

Project number: 101126432
Call: SOCPL-2022-IND-REL

Task 3_3

Role of social partners and policy makers in developing, implementing and monitoring youth-oriented policies

COUNTRY REPORT SPAIN

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PART A. COUNTRY OVERVIEW OF SOCIAL DIALOGUE FOR YOUTH POLICIES

The national institutional framework for youth policies

Spain is a state decentralised into autonomous communities that assume specific policy competencies. According to the Spanish Constitution, both the state and autonomous communities have exclusive and shared competencies in different policy areas, such as in education, health, culture, and tourism. This is also the case with youth policies. Within this multi-level governance system, the state maintains essential competencies and provides a general regulatory framework for youth policies, with autonomous communities assuming competencies through different regulations. In turn, the local governments and administration play an important role in the development and implementation of these policies. In addition, the cross-sectoral nature of youth policy implies that legislation and policy in other areas, such as labour, education, housing, and citizenship, also have an impact on young people.

Looking at national level programmes and plans, the national youth strategy 2022-2030 (Estrategia de Juventud 2022-2030) and its associated Youth Action Plan 2022-2024 (Plan de Acción de Juventud 2022-2024) take central stage. The plan follows a multi-sectoral approach in presenting a roadmap with 200 measures focused on emancipation policies, housing, education and youth employment, among others, with a budget of more than 33,330 million euros until 2024. In the field of youth labour market policy, the plan is articulated with the Youth Guarantee Plan Plus 2021-2027 (Plan de Garantía Juvenil Plus 2021-2027). The Youth Guarantee Plan Plus, financed with more than 3 billion euros, consists of 69 personalised guidance measures for young people to equip them with the necessary skills and training for their integration into the labour market.

Drawing on the general national regulatory framework, the autonomous community of Catalonia has a long tradition of strategic planning in the field of youth policies. The early policies addressed at young people aimed at promoting the representation of the youth collective in the regional government (Generalitat de Catalunya) with the creation in 1979 of the National Youth Council of Catalonia (Consell Nacional de la Juventut de Catalunya). This focus on exchanging information is also reflected in the subsequent development of a regional youth information network (Xarxa d'Informació Juvenil). Youth policies have gradually gained momentum and culminated in 2000 with the approval by the regional government of a national youth plan for the decade ahead (Pla Nacional de Joventut de Catalunya 2000-2010), placing the region as one of the first European regions to approve a strategic youth policy document. It is also at this time that the regional government approved the law on youth policies (LLEI 33/2010, de l'1 d'octubre, de polítiques de joventut) with the goal of establishing a normative framework and setting competencies for the development of youth policies, thereby organising different services and legal entities in the region. Building on this experience two further regional youth plans were developed, the latest being the National Youth Plan of Catalonia 2030 (Pla Nacional de Joventut de Catalunya 2030). For more than 20 years now, these regional plans have

prompted municipalities to also draw up their strategic planning in the field of youth, which is a requirement to receive funding. The National Youth Plan of Catalonia 2030 establishes four major challenges until 2030, which are key to achieving full youth emancipation and making young people's life projects possible:

1. Youth independence, to guarantee the development of quality educational and employment trajectories, as well as access to decent housing.
2. Well-being and quality of life, to ensure physical and mental health, as well as the development of young people's lives in healthy environments.
3. Participation and youth protagonism, to become active agents in public and community affairs, as well as in the defence of rights and freedoms.
4. Youth equity and inclusion, to advance towards effective equality and non-discrimination of all young people.

The role of national trade unions in the design and implementation of national youth policies

Trade unions are regularly engaged in negotiations with governments and employers through social consultation. Through this mechanism trade unions play an active role in the formulation of policies that impact young people. An example of such engagement has been through participation in the negotiations for the updates of the Minimum Interprofessional Wage (MIW), and the 2023 Statue of the Trainee. According to the trade union Comisiones Obreras (CCOO) these policies tackle job insecurity and improve the social welfare of young people in two ways: by facilitating access to the labour market through professional internships and by reducing precarity through adequate pay.

The Minimum Interprofessional Wage (MIW) has been significantly increased since 2018, which according to the trade union CCOO reflects a change in government. Namely, the change from a right-wing government to a left-oriented coalition composed of the socialist party and left-wing allies. In 2023, the MIW reached 1,080€ in 14 payments, benefiting 14.8% of young people working full-time. The agreement for updating the MIW is reached by agreement of the Ministry of Labour with the two trade union confederations, CCOO and UGT (Unión General de Trabajadoras y Trabajadores).

