in the presence of Mrs Aline Archimbaud, Senator of Seine-Saint-Denis. Members got the opportunity to meet around twenty or so of the individuals benefiting from the Youth Guarantee scheme, as well as representatives of the local prefecture, the Regional Department for Business, Competition, Consumption, Labour and Employment (DIRECCTE), the primary healthcare fund (CPAM), the General Council and the local mission. The local mission is a secure place for young people between 16 and 25 years of age who are experiencing difficulties in their social or vocational inclusion or in accessing rights (national insurance, housing, training, etc.). Such young people are often guided towards the local mission having failed in or experienced a disruption to their pathway to inclusion. 40,000 young people are consequently monitored by the 190 advisers operating out of the 14 local missions in Seine-Saint-Denis (1,000 of whom benefit from the Youth Guarantee). The Youth Guarantee, which has been trialled in part of the Seine-Saint-Denis region since October 2013, makes it possible to provide increased and more consistent individual support (each adviser monitors 50 young people) than the usual monitoring undertaken by the local mission would allow (one adviser for 350 young people). The intensive six-week support provided when the individual first embarks upon their pathway helps ensure that they are exercising all of their rights, including the extension of the CMU and the CMU-c schemes, guidance towards healthcare access points, a health check-up, payment of transport costs, accommodation, notably at a *foyer de jeunes travailleurs* ('young workers' residence') or at an accommodation and social reintegration centre, food tickets, training credit, the *Rendez-vous des Droits* ('Meetings on Rights') initiative implemented by the State Family Allowance Fund (CAF), the right to open a bank account, etc. Each young person outlines their own pathway, taking the necessary steps with the support of advisers who provide them with information on over 600 potential roles, as well as the various training programmes and internships available to them. This is followed by workshops designed to provide the individuals in question with the skills they need to secure employment and looking at issues such as writing a CV and cover letter, introducing oneself, preparing for a job interview, motivation and self-confidence. Young people joining the scheme receive a monthly allowance of 452 euros that enables them to cover their basic needs but is not enough to enable those living on their own to be entirely independent.

Those involved in the Youth Guarantee scheme, both professionals and beneficiaries, have underlined the benefits of the scheme and the need to sustain it in a context in which regulation evolves very rapidly and in which multiple schemes operate concurrently yet fail to cater to each individual's situation.

Annex 5: minimum income schemes for young people in Europe

In **Denmark** there is only one minimum income benefit that is available to both the active and inactive populations over the age of 18. Active individuals ready for employment have to actively seek employment in order to receive the benefit, whilst others have to meet other criteria, such as participating in activation programmes. Young people under the age of 25 receive a reduced-rate benefit, which amounted to 6,660 DKK per month (around 894 euros) in 2012, if they are not living with their parents and 3,214 DKK if they do still live with them, although this benefit amount drops to 5,662 DKK and 2,815 DKK respectively for young people who have been in receipt of the benefit for over six months. Young people under the age of 30 must participate in an activation programme after receiving the benefit for 13 weeks (or just one month in the case of 18-19-year-olds) and the conditions are stricter still for those young people who do not have children and who have a poor level of qualification (below upper secondary level). As far as young Danes are concerned, therefore, this benefit closely resembles the existing 'Youth Guarantee' system. In January 2014, a social security reform resulted in a clearer distinction being made between young people with qualifications and those without; young people under the age of 30 with a basic level of education and those over 30 can still receive the basic benefit (with activation schemes for the under 30s), whereas those under 30 who do not have this level of basic education now receive an 'education allowance' (*uddannelseshjælp*) including increased support in getting back into training. Young people continuing their studies are not entitled to such benefits but can, however, receive a significant grant (which is not dependent upon their parents' income) and a loan (for all students).

