

**YOUTH
WORK
CHANGES
LIVES**



NYCI PRE-BUDGET SUBMISSION 2020



A FAIR SHARE FOR YOUNG PEOPLE AND YOUTH WORK

The best way of securing long-term social and economic sustainability is investment in our growing youth population

JUNE 2019

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National Youth Council of Ireland
The National Youth Council of Ireland is the representative body for voluntary youth organisations in Ireland. We use our collective experience to act on issues that impact on young people.

www.youth.ie

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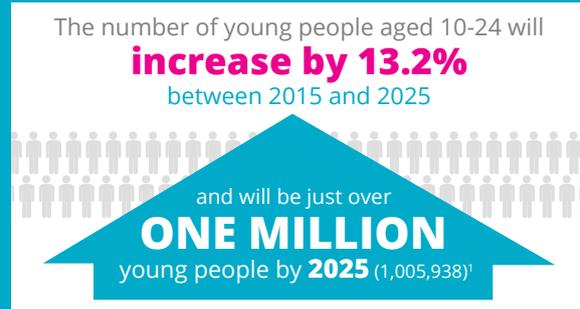
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There are a million good reasons to invest in our youth population



The Youth Work sector has the scale to support it...



and it makes economic sense to invest in youth work



According to NYCI Indecon study **EVERY €1 INVESTED** in youth work **SAVES THE STATE €2.20²**

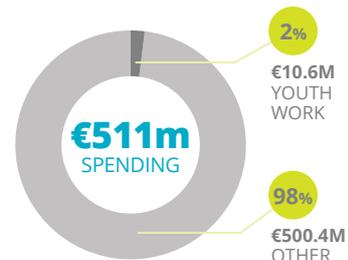
Indecon study estimated the annual economic value of youth work-related volunteering at **€47.7m³**



Young People & Youth Work has not had its fair share of investment since 2011

DCYA funding has increased by **€511m** between 2014-2019.

YOUTH WORK HAS ONLY RECEIVED AN ADDITIONAL €10.6M OR JUST 2%



The YSGS should be at **€12.7m** in 2019 just to keep pace with cost of living increases

Investment in the Youth Service Grant Scheme (YSGS) in 2019 is still below the investment in the YSGS in 2005



INFLATION BETWEEN 2005 AND 2019 HAS BEEN 15.7%⁴

¹ E3003, Population 2011-2016 by Single Year of Age, Sex, County and City, CSO <https://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=E3003&PLanguage=0>

² Assessment of the Economic Value of Youth Work by Indecon Economic Consultants, November 2012

³ Assessment of the Economic Value of Youth Work by Indecon Economic Consultants, November 2012

⁴ CSO CPI Inflation Calculator <https://www.cso.ie/en/interactivezone/visualisationtools/cpiinflationcalculator/>

Summary of costed recommendations



In this submission, NYCI recommends to Government a number of priorities for investment in Budget 2020.

1

INVEST IN VOLUNTARY YOUTH ORGANISATIONS AND YOUTH WORK SERVICES

Increase investment in voluntary youth work organisations and youth work services by €16.6m to ensure the provision of more supports and services for young people and to meet the needs of a growing youth population. In particular, NYCI recommends investment of €3m in the Youth Service Grant Scheme in Budget 2020.

INVESTMENT
€16.6m

2

HALVE LONG-TERM YOUTH UNEMPLOYMENT

Increase investment in education, training and access to apprenticeships to halve long-term youth unemployment by end 2020.

INVESTMENT
€14.9m

3

EQUALITY FOR YOUNG JOBSEEKERS

Restore the full adult rate of €203 to young people on Jobseeker's Allowance over next two budgets. In Budget 2020 increase rate for young people age 18-24 by €45.10 a week and those aged 25 by €22.60 per week.

INVESTMENT
€29.9m

4

TACKLING YOUTH HOMELESSNESS

Restore the full rate of Jobseeker's Allowance to young people who are homeless or at risk of homelessness.

INVESTMENT
€2.1m

Background

The National Youth Council of Ireland (NYCI) is the representative body for 51 voluntary youth organisations in Ireland. Our member organisations work with and for up to 383,000 young people aged 10 to 24 years in every community in Ireland with the support of 40,000 volunteers and 1,400 paid staff.⁵ NYCI functions to represent the interests of young people and youth organisations. NYCI's role is recognised in legislation (Youth Work Act) and is represented on the National Economic and Social Council.

INTRODUCTION

The results of Census 2016⁶ confirmed that Ireland has one of the youngest populations in Europe with one-third aged less than 25 years. Another CSO study⁷ found that Ireland had the highest number of young people in the 0-14 age cohort in the EU. **The 2016 census results also indicate that the number of young people aged 10-24 will increase by 13.2% between 2015 and 2025 and will be just over one million young people by 2025 (1,005,938)⁸.** While it is true that Ireland, in line with most countries in the Western World, has a growing older population, these figures confirm that Ireland is also unique in that exhibits a large and growing youth population. Many other countries are grappling with a declining youth population, whereas Ireland has a unique opportunity to invest in a growing youth population. NYCI contends that wise investment in our growing youth population now would be the best way to ensure long term social and economic success and better secure us against potential future economic and financial difficulties. It is unfortunately also clear, that successive Governments in the last 15 years have failed to invest in young people and youth work. Therefore this submission is entitled *Budget 2020 – A Fair Share for Young People and Youth Work*. NYCI is calling on Government to implement a number of recommendations and policies in the Budget 2020, to meet the needs of young people and support them to achieve their full potential and ensure Ireland's long term prosperity.

NYCI welcomed the commitment in the 2016 Programme for Government concerning young people; which states:

“There are over 800,000 people aged 10-24 in Ireland. As these young people transition from adolescence to adulthood, primary school to secondary and further education or work, they are faced with major changes, pressures, expectations and, indeed, opportunities. We must ensure that their voice is heard, that they are respected, safe and healthy and that they meet their full potential in life and in education⁹.”