The Statue of the Trainee was agreed in 2023 to ensure the quality of internships linked to regulated training and education and respond to the exploitation of interns. This initiative clearly defines the educational programmes in which internships are included and ensures their quality and connection to the training objectives. The trade union CCOO has worked to make this issue visible and has carried out negotiations with multiple actors, including employers, organisations and the government, with the aim of advancing this initiative. Through these actions, it has emphasised the need to establish a statute that not only regulates non-labour practices, but

also guarantees respect for the fundamental rights of trainees. This measure introduces new rights for students in non-work placements, such as compensation for expenses like transport and meals, right to holidays, compulsory contributions to social security, and limits to the number of interns in workplaces. It is stipulated that interns can only make up 20% of the workforce, although a minimum of two interns is allowed for small companies. Furthermore, penalties for fraud and abuse are introduced, with fines of up to 225.000€ for discrimination and up to 7.500€ for failing to comply with the new rights, such as covering transport costs.

PART B. CASE STUDIES OF THE ROLE OF POLICY NETWORKS IN YOUTH POLICY OUTCOMES

Introduction: selection of cities and policy case studies

This report analyses two middle-sized cities in the region of Catalonia: Terrassa and Mataró. Their shared institutional framework and to some extent different socio-economic characteristics make these cities interesting for analysing the role of policy networks on youth policy outcomes. Terrassa is a city of about 225.000 inhabitants, located in the county of Vallès Occidental in the north-west of Barcelona. Mataró is a smaller sea-side city, with about 128.000 inhabitants, located in the county of Maresme in the north-east of Barcelona¹. Both are well connected and located within commuting distance from Barcelona, with many of their inhabitants studying and working in the Catalan capital. The share of young people is roughly the same between cities, with around 22% of young people between 15 and 34 years old. However, there is a slightly higher share of non-Spanish nationals in Mataró (16.5%) than in Terrassa (14.1%). However, this distinction is starker when considering young people, with 46.5% of young people between 15 and 34 years old with a non-Spanish nationality in Mataró, in comparison to 40.7% in Terrassa. There is to some extent a segregation by socio-economic profiles and migrant origins in these cities. Both are characterised by having vulnerable neighbourhoods, such as those of Ca n'Anglada, Vilardell, Montserrat (District 2), la Maurina (District 4), and Sant Llorenç (District 6) in the case of Terrassa, and Cerdanyola (District 5), Rocafonda (District 3), and Palau (District 2) in the case of Mataró. The two cities had been, during the industrial society, working-class cities characterised by having a concentration of manufacturing employment – with a certain specialisation in the textile industry. However, in recent years, the deindustrialization process has differentiated their destinies, with Terrassa retaining a higher percentage of manufacturing employment (about 13,7%) than Mataró (9,1%), which is increasingly specializing in services. Still, the economic structure of both cities is

¹ The autonomous community of Catalonia is territorially divided into different types and levels of subdivisions with varying administrative functions. These include 4 provinces (“provincies”), 42 counties (“comarques”), and 947 municipalities (“municipis”), from a higher to a lower territorial division.

centred around services, although the proportion of employed people in the service sector is higher in Mataró than in Terrassa, with 86.7% against 78.3% in 2023.

The selection of youth policies to analyse in each city is made with reference to the distinction proposed by the youth policy literature of transition policies (those that focus on youth transitions in the field of education, work, housing, etc...) and affirmative policies (aimed at supporting forms of expression of young people (Soler & Comas 2015). In general, in Spain, the lack of resources allocated to youth specific needs has meant that the policies managed by governmental youth departments have mainly been affirmative policies in the field of leisure, culture or associationism. Instead, transition policies are those that have the most important impact on young people's living conditions and future opportunities and are usually managed by national welfare systems. In this area, comparative studies place youth policies in Spain in a very marginal position. This circumstance is reflected in the type of youth transition regime in Spain, considered a sub-protective regime where public policies play a residual role in supporting transitions with such role falling on families (Walther 2006, 2022). In addition, as the report seeks to understand the role of the policy subsystem and policy network on policy outcomes the four case studies include a mixture of transition and expression policies, with varying types of actor configurations and relational dynamics (Howlett, 2002).

Terrassa: the context

Brief introduction to the city

Terrassa is a municipality located by the natural parc of Sant Llorenç del Munt. With a population of around 225.000 people, it is the one of the two capitals of Vallès Occidental, and one of the most important medium-sized cities in Catalonia. The city is well connected to the Catalan capital, within a 40-minute commute distance by public transportation.

It is a university and industrial city, with a rich cultural and artistic heritage. Terrassa is influenced by its industrial past, which has left a very particular mark on the municipality's heritage. Nowadays, Terrassa is a benchmark in industrial, modernist and textile tourism, and chairs the Xarxa de Turisme Industrial de Catalunya (XATIC), an association of 22 municipalities whose aim is to promote industrial tourism. But it is also a university city, with departments of the Universitat Autònoma de Barcelona, the Universitat de Barcelona, the Universitat Politècnica de Catalunya and the Universitat Oberta de Catalunya. Terrassa has a varied cultural offer with an extensive calendar of popular festivals, and a strong network of associations that generates constant activity.