In the **United Kingdom**, there are basically two distinct minimum income schemes available to those over 18 and 16 years of age respectively. The first of these, the Income-based Jobseeker's Allowance (JSA), which applies only to the active population and can therefore be considered an unemployment support benefit, is allocated based on means alone (there are no criteria regarding the individual's activity). In order for an individual to apply for this benefit they have to be over 18 years of age, not in full-time education, available to work, actively seeking employment and working on average fewer than 16 hours a week. Part-time students can apply for JSA. 16-17-year-olds can also apply for JSA under certain special conditions. 18-24-year-olds, however, receive a reduced benefit amount of £57.35 per week, as opposed to £72.40 for the over 25s. The second minimum income scheme, known as Income Support, applies to the inactive population only and is available to those over the age of 16. Applicants for Income Support have to be pregnant, responsible for another person, a single parent with a child under the age of 5 or unable to work due to an illness or handicap. It is also essential that they not work more than 16 hours a week on average. Young people under the age of 19 can also apply for the benefit, even if they are in full-time education, provided that they are a parent, that they no longer live with their parents or that they are a refugee. If the young person is also an orphan they can claim it up to the age of 21. Once again, the value of this benefit is less for the under 25s. All young people continuing their studies can benefit from a number of loans (tuition fees loan and maintenance loan) and potentially from additional grants depending on their social background.

Since the Hartz reforms of 2005, **Germany** has also had two types of minimum income schemes in place for those aged 15 and over, the first of which (the Arbeitslosengeld II or ALGII) applies solely to the active population and is means-tested. Whilst this benefit is available to those aged 15 and over, young people under the age of 25 are subject to special conditions. Firstly, they have been considered attached by default to their parents' household for the purposes of calculating the benefit value since 2006. In order to form their own household in the eyes of the ALGII scheme they have to demonstrate that their vocational inclusion is dependent upon it and/or that they have sensible social reasons for doing so. Secondly, the value of the benefit is less for the under 25s, who received 306 euros per month in 2013 (289 euros for 14-17-year-olds) as opposed to 382 euros for the over 25s. Thirdly, young people under the age of 25 must be very quickly placed in employment, vocational training or short-term work experience with the option of training. The second minimum income scheme (Sozialhilfe) concerns only the inactive population but has the same features as the ALGII. Young people continuing their studies can receive grants based on their parents' income (around 25% of students) and/or allow their parents to receive either family allowances (up to their 25th birthday if they are studying) or tax credit.

There is no national minimum income scheme in place in **Italy**. Social support schemes are often specific (they are aimed at a specific segment of the population, such as mothers or the elderly, for example) and decentralised. In the framework of the European Plan for Fighting Youth Unemployment, however, a Youth Guarantee (*garanzia giovani*) scheme for 15-29-year-olds is in the process of being introduced.

Annex 6: the LOR'Jeunes experience: encouraging regional public stakeholders and associations to support young people

Keen to respond to the concerns expressed by young people in the Lorraine region, the State and the Regional Council of Lorraine sought to join forces by means of a partnership charter, signed on 13 March 2012, designed to give structure to the cross-disciplinary partnership initiatives aimed at supporting young people stemming from the LOR'Jeunes conferences. The agreement is based on a unifying regional approach and capitalises upon the reflection, trials and partnerships that have taken place and been implemented over recent years. The initiative was launched in 2011 based on a conference on the theme of 'Securing a pathway to success for the most disadvantaged of young people' and the launch of a call for proposals entitled *Parcours de Réussite* ('Pathway to Success') in conjunction with the Education Board and the four General Councils (Meurthe-et-Moselle, Meuse, Moselle and Vosges). 2012 saw the launch of a working group on 'Promoting the skills acquired through non-formal education', involving over 25 partners (associations, the authorities, business organisations, a recruitment firm, the Education Board, the University of Lorraine, young people, etc.). The second LOR'Jeunes conference, held in 2013 on the theme of 'Youth engagement', was attended by over 500 stakeholders, heralding the introduction of the Regional Youth Forum (FRJ), and outlined 10 projects relating to the creation of innovative economic activities involving young people of 18-30 years of age. The third LOR'Jeunes conference was held in 2014 on the theme of 'Information for young people - how to optimise and streamline youth information systems'.