**OVER
ONE MILLION**
young people
(10-24) by **2025**
(1,005,938)

⁵ Assessment of the Economic Value of Youth Work, Indecon Economic Consultants, NYCI, 2012 http://www.youth.ie/sites/youth.ie/files/Economic_Benefit_Youthwork_2012.pdf

⁶ Census 2016, Central Statistics Office, <http://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=EY007&PLanguage=0>

⁷ Measuring Ireland's Progress <http://www.cso.ie/en/releasesandpublications/ep/p-mip/mip2015/introduction/>

⁸ E3003, Population 2011-2016 by Single Year of Age, Sex, County and City, CSO <https://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=E3003&PLanguage=0>

⁹ *A Programme for Partnership Government*, May 2016, pp78

We acknowledge the €7.5m increase in youth work funding in the first budget of this Government, however the last two budgets have been disappointing with an increase of just 5% in youth work funding (€3m) since 2017. In 2011, funding for youth work from the newly established Department of Children and Youth Affairs (DCYA) was €60.2m. In subsequent years there were significant cuts, so even with the recent increases in the youth work budget, funding is just back to the 2011 levels of funding at €60.4m. **While overall Government expenditure has increased by 12% between 2011 and 2019, youth work funding has increased by a meagre 0.3%.**

Likewise an analysis of funding allocations within the Department of Children and Youth Affairs, indicate significant spending increases of €511m or 51% between 2014 and 2019. **Of these additional monies, only 2% or €10.6m was allocated to youth work.**

The Youth Service Grant Scheme (YSGS) supports 30 national and major regional youth organisations. It provides the core funding which enables youth organisations to deliver mainstream youth work in every village, town and city in Ireland. In 2005, the investment in the YSGS was €10.96m. While there have been increased allocations to the scheme in recent years, the current funding for the scheme is still below the 2005 level at €10.65m. Between January 2005 and December 2018 the rate of inflation has been 15.7%¹⁰, therefore just to meet cost of living increases since then the scheme should be €12.7m. The fact that the funds available to youth organisations from the YSGS is 19% below that of 15 years ago when inflation is taken into account and when regulation and compliance has increased has created an unsustainable situation. That is why in Budget 2020 NYCI is calling on the Government to invest €3m in the YSGS.

We welcome the decline in youth unemployment, but we still have 5,939¹¹ young people who are long term unemployed; much more needs to be done to support this cohort of young people to access the labour market. Likewise, the discriminatory cuts to young jobseekers under 26 years have not been reversed, which has created hardship and increased poverty. We are also concerned at the large numbers of young people who are either those who are homeless or at risk of homelessness. We are concerned at the rise of the far right across the globe, who tend to target young people, especially those most impacted by austerity and social exclusion. We must avoid creating an environment where young people see no future and are enticed into extremist and far right politics. This budget is an opportunity for the Government to undo the damage of austerity and to meet the needs of a growing youth population.

As outlined above, it is clear that youth work and young people have not benefited proportionately from the recovery in our economy and have not received a fair share. In this submission, NYCI is calling on Government to provide adequate funding to the youth work sector and to respond to the needs of young people, particularly jobseekers and homeless. In Budget 2020 funding should be provided to ensure the implementation of the 4 recommendations outlined on page 2 of this submission. If implemented, our proposals will help to meet the needs of young people and support them to achieve their full potential and ensure Ireland's long term prosperity. In framing these recommendations, NYCI is cognisant of the existing government commitment contained in the Programme for Partnership Government¹², the National Youth Strategy¹³ and Ireland's obligations under the Sustainable Development Goals.¹⁴ In implementing these proposals, the Government will not only be supporting young people to seize opportunities and tackle challenges but will be meeting its own existing commitments and obligations.

¹⁰ CSO CPI Inflation Calculator <https://www.cso.ie/en/interactivezone/visualisationtools/cpiinflationcalculator/>

¹¹ Dáil Éireann, Parliamentary Questions 1482-1483, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4027>

¹² Programme for Partnership Government, May 2016 http://www.merrionstreet.ie/MerrionStreet/en/ImageLibrary/Programme_for_Partnership_Government.pdf

¹³ National Youth Strategy, 2015-2020 <https://www.dcy.gov.ie/documents/publications/20151008NatYouthStrat2015to2020.pdf>

¹⁴ UN Sustainable Development Goals <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

RECOMMENDATIONS

1

Youth Work Services

RECOMMENDATION:

Increased investment in Voluntary Youth Work Organisations and Youth Work Services, in particular investment in the Youth Service Grant Scheme

RATIONALE:

A decade on from the start of the great recession and as our society and economy recovers, among one of the positive indicators in Ireland is our growing youth population. Census 2016 shows that the number of young people aged 10-24 will grow by 13.2% between 2015 and 2025.¹⁵ Although this a positive development, it will also create challenges. With adequate resources, voluntary youth work organisations are well placed to support young people to reach their potential and make Ireland the best country in the world to be a young person.

Voluntary youth organisations are active in almost every community reaching over 383,000 young people. They are particularly active in supporting young people from economically or socially disadvantaged communities, with 53.3% of all participants coming from these areas.¹⁶ Voluntary youth organisations work in a broad range of areas such as promoting active citizenship, social and political education, and supporting the participation of young people in education and training. They also deliver programmes to promote positive mental health, school completion and employability and run projects in youth justice, equality and alcohol and drug awareness. Voluntary youth organisations also organise international exchange programmes for young people, allowing them to meet, engage and work with young people from other countries and cultures.

The track record, credibility and reach of the youth sector is also demonstrated by the fact that we have the highest level of involvement in youth services in the EU, with 26% of young people active in a youth club/organisation.¹⁷

YOUTH ORGANISATIONS
are active in almost
every community
reaching over
383,000
YOUNG PEOPLE

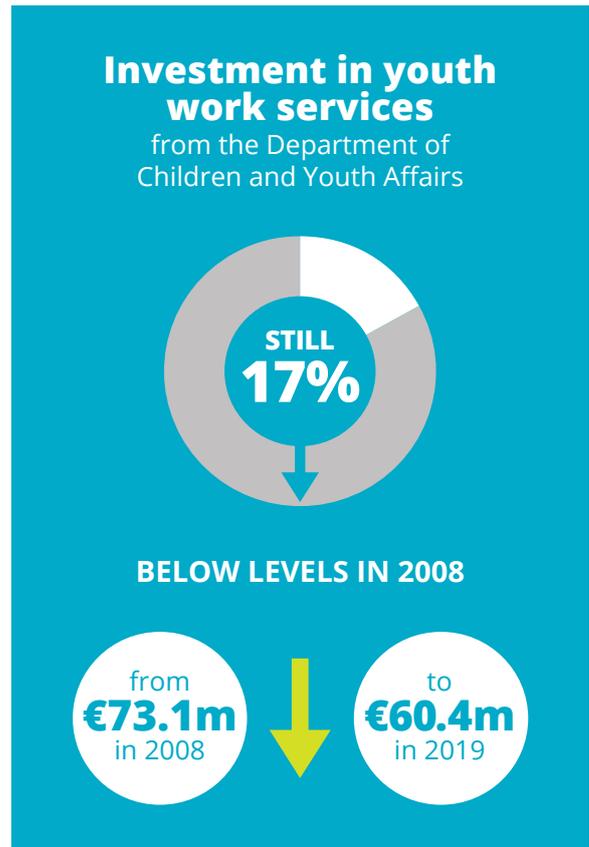


¹⁵ E3003, Population 2011-2016 by Single Year of Age, Sex, County and City, CSO <https://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=E3003&PLanguage=0>