Indicators at the city level

Although Terrassa is one of the capital cities of the county of Vallès Occidental, its productivity and purchasing power is below the county's average (see Table 1). In 2021, its GDP is at 23.000€ per person in comparison to 31.400€ in Vallès Occidental. This level is now roughly the same as in 2007, which reflects the economic recovery following the downturn period of the eurozone crisis. Its productive structure is centred around services, which saw a considerable increase

throughout the period, in contrast with the decline in the manufacturing and construction sectors, with the latter being particularly affected by the euro crisis.

In what concerns its sociodemographic profile, Terrassa's population has been steadily increasing since 2007, going from around 202.000 inhabitants to 225.000 by 2023. At the same time, it is characterized by being mostly an adult population. In 2007, young people between 15 and 34 years corresponded to 30,6% of the entire population, slightly increasing throughout the decade and subsequently falling down to 22,6% in 2023. A further detailed look shows that there has been a substitution effect between younger and older segments of the youth population. The young population between 15 and 24 years old has increased during this period, whereas that of 25 to 34 has been decreasing. These tendencies are possibly explained by migratory movements. Lastly, Terrassa is not characterized by having a high share of foreign population, with 14.1% of foreigners in 2022. In turn, when looking at young people, these numbers are more significant. In 2022, 40.7% of young people between 15 and 34 years old had a non-Spanish nationality. In addition, there are more foreigners amongst young people between 25 and 34 years old (26%) than between 15 and 24 years old (14.7%).

The analysis of the educational profile of the city provides a picture of gradual increase of tertiary education qualifications over time. This is particularly significant for young people between 25 and 34 years old. The available data shows that in 2020, 42% of this cohort had tertiary qualifications in comparison with 30,3% in 2011. In terms of its educational infrastructure, Terrassa constitutes Catalonia's second university campus, with 4 university departments situated in its municipality. In addition, it has an extensive network of educational centres, with 34 post-secondary centres and 21 upper-secondary centres. In what concerns childcare, the take up rates have increased from 27,3% to 40,1% between 2009 and 2022, with enrolment gradually shifting from the private sector to the public sector.

In what concerns employment and unemployment trends, it is possible to argue that the labour market has been improving with unemployment rate for young people falling down to 9% in 2023, despite the short-term impact of the pandemic crisis. The Covid-19 pandemic is an example of how the fluctuation in the economy disproportionately impacts young people in the labour market. Between 2019 and 2020, the unemployment rate amongst people jumped from 12,7% to 16,2%, whereas that of the entire active population went from 13.2% to 15.6%. At the same time, the quick decrease in the unemployment rate already in 2021 is indicative of the success of the anti-cyclical policies in response to the pandemic, which contrast with the slower decrease during the austerity response following the Eurozone crisis. At the same time, it is possible to see that the unemployment rate has been declining faster for the young cohort than for the rest of the active population, with the current unemployment rate for young people being below of the active population.

Table 1. Selected indicators for Terrassa.

Source: Own calculations based on Institut d'Estadística de Catalunya, Programa HERMES and Eurostat.

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
Tot. Population	202 136	206 245	213 697	215 214	220 556	223 627	223 011	224 114	225 274	NUTS5	Absolute numbers
Youth population (15-24)	21 988	21 920	21 278	20 420	22 289	23 296	23 856	24 695	25 680	NUTS5	Absolute numbers
Youth population (25-29)	18 686	18 287	15 367	12 377	12 025	12 194	11 980	12 121	12 375	NUTS5	Absolute numbers

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
Youth population (30-34)	21 199	21 834	21 097	16 123	13 975	13 829	13 479	13 386	13 348	NUTS5	Absolute numbers
Young-age dependency ratio (pop 15< over 15-64 population) *	24,3	24,9	27,2	28,6	27,9	27,4	26,8	26,2	25,5	NUTS5	Ratio
Old-age dependency ratio (pop 64+ over 15-64 population) **	21,6	21,4	22,4	24,7	25,7	25,9	26,2	26,4	26,7	NUTS5	Ratio
% of foreigners on the total population	12,0	13,5	14,7	11,8	12,7	13,5	13,6	14,1		NUTS5	%
% of foreigners on youth population*** (15-24)	18,4	20,8	21,8	16,0	15,1	15,6	14,9	14,7		NUTS5	%
% of foreigners on youth population*** (25-34)	19,9	22,6	24,7	21,5	24,3	25,8	25,4	26,0		NUTS5	%
% of people with tertiary education			18,4		29,1	30,4				NUTS5	%
% of youth with tertiary education*** (16-24)			7,9		12,2	16,2				NUTS5	%
% of youth with tertiary education*** (25-34)			30,3		35,9	42,0				NUTS5	%
% of employed people (15-64)				57,3	64,2	62,2	63,7	64,6	66,4	NUTS5	%
% of employed youth*** (15-29)				36,0	42,2	38,5	41,0	42,4	44,6	NUTS5	%
% of unemployed people (15-64)				19,4	13,2	15,6	13,1	11,9	11,3	NUTS5	%
% of unemployed youth*** (15-29)				19,6	12,7	16,2	12,9	9,5	9,0	NUTS5	%
% NEET among youth*** (15-24)				15,6	12,1	13,9	11,0	10,5	9,9	Country	%
% NEET among youth*** (25-34)				25,0	19,4	23,3	20,2	17,3	16,5	Country	%
% of school dropouts among youth*** (18-24)	30,8	31,7	26,3	20,0	17,3	16,0	13,3	13,9	13,7	Country	%
GDP per person		24 700	21 800	21 300	24 600	21 600	23 000	25 200		NUTS5	Currency
GDP per person		28 600	26 800	27 400	31 900	28 900	31 400			NUTS4	Currency
Average income per household/person		16 500	16 070	15 924	17 510	16 916	18 011			NUTS5	Currency
Housing market price per sq.	3 635	3 177	2 438	1 747	2 578	2 816	2 648	2 712		NUTS 4	Currency
Distribution of employment by sector:										NUTS5	Number
Agriculture/mining (primary)		30	41	53	35	43	40	40	45	NUTS5	Number
Construction		9 052	4 180	3 161	4 994	4 883	5 205	5 490	5 975	NUTS5	Number
Manufacturing		12 206	9 930	9 495	10 269	10 133	10 445	10 445	10 430	NUTS5	Number
Services		42 812	33 335	35 331	42 374	41 822	43 210	44 715	59 510	NUTS5	Number
Available beds for tourists in the city								860		NUTS5	Number
Universities in the city	4	4	4	4	4	4	4	4	4	NUTS5	Number
Post-secondary non-tertiary centres									34	NUTS5	Number
Secondary / Upper secondary schools									21	NUTS5	Number