As a combination of a laboratory, an observatory and even a network of stakeholders, LOR'Jeunes provides a platform for developing responses, pooling analyses and gathering energies, supplementing and reinforcing all of the common law policies and schemes implemented by the State and the authorities to enable all young people to create their own pathway to success. In order to achieve this, the State and the authorities are drawing on the tools and schemes available to them to support young people as best they can based on eight common priorities, namely streamlining youth information systems, reducing school drop-out levels, facilitating access for young people to housing for professional mobility purposes, facilitating links with company initiatives designed to support youth employment in the framework of the regional vocational training development plan, providing all young people with access to international mobility opportunities, promoting and accentuating young people's commitment to the public sphere and pooling data regarding young people's living conditions. It is important that new pluralist and concerted support practices be developed with a view to optimising the public credit released and within the financial means available to the individual.

Annex 7: glossary

Student grants are aimed primarily at students from the most modest of backgrounds, those who are working alongside their studies and those proven to be living independently. Students whose family income is less than 33,100 euros per year are eligible for higher education grants based on social criteria. The student grant reform initiated at the start of the 2013 academic year continued in 2014-2015.

The number of students in receipt of grants based on social criteria increased from 586,096 in 2010 to 649,418 in 2014.

The CIVIS is a contract whereby young people with few or no qualifications can be monitored by a single representative who helps them to create their own pathway to inclusion and to benefit from a Social Security scheme if necessary. The contract is signed between the young person in question and the local mission or information and guidance officers (PAIOs) and can be combined with an allowance of up to 450 euros per month, up to a maximum of 1,800 euros per year. This allowance is not, however, automatic and is in fact only granted to one young person in two who have signed a contract for an amount that is often much less and set by the local mission adviser.

50 million euros in payment appropriations were devoted to the CIVIS scheme in 2014, an allocation that has remained consistent since 2012. The budget approved for 2015 allocated 40 million euros as a commitment authorisation for the CIVIS, this reduction in credit being explained by the roll-out of the Youth Guarantee scheme.

The French Youth Forum (FFJ) was created on 20 June 2012 and provides a platform on which for young people to represent themselves and for working on the issues affecting our society. It produces opinions, observations and proposals regarding all societal matters affecting young people (health, housing, citizenship, mobility, etc.) that are collectively developed by member organisations which include political and trade union movements and associations dealing with young people and the primary democratic organisations governed by young people and operating at national level.

Youth Support Fund (FAJ): This departmental fund finances aid designed to facilitate the social and vocational inclusion of young people in financial difficulty and, if necessary, provide them with temporary assistance. In 2013, 97,000 young people of 18-25 years of age benefited from the FAJ. The average amount of aid paid out was 189 euros, that is a total of 36 million euros, with 60% of the aid going to young people with no financial resources and 35% to young people in unstable situations with regard to housing (DREES, n°903, January 2015).

The European guarantee for young people is designed to provide employment, continuous training, an apprenticeship or an internship for all young people under 25 years of age within four months of them losing their job or leaving the formal education system. The European funds are intended to reinforce youth employment initiatives introduced by the government, including the Youth Guarantee and the second-chance school scheme in the case of France.

Inactivity, as formally defined by the INSEE, refers to those who are neither in employment nor unemployed, that is young people under the age of 15, students, retired people, house husbands and housewives and those who are unable to work.

The Certificat d'Etudes Primaires (CEP) primary education certificate was withdrawn in 1989.

The rate of employment among a class of individuals is calculated by comparing the number of individuals within the class bracket that are in employment to the total number of individuals within the class bracket. It can be calculated across the entire population of a country but is more often than not limited to those members of the population that are of working age (generally defined, for the purposes of international comparison, as those aged 15 to 64) or to a sub-category of those members of the population that are of working age (such as women of 25-29 years of age, for example).

The monetary poverty rate measures the proportion of individuals living below the poverty threshold. The poverty threshold corresponds to 60% of the median standard of living (that was below 993 euros per month in 2014) and affects 23.4% of young people of 18-24 years of age as opposed to only 14.3% among the general population (2015 cross-disciplinary policy document).

RSA active allowance: the active solidarity income (RSA) provides those with few or no means with a minimum level of income that varies depending on the composition of the household. Subject to certain conditions, the RSA is available to those aged 25 and over and those of 18-24 years of age who are single parents or can prove that they have been professionally active for a certain period of time. This opinion does not outline the specific rules that apply in the case of Mayotte.