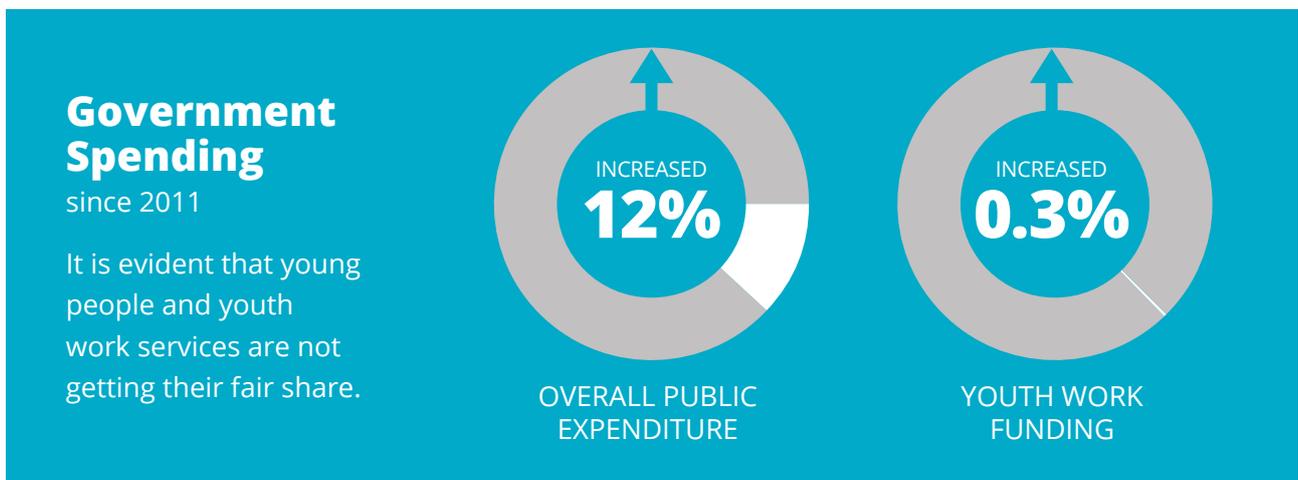
¹⁶ Assessment of the Economic Value of Youth Work by Indecon Economic Consultants, pp 49 November 2012

¹⁷ European Commission 2011, *Youth on the Move* - Analytical Report of Flash Eurobarometer Number 319a

As detailed in the Indecon Report¹⁸ for every €1 invested in youth work the economic benefit/ costs saved by the State in the long run are €2.20. This study demonstrates that investment in youth work not only supports young people to reach their full potential and become active citizens, it also reduces long-term costs for the State in relation to the health, justice and welfare services for young people. One of the unique features of youth work services in Ireland, is the contribution of the over 40,000 adult volunteers who work with and for young people. These volunteers bring their life experiences and expertise and provide a critical resource to organisations in the sector and considerable savings to the State. In 2012, Indecon estimated that the annual economic value of youth work-related volunteering at €47.7m¹⁹. Too often the State has viewed the work of recruiting, training and maintaining volunteers as being cost neutral, when in fact voluntary youth organisations have to invest staff time and resources in gaining new and supporting existing volunteers. The State must urgently provide more financial assistance in this regard.



Investment in youth work services from the Department of Children and Youth Affairs (DCYA) decreased by 31.8% over an eight year period, from €73.1m in 2008 to €49.8m in 2014. While funding for youth work from DCYA has increased in recent years and now stands at €60.4m in 2019, it is €12.7m or over 17% below that of over a decade ago. We acknowledge that all public spending was cut during the recession, however **an analysis of Government spending since 2011 indicates that while overall public expenditure has increased by 12%, youth work funding has increased by 0.3%**. As our economy and public finances recover, it is evident that young people and youth work services are not getting their fair share from the exchequer and this needs to be addressed in Budget 2020.



¹⁸ Assessment of the Economic Value of Youth Work by Indecon Economic Consultants, pp 18 November 2012

¹⁹ Assessment of the Economic Value of Youth Work by Indecon Economic Consultants, November 2012

TABLE 1: CURRENT SPENDING 2011-2019

YEAR	2011	2019	% CHANGE +/-
TOTAL GOVERNMENT SPENDING ²⁰	€52.8bn	€59.3bn	+12%
TOTAL YOUTH WORK SPENDING ²¹	€60.2m	€60.4m	+0.3%

Likewise an analysis of funding allocations within the Department of Children and Youth Affairs, **indicate significant spending increases of €511m or 51% between 2014 and 2019. Of these additional monies, only 2% or €10.6m was allocated to youth work.**

**TABLE 2: CURRENT SPENDING 2014-2019**

YEAR	2014	2019	€ CHANGE +/-	% CHANGE +/-
TOTAL DCYA SPENDING ²²	€999m	€1510m	€511m	+51%
TOTAL YOUTH WORK SPENDING ²³	€49.8m	€60.4m	€10.6m	+21%

The severe cutbacks between 2008 and 2015 left significant deficits and have put substantial strain on volunteers, staff and organisations to deliver quality youth services and supports for the increasing number of young people, against a background of increased governance and compliance requirements. While there has been some increase in funding since 2015, the data outlined above illustrates that as our economy and public finances recover, youth work services have not received their fair share.