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
Unemployment benefits received by people looking for work			7 301	3 655	3 985	6 007	3 466	3 762		NUTS5	Number of beneficiaries
Activation/support measures received by people looking for work				122						NUTS5	Number of beneficiaries
Incentives for Start-Up and/or support for self-employment											Number of beneficiaries
Rent benefits for youth***											Number of beneficiaries
Living benefits for youth***											Number of beneficiaries
Social housing units											Number
Take-up rates of children 0-3 in Early Childhood Education and Care Services (private)		16,1	12,4	13,3	15,1	12,6	15,8	17,7		NUTS5	Rates
Take-up rates of children 0-3 in Early Childhood Education and Care Services (public)		11,2	13,6	16,2	18,4	17,2	21,1	22,4		NUTS5	Rates
Average age of leaving the parental home				29,0	29,5	29,8	30,2	30,2	30,5	NUTS1	Age
Average age of having the first child			31,4	31,9	32,2	32,3	32,6	32,6		NUTS1	Age
Total public expenditure on education				4,1	4,0	4,0	4,6	4,4		NUTS1	% of GDP
Expenditure in active labour market policies	0,6	0,6	0,7	0,5	0,6	1,1	0,9	0,7		NUTS1	% of GDP
Expenditure in start-up incentives	0,1	0,1	0,1	0,1	0,1	0,1	0,1	0,1		NUTS1	% of GDP
Expenditure in youth policies											% of GDP

There are some indications of segregation phenomena in the city as per Figure 1. In 2021, The yearly median income in Terrassa is 19.250€. The richest area is district 1 with a median income of 4.200€ above that of the city's median. In turn, district 2 is the poorest area earning less 4.900€ than the city's median. This translated in an income gap between the richest and poorest district of 9.100€ per year. This phenomenon is also reflected in the incidence of poverty, with district 1 having 9.7% of the population with an income below 60% of the median income, in comparison to 27,2% in district 2 (see figure 3 in Appendix). In addition, it is possible to extrapolate some intersectional considerations from the geographical segregation of the city, as the poorest neighbourhood is also the one with the highest share of foreign population, at 29.2%, and district 1 with a share of foreign population below that of city mean of 24.1% (see figure 4 in Appendix).