The Anciaux Plan stems from the conclusions of the initial report on student housing produced by Mr Jean-Paul Anciaux and includes 27 measures based around four key avenues of action, namely outlining partnership policies, improving the public housing offering, involving the property sector and improving the effectiveness of the aid provided, and facilitating access to housing.

The affordability ratio is the relationship between the expenses incurred in relation to the individual's primary residence and their available income - an indication of the cost of housing as a proportion of a household's resources.

Decohabitation is the term used to refer to a young person leaving the parental home to move to independent housing (such as a rental property, university accommodation, etc.) that is not part of the family home. The decohabitation process often involves the young person leaving home and returning several times or alternating between the family home and a property located close to their place of training or internship.

Distinguishing between the guarantee for young people and the Youth Guarantee: The Youth Guarantee is part of the European guarantee for young people initiative outlined by the European Council. The two measures, however, are aimed at different populations and different regions and are not subject to the same criteria. The guarantee for young people is a European initiative that aims to fight youth unemployment by offering all young people under the age of 25 a job, an apprenticeship, an internship or a place in continuous training within four months of them leaving the education system or losing their job. The Youth Guarantee is an experimental national scheme that allocates a one-year allowance to young people of 18-25 years of age in the framework of an intensive pathway to employment and training, subject to certain conditions.

First hour worked: in order to provide as great an incentive as possible and avoid waiting periods and the risk of people not availing of their rights, which is particularly significant among young people, an activity bonus, created following the merger of the employment bonus and the RSA active allowance, should be paid from the moment the individual returns to paid employment.

Universal health cover (CMU) specifies the cumulative conditions for **independence** for a young person under the age of 25 as not living with their parents at the time the application is submitted, not featuring on their parent's latest tax return and not receiving any form of subsistence allowance that is tax deductible (with the exception of applications for CMU-c/ACS, which are valid if payment of this subsistence allowance is the result of a legal ruling).

The young adult contract is an extension of the aid provided for minors by the child welfare services. This support should enable young adults to eventually live independently and is aimed at emancipated minors and adults under the age of twenty-one who are experiencing social inclusion difficulties owing to a lack of resources or sufficient family support. These young people receive temporary care from the child welfare department of the Departmental Council and can be housed in age-appropriate accommodation, such as young workers' residences, apartments or with a family, in an attempt to teach them how to live independently. This aid can come in a number of forms, such as educational support, support for social, academic or vocational inclusion, assistance in managing day-to-day issues, psychological support or a financial allowance.

The personal training allowance (CPF) introduced by the law of 5 March 2014 extends access to training to those aged 16 and over and for the duration of their working lives for the purposes of securing their professional pathways and enabling all individuals to progress over the course of their working lives, providing access to qualifying training and training relating to the common foundation of knowledge and skills. This foundation corresponds to the knowledge and skills an individual should have by the time they leave the compulsory education system (a sound command of the French language, a basic grounding in mathematics and scientific and technological culture, knowledge of a modern foreign language, a sound command of common information and communication technologies, etc.). This opportunity enables young adults to receive training in the skill areas covered by the common foundation once they have left the school system.

Levels of qualification, according to the classification produced by the INSEE, are used to measure the levels of study an individual has successfully completed:

Level VI and V bis (Va): withdrawal from the system during the 1st cycle of secondary education (Year 7 to Year 10) or during the CAP or BEP prior to the last year.

Level V: withdrawal following the final year of the CAP or BEP or during Year 11 or Year 12 in the case of a general or technological cycle prior to the last year.

Level IV: withdrawal from Year 13 of the secondary education system (with or without having obtained a *baccalauréat*). Withdrawal from higher education with no qualifications.

Level III: withdrawal with a *baccalauréat* + 2 years' higher education (DUT, BTS, DEUG, health and social training colleges, etc.).

Levels II and I: withdrawal with a qualification higher than the *baccalauréat* + 2 years' higher education (bachelor's degree, master's degree, DEA, DESS, doctorate, *grande école* qualification, etc.).



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