TABLE 3: YOUTH SERVICE GRANT SCHEME FUNDING

YEAR	2005	2019
YOUTH SERVICE GRANT SCHEME FUNDING	€10.96m	€10.65m
INFLATION 2005-2019	—	+15.7%
FUNDING +/- 2005-2019	—	-3%

²⁰ Dáil Éireann, Parliamentary Question 242, 8th May 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.645>

²¹ Dáil Éireann, Parliamentary Questions 1363-1366, 8th May 2019, https://www.oireachtas.ie/en/debates/question/2019-05-08/1363/#pq_1363

²² Dáil Éireann, Parliamentary Question 1371, 8th May 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.3711>

²³ Dáil Éireann, Parliamentary Questions 1363-1366, 8th May 2019 https://www.oireachtas.ie/en/debates/question/2019-05-08/1363/#pq_1363

The Government urgently needs to address the overall funding deficits in Budget 2020. Many voluntary youth organisations are reaching a crisis point as they stretch already diminished budgets to meet ever growing governance and compliance requirements such as Children First, the National Quality Standards Framework (NQSF) for the Youth Work Sector, vetting, charities regulation, the companies act, lobbying regulation, GDPR, etc. while also responding to the changing and growing needs of young people in their programmes and activities. Furthermore, if we are to achieve the outcomes set out in the National Youth Strategy, to cater for the increased youth population and to meet the new regulatory demands it is vital and urgent that the Government invests significantly in young people and youth work. We welcome the commitment in the Programme for Government²⁴ to “*fund an expansion of Youth Services that support, in particular, Early School Leavers into employment and in recognising the value of such services and groups*”, however, these commitments have not been fully realised. There remains a lack of resources and investment in the youth work sector, which needs to be urgently addressed in Budget 2020.



In 2008, the investment in youth work services was €76 per young person. By 2014, this had collapsed to €58 per young person. As outlined earlier, while there has been an increase in funding, the youth population is also growing significantly; therefore the actual investment in 2019²⁵ comes to just €64 per young person. The results of Census 2016 indicate that there will be 961,786 young people aged between 10-24 years in 2020. We propose that investment in youth work services should be increased to €80 per young person by 2020, which amounts to €77m. **In order to achieve this, Government must invest an additional funding allocation of €16.6m per annum in current expenditure in the upcoming budget.**

ALLOCATION OF INVESTMENT

We welcomed the decision of the Department of Children and Youth Affairs to allocate a higher proportion of the 2019 Budget allocation to schemes such as the Youth Service Grant Scheme and Local Club Grant Scheme, in line with the proposals in our pre-budget submission last year. It is important that key funding schemes which in previous years has received little or no uplift, were supported by the additional funding. Therefore, NYCI proposes that the additional funding commitments required in 2020 are allocated as detailed in Table 4. NYCI would welcome the opportunity to engage further with DCYA in advance of the Budget and indeed after the announcement of global funding envelopes in October 2019.

²⁴ "A Programme for Partnership Government", May 2016, pp79

²⁵ Census 2016, CSO <http://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=EY007&PLanguage=0> (925,582 young people and a budget of €58.9m)

TABLE 4: RECOMMENDED ALLOCATIONS OF 2020 FUNDING FOR YOUTH WORK

NAME OF SCHEME	2019 FUNDING	FUNDING INCREASE	2020 FUNDING
Youth Service Grant Scheme	€11,126,380	€3,060,000	€14,186,380
Local Youth Club Grant Scheme	€2,531,206	€696,000	€3,227,206
Targeted Youth Funding Scheme ²⁶	€35,183,847	€9,675,000	€44,858,847
Revised Youth Funding Scheme (VFM)	€3,357,346	€920,000	€4,277,346
Youth Information Centres	€1,377,060	€380,500	€1,757,560
Other National Youth Organisations and Youth Initiatives	€1,721,960	€473,500	€2,195,460
Internal Policy/Youth Officers/ Technical Support	€5,097,201	€1,400,000	€6,497,201
TOTALS	€60,395,000	€16,605,000	€77,000,000

In light of the increased youth population, we believe this additional support is necessary to provide more and greater supports to young people and to honour the additional commitments and regulatory requirements placed on the sector. This additional investment is also justified on the basis that youth work has not received its fair share of funding despite the recovery in the economy and public finances. This investment would meet Ireland's commitment under Goal 4 of the Sustainable Development Goals, to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

INVESTMENT

€16.6m additional investment in youth work services, to strengthen voluntary youth work organisations to provide more supports and activities for young people and to meet the needs of a growing youth population, including an investment of €3m in the Youth Service Grant Scheme as detailed in Table 4.

RESPONSIBILITY

Department of Children and Youth Affairs.



²⁶ The Targeted Youth Funding Scheme is the amalgamation of 4 previous schemes, i.e.; Special Projects for Youth, Young People's Facilities and Services Fund Round 1 & 2 and the Local Drugs Task Force Projects Scheme) into a single scheme

Youth Unemployment

2

RECOMMENDATION:

Halve Long-Term Youth Unemployment by the end of 2020

RATIONALE:

We welcome job growth in the Irish economy and the consistent trend of reduced youth unemployment, which in April 2019 stood at 10%.²⁷ However the rate of youth unemployment (15-24 years) is nearly three times that of those aged 25-74 years which stands at 3.7%. This translates into 19,639 young people under 26 years receiving Jobseeker's Benefit, Jobseeker's Allowance and/or signing for credits²⁸.

We are particularly concerned about the 5,939²⁹ young people who are now long-term unemployed (for 12 months or more). As noted by a Eurofound study,³⁰ while Ireland has a lower than average EU youth unemployment rate, we have a higher than average long term youth unemployment rate. In addition to the young people on Jobseeker's Allowance and Benefit, in 2018 we also have 21,907 young people on Disability Allowance,³¹ an increase of 45% since 2013. There is also 8,345 young people on the One Parent Family Payment, which represents a 34% decrease since 2013. Another area of concern is the continued high number of young people 'not in education, employment and training' (NEET). In 2017, Ireland's NEET rate among 15-29 year olds was 13.1%³².

5,939
YOUNG PEOPLE



are now
**LONG-TERM
UNEMPLOYED**



²⁷ CSO, Monthly Unemployment Report, May 2019 <https://www.cso.ie/en/releasesandpublications/er/mue/monthlyunemploymentapril2019/>

²⁸ Dáil Éireann, Parliamentary Questions 1482-1483, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4027>

²⁹ Dáil Éireann, Parliamentary Questions 1482-1483, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4027>

³⁰ Eurofound (2017), Long-term unemployed youth: Characteristics and policy responses, Publications Office of the European Union, Luxembourg. https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef1729en.pdf

³¹ Dáil Éireann, Parliamentary Question 1485, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4034>

³² Dáil Éireann, Parliamentary Questions 591, 26th March 2019 <https://www.kildarestreet.com/wrans/?id=2019-03-26a.1416>

TABLE 5: UNEMPLOYMENT DATA MAY 2019

Overall Unemployment Rate	4.4%
Age 25-74 Unemployment Rate	3.7%
Age 15-24 Youth Unemployment Rate	10%
Young Long Term Unemployed (12 months)	5,939
Not in Education, Employment, Training (NEET) rate (15-29)	13.1%

The current levels of youth unemployment are disappointing in light of the commitments given to implement the EU Youth Guarantee, which included measures to provide any young person an education, training and/or work experience place if they were unemployed for four months or more. NYCI broadly welcomed the Irish plan for the Youth Guarantee³³ when it was published in January 2014. As we outlined to both the Oireachtas and the European Court of Auditors,³⁴ NYCI is concerned at the overall slow pace of implementation five years later. We concur with the report of the European Court of Auditors³⁵ on the implementation of the Youth Guarantee scheme in Ireland which found that the results to date from the Youth Guarantee in Ireland have fallen short of expectations. We are concerned that a cohort of young people who are on the live register or are “*not in education, employment or training*” are being left behind and that Government efforts and commitment to prevent youth unemployment and reduce long term youth unemployment are inadequate and faltering. With the economy growing and more opportunities being available, now is the time to invest in and support young jobseekers. NYCI believes that with concerted action and investment we can significantly reduce the number of young people who are long term unemployed.