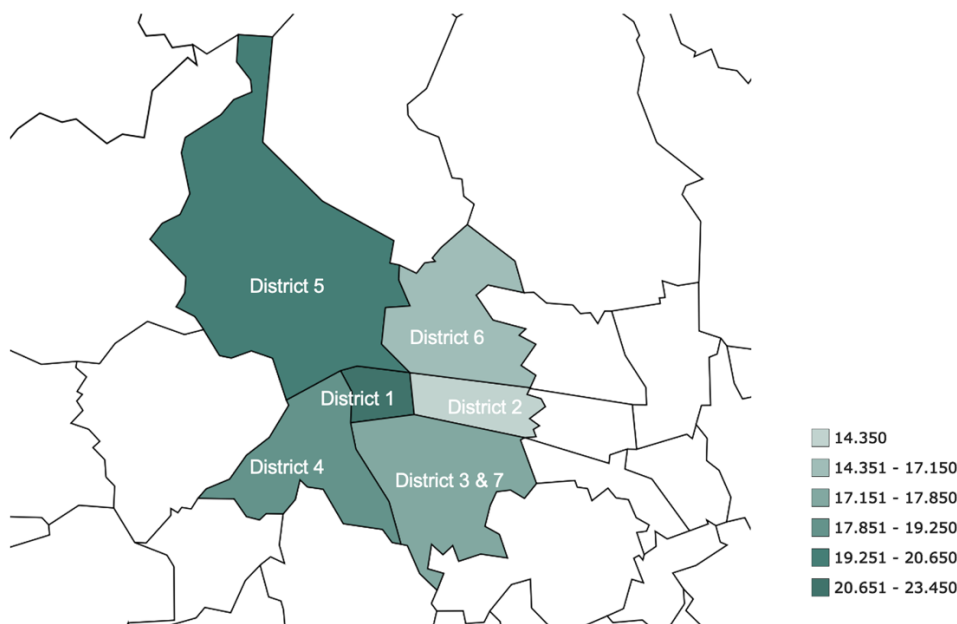


Figure 1. Median income in Terrassa in 2021.

Note: districts 3 and 7 are represented together as the former was established in 2018.

Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

The demand for youth policies at the city level

The latest municipal local youth strategic plan (2022 – 2026) provides a diagnosis of the youth situation. In what concerns the educational trajectory, it recognizes the need to promote a quality orientation for developing an educational trajectory and to ameliorate the offer of professional education that is in line with the needs of the local economy. The transition into the labour market and access to quality jobs is a second point of concern. In this regard, it stresses the role of public administration as an intermediary of economic sectors and young people and an important element in facilitating incorporation into the labour market via professional orientation. A third policy demand comes from the difficulty of young people in accessing the housing market and emancipating from living with their parents. Lastly, in what concerns social participation, it stresses the high associationism in the city, with 31% of young people participating in local associations, but argues that opportunities that allow for self-management of associations by young people are still lacking and could be leveraged.

Terrassa: the youth policy subsystem

Institutional level: municipal frame in charge of youth policies

The Youth Service of the Municipality of Terrassa (Servei de Joventut) plays a central role in the coordination of youth policies across the city. This institution was established by the end of the 1980s, insulating itself from the Cultural Service. Throughout the years, the Youth Service has implemented several programmes that play a central role at the municipal level, including the Oficina Jove Baumann, the Districte Jove, the Punt Jove a l'Institut and the Taules Tècniques de Joventut. In its daily work, the service provides resources addressed at young people between

12 and 35 years old to support them in emancipation, autonomy, social and cultural participation and social and territorial cohesion. In its strategic planning role, the Youth Service is responsible for promoting participatory processes to develop strategic youth policy plans. It is in 2011 that the first local youth plan is elaborated, the Pla Local de Joventut 2012 – 20215. Building on this experience, two further plans were formulated, the current one being the Pla Local de Joventut 2022 – 2026. Several actors working with young people are engaged in the development of these plans, including different municipality services, professionals working with young people, youth associations and young individuals.

In developing the Pla Local de Joventut 2022 – 2026 the municipality draws on the theoretical and methodological guidance of the regional Plan Nacional de Joventut de Catalunya. As such, the local plan follows three main pillars in setting a series of 72 policy measures. The first pillar is promoting youth emancipation, whereby every young people should be able to accomplish their life projects and access to an independent life through a complete educational and employment trajectory. The second is to enable youth empowerment, where young people are protagonists in transforming their societies through active and free social, cultural and political participation in the city. The third is to foster social cohesion, so that young people can enjoy the same effective rights and opportunities without discrimination.

In addition to the Pla Local de Joventut the normative guidance on urban youth policies is enshrined in the Pact for Youth Emancipation (Pacte per l'Emancipació Juvenil). Developed in parallel with the Pla Local de Joventut, this pact was signed by the Municipality of Terrassa and different actors participating on educational, labour, housing and wellbeing programmes and activities that affect young people. The Youth Service is the promoter of this pact as the central institution that brings together and is responsible for the coordination of youth policies across the city. This pact sits within the youth emancipation axis of the Pla Local de Joventut 2022 – 2026, with a series of actions being developed in tandem between the two instruments.

Given the transversal character of youth policies, different municipal services are involved in the implementation of these plans. Following the central role of the Youth Service come the Employment Service (Foment de Terrassa) and the Educational Service (Servei d'Educació). In addition to these central institutional actors, the network spreads across other municipal departments, such as the Innovation and University Service (Servei d'Innovació i Universitats), the Cultural Service (Servei de Cultura), the Citizenship Service (Servei de Ciutadania), the Gender Policies Service (Servei de Polítiques de Gènere) and the Sports Service (Servei d'Esports).

Lastly a central role for youth policy response is occupied by the Technical Youth Roundtables (Taules Tècniques de Joventut, TTJs). Managed by the Youth Service, these roundtables provide a platform for networking and coordination between actors engaged with the youth population in a shared territory. As such, this body facilitates the optimisation of resources, the transfer of information and joint approaches to diagnosis and intervention. These tables are not only a consultative body but also a decisional one, with each TTJ having different projects being planned for its territory. The origin of the TTJs comes from the need to give continuity to the dynamics established between the municipality's Youth Service and Social Services and different territorial entities. There are currently in place seven territorial TTJs. The first two were

created in districts 2 and 4, where some of the most vulnerable neighbourhoods are located, namely Ca n'Anglada and la Maurina. A new roundtable is planned for District 1.