NYCI is calling on Government in Budget 2020 to commit to reducing the number of young people under 26 who are long-term unemployed, from 5,939 now to less than 3,000 by the end of 2020. It is vital we support young jobseekers into education, training, apprenticeships and employment to prevent the drift into long-term joblessness. In order to achieve this we are proposing the following package of measures to assist 3,000 young jobseekers who are long term unemployed which would contribute towards Ireland's Youth Guarantee objectives:

- **Investment in a National Access to Apprenticeship Scheme**
- **Increased investment in the Youth Employment Support Scheme**
- **Additional places on the Back to Education Allowance Scheme**
- **Greater promotion of Jobs Plus Youth to young jobseekers and employers**

³³ Implementation Plan of the EU Council Recommendation on the Youth Guarantee <http://www.welfare.ie/en/downloads/youth-guarantee-implementation-plan.pdf>

³⁴ NYCI Presentation to the European Court of Auditors, February 11th 2016

³⁵ European Court of Auditors, Special Report, No 5/2017 <http://www.eca.europa.eu/en/Pages/DocItem.aspx?did=41096>

TABLE 6: NYCI BUDGET 2020 YOUTH EMPLOYMENT PROPOSALS

NAME OF SCHEME	PARTICIPANTS	INVESTMENT
National Access to Apprenticeship	500	€2.5m
Increased Investment in YESS	1,000	€5m
Additional Places on BTEA	1,000	€4.4m
Additional Place on JobsPlus Youth	500	€3m
TOTALS	3,000	€14.9m

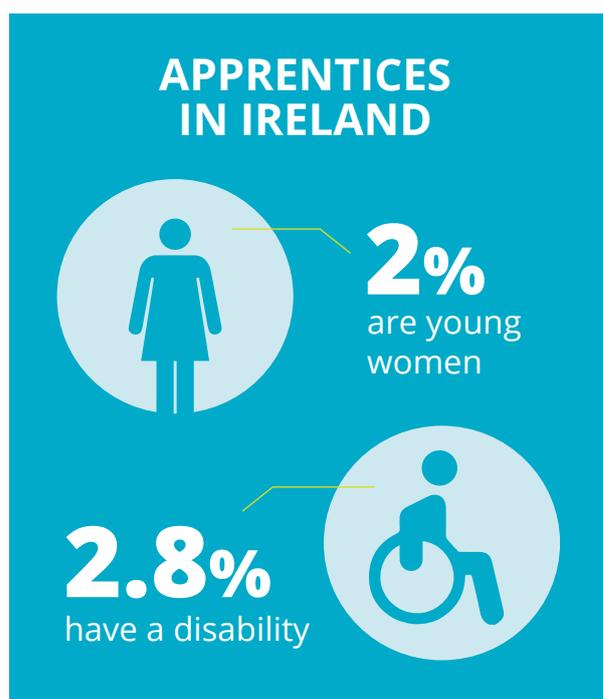
NATIONAL ACCESS TO APPRENTICESHIP PROGRAMME

NYCI recommends that €2.5m is invested in a national access to apprenticeship programme. We welcome the expansion and growth in apprenticeships in the last number of years. The number of apprentices in training in 2019 was 16,000³⁶ up from 10,445 in 2016³⁷ driven by a 110% increase in the number of new entrants between 2013 and 2018.³⁸ Funding has also increased by 131% from €52.7m in 2014 to €122m in 2018.

We support the overall Government commitment to increase the number of new entrants to 9,000 per annum by next year with the introduction of a range of new apprenticeships including in areas such as animation, horticulture and healthcare³⁹.

At present only 2% of apprentices are young women and 2.8% have a disability. There is no data available on other categories such as young people who are socially and economically disadvantaged or those from a minority ethnic background. As we expand the number and range

of apprenticeships, it is vital that these opportunities remain open to all young people, especially disadvantaged and under-represented groups. In that context, the review of pathways to participation in apprenticeships by SOLAS in 2018 was welcome.⁴⁰ However, any policy or measures to increase participation by under-represented groups, will require investment. **In 2019, the funding for SOLAS pre-apprentice programmes was €873,000 which is less than 1% of the overall apprenticeship budget, with no direct State funding for access to apprenticeship programmes.** NYCI endorses



³⁶ Dáil Éireann, Parliamentary Questions 367-377, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.1001>

³⁷ Dáil Éireann, Parliamentary Questions 114, 117-119, 18th January 2018 <https://www.kildarestreet.com/wrans/?id=2018-01-18a.295>

³⁸ Dáil Éireann, Parliamentary Questions 367-377, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.1001>

³⁹ <https://www.education.ie/en/Press-Events/Press-Releases/2017-Press-Releases/PR17-12-08.html>

⁴⁰ <http://www.solas.ie/SolasPdfLibrary/PathwaysApprenticeshipReviewNov18.pdf>

⁴¹ <https://www.dit.ie/colleges/collegeofengineeringbuiltenvironment/accesstoapprenticeship/>

programmes such as the TU Dublin Access to Apprenticeship⁴¹ (ATA) programme funded by the private sector that supports young people aged 16-24 from disadvantaged backgrounds, and with limited educational qualifications in Dublin City. The TU Dublin ATA programme supports the participants over a 12 week period to sample a range of apprenticeship opportunities, assists with CV and interview preparation and also includes two weeks work experience. NYCI supports the proposal to implement this model nationwide involving the key stakeholders, such as the local Education and Training Boards, Institutes of Technology, SOLAS, local employers and the local youth and community sector. This programme provides supports and tackles barriers, which may prevent disadvantaged young people from opting for and being able to sustain an apprenticeship, with a particular focus on the long-term unemployed. The anticipated costs of such a national ATA scheme in 2020 is €2.5m based on a cost per participant of €5,000 and an additional 500 places.

YOUTH EMPLOYMENT SUPPORT SCHEME

NYCI recommends an investment of €5m in the Youth Employment Support Scheme in Budget 2020. We welcomed the announcement in Budget 2018 of the new Youth Employment Support Scheme (YESS)⁴² which is targeted at young people aged 18 to 24 who are long-term unemployed or who face barriers to employment. We note that YESS is designed to provide the long-term unemployed with the opportunity to learn basic work and social skills in a supportive environment while on a work placement. YESS is designed to serve as a replacement for JobBridge, which was abolished in October 2016. We are disappointed with the slow rate of progress, as it took twelve months to set up the scheme and **to date only 225 young people have commenced on the YESS in the first 6 months to end March 2019.**⁴³ We are calling on the Government to invest a further €5m in the scheme in 2020, to meet the needs of at least 1,000 long term jobseekers.

BACK TO EDUCATION ALLOWANCE

NYCI recommends an investment of €4.4m in the Back to Education Allowance (BTEA) in Budget 2020. The BTEA is an educational opportunities scheme which facilitates those in receipt of social welfare payments to retain welfare supports while undertaking an educational programme at second or third level. To qualify for the allowance while pursuing a second level course of education the applicant must have been on a qualifying welfare payment, such as Jobseeker's Allowance or Disability Allowance for 3 months. While for those pursuing a third level course the qualifying period is 9 months. In general, participants have to be aged 21 years or over to qualify for BTEA and over 24 years if applying for a post-graduate course. If a young person aged 18-20 years has been out of formal education for two years, however, they may be approved for inclusion on the BTEA. Young people under 26 years on the lower rate of Jobseeker's Allowance will receive the full rate of €203 if approved for BTEA. **Many young people who end up as long-term unemployed have left school early, which is confirmed by data demonstrating that the incidence of unemployment is closely associated with low levels of educational qualifications.** Therefore the BTEA is an excellent vehicle to support young people with limited educational qualifications to upskill and improve their chances of decent employment.

⁴² Department of Employment Affairs and Social Protection, Budgetary Measures, October 2017 <https://m.welfare.ie/en/Pages/Budget-2018.aspx>

⁴³ Dáil Éireann, Parliamentary Question 1469, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4002>

At present 2,209 young people⁴⁴ under the age of 26 are on the BTEA scheme, we believe with increased awareness and promotion this number could be increased. We propose that the Department should aim to increase the number of long-term unemployed young people on BTEA by 1,000 to 3,200 in 2020. On the basis that 86% of young people are on the €112.70 and 14% on the €157.80 rate of Jobseeker's Allowance, the annual cost of an increase to €203 per person per week would be approximately €4.4m.⁴⁵

JOBSPPLUS YOUTH

NYCI recommends an investment of €3m in JobsPlus Youth in Budget 2020. JobsPlus Youth is an employer incentive which encourages and rewards employers who recruit young jobseekers under the age of 25 on the live register. Employers who recruit a young persons under 25 years who is on the live register for 4 months (104 days) or more will receive a €7,500 subsidy over 2 years. JobsPlus Youth is available to all employers in the private, community, not for profit and voluntary sectors. The job must be full time employment of at least 30 hours a week over 4 days. **Since 2015, 3,494 young people⁴⁶ have participated on the scheme, with the numbers declining from 816 in 2016 to 414 in 2018.** While the decline in youth unemployment and upturn in the economy has impacted on the numbers participating on the scheme, there is still a need for the scheme given the level of long-term youth unemployment. We believe greater promotion and awareness among young jobseekers and employers should be undertaken with the aim of supporting 1,000 long-term unemployed young people in 2020. This would assist many more young jobseekers, currently on the live register to access the labour market. We estimate based on figures available from the Department of Employment Affairs and Social Protection, that the additional investment required for 500 additional participants in 2020 would be in the region of €3m.⁴⁷

INVESTMENT

€14.9m to halve long-term youth unemployment

RESPONSIBILITY

Department of Employment Affairs and Social Protection/Department of Education and Skills.



⁴⁴ Dáil Éireann, Parliamentary Question 1464, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.3993>

⁴⁵ 860 x annual cost per person of €4,695 + 140 x €2350 annual cost per person

⁴⁶ Dáil Éireann, Parliamentary Questions 1466-1468, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.3997>

⁴⁷ Average cost per participant in 205-2017 was €5,800 x 500 additional participants over 2018

Social Protection for Young Jobseekers

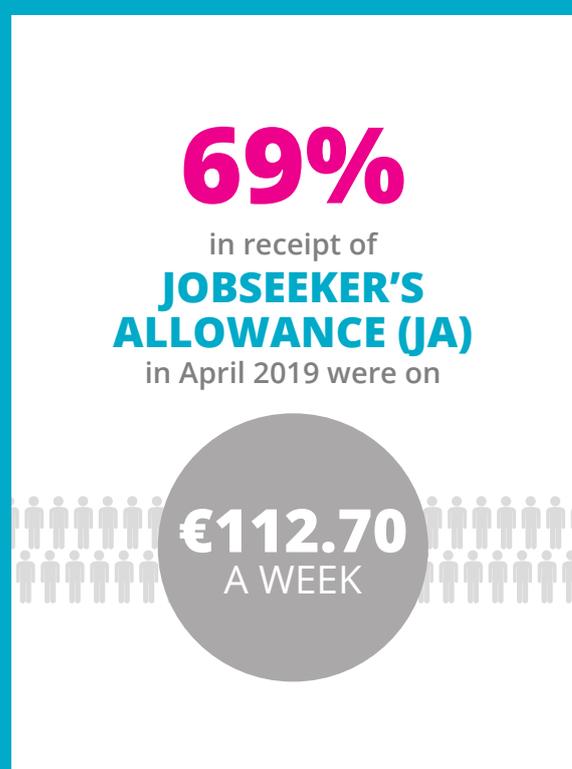
3

RECOMMENDATION:

Equality for young people on Jobseeker's Allowance

RATIONALE:

NYCI supports full equality for young people. We opposed the decision of previous Governments to reduce welfare payments to young unemployed persons under 26 years of age and we want the full rates to be restored. We acknowledge the decision of Government in Budget 2017, in line with a proposal made by NYCI since 2014 to restore the full adult rate to young people engaged in education, training and work experience. We are disappointed that no progress was made in the last three budgets to reinstate the full payment to ensure all welfare recipient regardless of age are on the same level of Jobseeker's Allowance. We believe the imposition of lower rates on young jobseekers is contrary to the provisions of Article 40.1 of the Irish Constitution,⁴⁸ which dictates that all citizens should be treated equally and must be addressed.