Social level: relevant non-institutional actors involved in local youth policies

The significant presence of youth associationism in the territory has been stressed in the Pla Local de Joventut. According to the plan, 31% of young people participate in local associations. Several associations working on youth educational and leisure activities are registered in the municipal registry of citizen associations (Registre Municipal d'Entitats i Associacions Ciutadanes, RMEAC), such as:

- Associació Esplai Segle XX
- C.E Boterut
- Asociación Sunset
- Fundació Educativa Can Palet - Ca n'Anglada.
- Consell de Joves de Terrassa
- La Marca d'Egara
- Centre de Lleure Tu tries
- Associació Juvenil Farfalla
- Esplai la Fera del Poble Nou
- Centro d'esplai Las Arenas
- Associació Club Cultural Cimal de Terra
- Esplai Tremola
- Centre Esplai Tum Tum de Terrassa
- Grup de Joves de Can Tusell
- Associació Gurp Esplai la Fàbrica de Can Tusell
- Associació juvenil Sarau de Terrassa
- Torrent de les Bruixes
- Esplai El Tabal
- Centre Juvenil Salesià
- Esplai Pla del Bonaire
- Associació Juvenil Centre Esplai Can Parellada
- Centre Juvenil Les Arenes
- INSOC - Centre Esplai Guadalhorce
- Centre d'Esplai de Ca n'Aurell
- Grup de colònies de Ca n'Anglada
- Club de lleure els Globus

When analysing the involvement of non-institutional actors in youth policies at municipal level, the role of the Youth Council of Terrassa (Consell de Joves de Terrassa) cannot be omitted. This youth association organizes social activities and convenes young people to discuss the local policy agenda. As such, the council had an active role in providing input to the development and evaluation of the different editions of the Pla Local de Joventut. The interviewee from the Youth

Service mentions, however, that the Consell de Joves is not very active at the moment due to a lack of membership.

Role of trade unions in the design and implementation of urban youth policies

The role of trade unions in the design and implementation of youth policies in Terrassa does not seem to be so much via direct participation in discrete programmes, but rather engagement in consultative fora aimed at agenda setting. One instance in which such strategic engagement takes place is at the Council of Professional Education (Consell de la Formació Professional), a consultative and social participation body created by the city council to provide a working platform for participation of all the different educational, social and economic agents operating in the city with the goal of promoting professional education and aligning qualifications with labour market demand. The trade union federation Comisiones Obreras (CCOO) shared during the interview that this is a platform to influence administration and introduce its education policy demands at the local level. The Council is composed of a broader plenary discussion, a permanent commission, and work commissions, all open to the public. The CCOO mentions participation in the different sessions, with the plenary convening at least once a year and the commissions meeting at least quarterly. In addition to trade unions, there is representation of employers' associations, city council departments, public and private educational centres, universities, and political parties, all under the presidency of the city mayor. As per the interviewee there is no participation of youth associations in the deliberations of the council.

Another instance in which unions engage with youth urban policies is via the Local Pact for Employment (Pacte Local per L'Occupació). Signed by the city hall, trade unions, employer representatives the pact aims at fostering synergies between the municipality and the different economic and social agents to foster employment by strengthening the productive structure of the region and guaranteeing quality education and employment. The first agreement was signed in 2003, followed renovations in 2013 and 2022. According to the trade union CCOO, each signatory is responsible for organizing initiatives along the lines of the agreement and according to its internal resources, which are supported by the municipal budget assigned to the Pacte Local per L'Occupació of around €90.000 per year. For the union this includes organising three seminars a year and participating in sessions organised by municipality services.

This engagement at the institutional level provides unions an interaction within the youth policy network and supplements its internal membership-oriented logics. According to CCOO, these platforms allow to reach audiences that are not union members and usually harder to reach such as long-term unemployed or immigrants.

Remarks on the urban policy subsystem

The urban youth policy subsystem in Terrassa is strongly hinged on the municipality, with a central role being played by the Youth Service in the coordination of youth policies across the city. At the same time, the main audience of the Youth Service are young people below 18 years old, with the implication that most of the policies are steered towards expression rather than

transition. It is in this juncture that the Employment Service plays a central role in the provision of employment, orientation and training policies towards young people.