The Irish Human Rights and Equality Commission⁵⁰ has expressed concern at the lower rates of Jobseeker's Allowance for young people and the Council of Europe's Committee on Social Rights⁵¹ has found that Ireland is not in conformity with Article 12§1 of the European Social Charter because the lower rate of Jobseeker's Allowance is inadequate.

The most recent data indicates that 69% or 11,944 of the 17,310 young people in receipt of Jobseeker's Allowance (JA) in April 2019 were on €112.70 a week, 10.5% or 1,841 were on €157.80 with 17% or 2,917 on the full rate of €203 per week.⁴⁹

⁴⁸ Irish Constitution http://www.taoiseach.gov.ie/eng/Historical_Information/The_Constitution/February_2015_-_Constitution_of_Ireland_.pdf

⁴⁹ Dáil Éireann, Parliamentary Questions 1484, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4031>

⁵⁰ IHREC Comments on Ireland's 14th National Report on the Implementation of the European Social Charter https://www.ihrec.ie/app/uploads/2017/04/F1-IHREC-Comments-on-Irelands-14th-Report-on-European-Social-Charter_April-2017-002.pdf pp 14 April 2017

⁵¹ CoE Committee on Social Rights, Conclusions on Ireland <http://hudoc.esc.coe.int/eng?i=2017/def/IRL/12/1/EN>

TABLE 7: DATA ON JOBSEEKER'S ALLOWANCE PAYMENTS TO YOUNG PEOPLE

Young persons under the age of 26 in receipt of Jobseeker's Allowance at the end of April 2019 by rate.

RATE	RECIPIENTS	%
€112.70	11,944	69%
€157.80	1,841	10.5%
€203	2,917	17%
Other rates ⁵²	608	3.5%
TOTAL	17,310	100%

The impact of these reduced payments is confirmed by the statistics on the rate of consistent poverty among young people aged 15-24⁵³. The consistent poverty rate for young people aged 15-24 years in 2015 was 15.6%, which is almost double the overall rate of 8.7% and the highest of all age cohorts. The percentage of young people aged 15-24 years in consistent poverty has increased by 73% between 2010 and 2015, compared to the overall increase of 40% over the same period. In addition to the data there is compelling anecdotal evidence that the cuts are leading to youth homelessness.

NYCI commissioned the Vincentian Partnership for Social Justice (VPSJ) to do detailed analysis of the Minimum Essential Standard of Living for young people on Jobseeker's Allowance aged 18-25 years. The VPSJ's Minimum Essential Standard of Living (MESL) budget standards details the minimum income needed to live and take part in the social and economic life in Ireland. The research places an emphasis on 'needs, not wants', and produces comprehensive, transparent, itemised lists (of over 2,000 items, goods and services) detailing what is required to meet minimum needs and enable an acceptable minimum standard of living. From this, budgets specifying the actual average weekly cost of a minimum acceptable standard (the Minimum Essential Standard of Living) are compiled, producing MESL budgets for 90% of households across urban and rural Ireland. This understanding of an acceptable minimum standard of living, embodies the concepts which underpin the human right to an adequate standard of living, and reflect the Irish Government definition of poverty which emphasises the ability to have a "standard of living which is regarded as acceptable by Irish society generally" and to participate in normal activities.

The results from the MESL of young people aged 18-25 years indicates that the current levels of Jobseeker's Allowance payments create economic poverty, hardship and social exclusion.

⁵² 608 persons are in receipt of varying rates due to the imposition of penalty rates or where means have been assessed against them.

⁵³ Social Inclusion Monitor 2015, Department of Social Protection pp42 <https://www.welfare.ie/en/downloads/SocialInclusionMonitor2015.pdf>

TABLE 8: LIVING ALONE-AVERAGE MARKET RENT

EXPENSES	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
MESL Core	€213.38	€213.38	€253.63	€253.63
Housing Costs	€252.65	€252.65	€89.32	€89.32
Total MESL	€466.03	€466.03	€342.95	€342.95
INCOME	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
Jobseeker's Allowance	€112.70	€157.80	€112.70	€157.80
Income adequacy	-€353.33	-€308.23	-€230.25	-€185.15
JA as % of adequacy	24%	34%	33%	46%

Urban

Young people aged 18-24 have less than a quarter of income for minimum essential standard of living

**Rural**

Young people aged 18-24 have less than a third of income for minimum essential standard of living

**TABLE 9: LIVING ALONE-WITH HOUSING ASSISTANCE PAYMENT**

EXPENSES	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
MESL Core	€213.38	€213.38	€253.63	€253.63
Housing Costs	€93.28	€93.28	€17	€25
Total MESL	€306.66	€306.66	€270.63	€278.63
INCOME	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
Jobseeker's Allowance	€112.70	€157.80	€112.70	€157.80
Income adequacy	-€193.96	-€148.86	-€157.93	-€120.83
JA as % of adequacy	37%	51%	42%	57%

TABLE 10: LIVING IN PARENTAL HOME

EXPENSES	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
MESL Core	€149.05	€149.05	€137.24	€137.24
Housing Costs	—	—	—	—
Total MESL	€149.05	€149.05	€137.24	€137.24
INCOME	18-24 YEARS URBAN	25 YEARS URBAN	18-24 YEARS RURAL	25 YEARS RURAL
Jobseeker's Allowance	€112.70	€157.80	€112.70	€157.80
Income adequacy	-€36.35	€8.75	-€24.54	€20.56
JA as % of adequacy	76%	106%	82%	115%

The analysis from VPSJ demonstrates that for all those on the lower rates of Jobseeker's Allowance with the exception of young people aged 25 living in the family home, the current payments are wholly inadequate. For the vast majority of recipients, the current payments are a fraction of what is required to live with dignity.

NYCI is calling on the Government to reverse these cuts over the next two Budgets, beginning in Budget 2020. This proposal, if implemented, would contribute to Ireland's commitment under Goal 8 of the Sustainable Development Goals, to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

In Budget 2020, NYCI calls on Government as the first of two steps in eliminating the age-related difference in payment by increasing the Jobseeker's Allowance rate for 18-24 year olds by €45.10 per week from €112.70 to €157.80 and increase the rate for 25 year olds by €22.60 from €157.80 to €180.40 per week. According to data provided by the Department of Employment Affairs and Social Protection, these two measures would cost €27.76m and €2.14m respectively in a full calendar year⁵⁴.

INVESTMENT

€29.9m as the first of two steps to restore young people to full adult Jobseeker's Allowance rate.

RESPONSIBILITY

Department of Employment Affairs and Social Protection.



⁵⁴ Dáil Éireann, Parliamentary Questions 1479-1481, May 8th 2019 <https://www.kildarestreet.com/wrans/?id=2019-05-08a.4022>

Youth Homelessness

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RECOMMENDATION:

Tackling Youth Homelessness

RATIONALE:

In April 2019, 10,378⁵⁵ people were recorded as homeless, which included 6,584 adults and 3,794 children under 18 years. **The number of young people aged 18-24 who are homeless was 903 in April 2019 representing a rise of 42% in the three years since February 2016.**

The National Policy Framework for Children and Young People 2014-2015, Better Outcomes Brighter Futures, identifies 'economic security and opportunity' as a national outcome for children and young people up to the age of 25. Despite this national outcome homelessness amongst young people in Ireland as outlined above is a significant and growing problem. While there are many reasons a young person can experience homelessness, issues such as reduced social welfare supports, young people being a lower priority on housing waiting lists, unsuitable emergency accommodation and inadequate support services, especially for those leaving care are major contributory factors.

Many young people have difficulty accessing affordable and quality housing in the private rental market and/or social housing sector. The current levels of youth unemployment and cuts in social welfare for young people in successive budgets has made it increasingly difficult for many to be able to afford to leave home and live independently. Furthermore, these cuts and lack of supply have made it very challenging for young people leaving care to access housing.

The number of young people aged 18-24 who were **HOMELESS** was **903** in April 2019 representing a rise of **42%** in the two years since March 2015



⁵⁵ The Department of Housing, Planning, Community & Local Government Homelessness Report April 2019, https://www.housing.gov.ie/sites/default/files/publications/files/homeless_report_-_april_2019.pdf

As previously referenced, the cuts in welfare payments have particularly impacted on young people at risk of homelessness. Between 2007 and 2015 the rate of severe deprivation amongst 18 to 24 year-olds increased by almost 157% (4.6% to 11.8%), twice that of the general population.⁵⁶ The policy has yet to be reversed despite improvements in the national finances in recent years. It is welcome that Government have previously protected young people leaving care aged 18-24 years from the reduced welfare rates, where they have been in care any time in the previous 12 months before the age of 18.

We now also believe it is now time to protect young people experiencing homelessness and restore the full rate of Jobseeker's Allowance to this cohort in Budget 2020. While we are proposing a phased restoration of the full adult rate for all young people, we believe we cannot wait for future budgets to address the needs of young people who are homeless or at risk of homelessness. We need to provide this cohort of young people with adequate income now. The current policy of reduced Jobseeker's Allowance payment means that young people who do not come from a care background and have become homeless will not be able to support themselves out of homelessness and into accommodation. In the vast majority of cases, the causes of their homelessness mean that returning to the 'family home' is not a viable option. Given the priorities in the allocation of social housing, the most likely route for a young person to secure accommodation is through rent supplement.

While taking up an education/training course will result in a full payment being made, this cannot be used as the basis of a move to independent living as it would be impossible to sustain the accommodation after the training is completed. The result of this policy anomaly is that young people will spend much longer periods in homeless services, increasing the likelihood that they become entrenched in homelessness. This policy is not only detrimental for the young people involved; it is also costly for the state. Supporting young people in homeless accommodation is very expensive. A Mazars report⁵⁷ estimated that the average cost of supporting a person experiencing homelessness in 2014 was €19,179 per annum.

NYCI endorses Focus Ireland's proposal that where a young person under 26 years has been assessed as being homeless or at risk of becoming homeless, they would qualify for the full rate under the discretions allowed as part of the supplementary welfare payments procedure. Once a young person on the reduced rate has been assessed as in need of support to address homelessness, a case conference would be triggered that would include, the case/support worker, a local authority housing officer and Intreo office official, and any other appropriate services that the young person may be accessing. Once a pathway out of homelessness and support plan is agreed with the young person the local Intreo office could use the discretion available under article 38 of the supplementary welfare regulation SI 412 of 2007 to provide an increased payment to the young person in accordance with the support plan agreed with the young person. This proposal, if implemented, would contribute towards Ireland's commitment under Goal 1 of the Sustainable Development Goals to end poverty in all its forms everywhere.

This proposal could be a last hope and resort for many young people who are homeless and desperate to secure accommodation. The investment proposed would actually save the State

⁵⁶ European Survey of Income and Living Condition 2016. Eurostat Indicator: ilc_mddd11

⁵⁷ Independent Review of Homeless Services, Mazars for the Department of the Environment, Community & Local Government, December 2015 <https://www.housing.gov.ie/housing/homelessness/other/independent-review-homeless-services-mazars>

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significant resources as otherwise homelessness supports would have to be provided to the young person. NYCI estimates that the cost of implementing this new policy would be €4,695⁵⁸ per qualifying young person. In the unlikely event that all 903 young people who are currently homeless would move from the reduced rate to the full rate, such a proposal would cost €4.2m. This maximum cost is extremely unlikely, as 69% of young people are on the lowest Jobseeker's Allowance rate of €112.70 and it is possible that some young people will not meet all the criteria for the increased payment. **NYCI estimates that up to 50% of the current cohort could qualify for the increased rate at a cost of €2.1m in 2020.**

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INVESTMENT

€2.1m to tackle Youth Homelessness

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RESPONSIBILITY

Department of Employment Affairs and Social Protection/Department of Housing, Planning, Community and Local Government.



⁵⁸ €90.30 per week x 52 weeks =€4,695.60

Conclusion

Budget 2020 presents an opportunity for Government to invest in our growing youth population, which will increase by 13.2% between 2015 and 2025. The investment in youth work services and voluntary youth organisations, employment, education and social protection supports, and measures to tackle and prevent youth homelessness in 2020 will not just make a difference now but will generate a social and economic dividend over the coming decades.

As the title of this Pre-Budget 2020 Submission *Budget 2020 – A Fair Share for Young People and Youth Work* illustrates, while young people and youth work services endured some of the deepest cuts during the recession, they have in large part not benefitted from the recovery in our economy and public finances. As well as investing in young people and youth services to secure long-term social and economic sustainability, this Budget should also be fair to young people and youth work.

WE CALL ON GOVERNMENT TO MAKE THAT CHOICE IN BUDGET 2020.



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