Looking at the structure of the policy network as a whole, there seems to be a wide discourse community constituted of both institutional and non-institutional actors that are constructing a shared policy discourse. Such network has a role to play in the different strategic documents promoted by the municipality, albeit to a different extent. These include the Pla Local de Joventut 2022 – 2026, the Pacte per l’Emancipació Juvenil, and the Pacte Local per L’Occupació. At the same time, a subset of this larger group is more closely involved in the implementation of the policies that stem from these plans. Such smaller interest network is composed of the youth municipality services in a first instance, followed by youth associations. These actors are relatively insulated from the broader discourse community that includes both trade unions and employer associations. The closer interactions within this first order interest network, composed of the municipality services, professionals working with young people, youth associations, and young individuals, are institutionally reflected in the regular exchanges that take place at the TTJ, but also through active participation in the elaboration and implementation of the Pla Local de Joventut 2022 – 2026.

Terrassa: policy case studies

The selection of the two following policy case studies is made to provide an analysis of contrasting types of youth policies. In particular, with reference to the distinction in the literature between expression and transition policies, and to maximize the diversity of actors engaged in the urban youth policy subsystem. In this sense, both policies can be seen as a hybrid of expression and transition policies. However, the policy Districte Jove leans more towards the expression side, given the activities organised and participant take-up, whereas the policy Esport als Barris more towards the transition to adulthood side, given its focus on promoting youth autonomy. At the same time, providing a clearcut categorisation of policy outcomes is challenging given the limited evaluation material available and provided by the municipality but also due to the unexplicit definition of what constitutes success.

Terrassa: Districte Jove

Presentation of the policy

The Districte Jove is a socio-educational project that offers support and accompaniment to young people between 12 and 25 years old in different aspects of life with the goal of fostering autonomy and social participation through a decentralized intervention. The policy is promoted and financed by the Youth Service of the Municipality of Terrassa. The project implementation dates back to 1998, with the current structure and organisation being in place since 2011. The management of the project is outsourced, and selection made via open tender. The programme is currently being managed by the cooperative Incoop, SCCL, an active organisation involved in several projects around Catalunya. The budget currently assigned to the project is 341.190€ per year for a two-year contract, with the possibility of renewal for an additional two-year period.

The project operates via a network of venues distributed across the city to provide a meeting point and creative platform for young people to produce and present social and cultural initiatives (Espai Trobada) and offers individual and collective accompaniment on education, health, legal, professional and social needs (Espai Impuls). As the project seeks to foster social participation of young people, it gives space for young people to propose and design many of the initiatives. The project is spread across five Districte Jove of the municipality.

- District 1: Espai jove Baumann
- District 2: Espai jove Bit
- District 4: Espai jove Cruïlla
- District 6: Espai jove El Lokal
- District 7: Espai jove La Caseta

The implementation of the project follows an intervention approach known as “medi obert”, whereby the staff goes out into the territory to interact directly with young people. According to the Youth Service interviewee, the motivation for this form of intervention is to establish a bond and provide sustained support to young people in their personal trajectories, which can last years. This methodological approach distinguishes the District Jove from other types of orientation programmes implemented by the Youth Service.

Identity card of the policy

Name

Districte Jove.

Topic

Hybrid expression and transition policy.

Beneficiaries/target group

Young people between 12 and 25 years old.

Policy goals

Promote the autonomy and social participation of young people.

Policy instruments

Service provision.

Expected results

No specific objectives nor indicators available.

Achieved results

The evaluation of the project is provided by the managing organisation Incoop, SCCL. The most recent evaluation report considers this to be a positive project and indispensable in responding to young peoples' needs in different territories. From a quantitative point of view the effectiveness of the project is inferred by increases in participation levels between 2022 and 2023, driven particularly by District 2. The project evaluation also reported that formative and

orientation activities tend to have less attendance (9 participants per session) than leisure and cultural activities (15 participants per session). The most recent participation numbers in the activities of Districte Jove reported in the Incoop, SCL evaluation report are the following:

- For the year 2022: District 1 (230), District 2 (138), District 4 (196), District 6 (206), District 7 (183), Total (953).
- For the year 2023: District 1 (233), District 2 (241), District 4 (199), District 6 (161), District 7 (193), Total (1027).

From a qualitative point of view, young people express more interest in activities that involve meeting new people and realities, with the interdistrict podcast initiative proposed and implemented by young people being the most valued. Finally, the evaluation of the programme also mentions that the diversity in the profile of participants could be higher. More concretely, the participants are mainly between 12 and 18 years old (75%), mostly Spanish (50%) and Moroccan (39%), and currently studying (89%).

Nature of policy change

The overall structure of the programme is similar across the editions, but the specific activities change according to the motivations and proposals of participants. The management of the programme has changed over time with different organisations being selected via the open tender selection process. In its outcome, the policy seems to be increasing its impact.

Policy network

Under the Youth Service of the municipality, this policy plays a central role in local youth policies. Given the institutional strength that it derives from being under the leadership of the Youth Service, the programme is not dependent on other institutions for its implementation. Still, there are several interactions that occur between other services and programmes of the municipality. An example is the synergies that were built between the Youth Service and the Employment Service for joint initiatives between the Districte Jove and the programme Esport als Barris, which falls under the Employment Service. One of such initiatives is the girls football competition that had the participation of girls from both projects. In addition, such interaction occurs not only via joint initiatives but also with administrative staff referencing participants to other services and programmes. Many of these interactions occur via the TTJ. Present in every TTJ of the territory, and meeting every month, the Districte Jove can benefit from the interactions that occur within this space.

One can draw some reflections about the characteristics of the policy network for policy outcomes. In a first instance, the fact that the policy falls under the Youth Service, the central institutional actors on youth policies, can arguably make it less dependent on other actors for its success. At the same time, and because the Districte Jove is a central piece in local youth policies, there are considerable interactions with other municipality services and actors working with young people, with its staff being present in every district TTJ. Still, the regular exchanges that happen within this interest network seem to be insulated from the wider discourse community. In this relatively closed policy subsystem, social actors, such as trade unions or employer organisations, are not as involved in this policy despite the shared concern

about the situation of young people. In what concerns its implication for policy outcomes, the relatively high participation numbers indicate that the centrality and stability that this institution provides to the network can be an important determinant for policy impact.

Remarks and comments on the policy

The fact that the policy evaluation reports more engagement and interest from young people for leisure and cultural activities rather than formative and orientation activities suggests that the Youth Service is potentially better placed to deliver expression policies. In addition, the fact that the policy is managed by a third party subjected to renovation every two years, introduces more uncertainty regarding contractual engagement of staff with potential impact for the stability of the network.

Terrassa: Esport als Barris

Presentation of the policy

The project Esport als Barris is part of the wider plan Treball als Barris and was established with the goal of developing the skills of young people between 16 and 25 years old to navigate the labour market by combining sports practice with workshops of professional orientation. In doing so, it focuses on the vulnerable neighbourhoods of District 2 (Ca n'Anglada, Montserrat, Torre-Sana, Villardell) and District 4 (La Maurina). The parent programme Treball als Barris is wider in scope and aims at improving the professional skills and employability of the neighbourhoods' residents, strengthen collaboration with businesses to promote recruitment of vulnerable people, and promote communication mechanisms across local entities with the goal of fostering the economic and social cohesion of the territory. The policy is promoted and managed by the Employment Service of the Municipality of Terrassa and financed by the Public Employment Service of Catalonia (Servei Públic d'Ocupació de Catalunya). The project was first implemented in 2019 and is currently in its fourth edition. The budget assigned to the project in its 2023 edition was 100.445€.

The social component of the programme entails a bi-weekly gathering of programme participants in sports practice sessions in each of the districts, and a monthly session at local sports clubs. At the end of each weekly session, a group discussion is held to bring forward general competencies that can be exercised through sports practice. The occupational component of the programme includes short professional orientation workshops, visits to companies, and refer participants to other municipality services. Access to the programmes is made either by young people contacting the local employment service of the municipality, or following derivation by other municipality services, educational centres and the third section.

Identity card of the policy

Name

Esport als Barris.

Topic

Hybrid transition and expression policy.

Beneficiaries/target group

Young people between 16- and 25-years old living in the neighbourhoods of Ca n'Anglada, Montserrat, Torre-Sana, Villardell (District 2) and La Maurina (District 4).

Policy goals

Develop skills for labour market entry, prevent school dropout, and foster interaction between different collectives.

Policy instruments

Service provision.

Expected results

The latest implementation plan aims at the participation of 60 young people and identifies a series of objectives to be achieved. In particular:

- To promote the development of basic and transversal skills.
- To foster specific skills for access to employment.
- To raise awareness about the occupational and social resources of the neighbourhoods.
- To enhance social interaction between young people and other groups.
- To prevent early school dropout.

Achieved results

The latest implementation plan reports the following results of previous editions:

- Edition 2019: 24 participants; 1 reincorporation to the educational system; 5 labour market entries; 7 placements in training programmes.
- Edition 2020: 66 participants; 13 re-incorporations to the educational system; 17 labour market entries; 19 placements in training programmes.
- Edition 2021: 100 participants; 13 re-incorporations to the educational system; 41 labour market entries; 12 placements in training programmes.

Nature of policy change

The overall structure of the programme is similar across the editions. In its outcome, the policy seems to be more impactful overtime.

Policy network

The central actor in the design, implementation, and evaluation of the policy is the local Employment Service. In its implementation, however, this institution is heavily dependent on other actors to identify potential participants and to improve its operationalization. According to the interviewee of the Employment Service, these include other municipality services, youth associations, education centres, and the third sector.

A central enabler of these interactions are the TTJs. According to the interviewee of the Employment Service, in the case of Esport als Barris the TTJs convene actors of District 2 and District 4 on a monthly basis, particularly the Youth Service, the Social Services, and youth collectives. In doing so, they provide a tool to improve the implementation of the programmes by discussing the needs and challenges that young people face in a particular territory. This exchange benefits both the activities planned via the TTJ and the programmes that are implemented by the municipality's services. For Esport als Barris, this venue provides an opportunity to identify people in need of the project.

Another form of interaction that takes place is directly between the Employment Service and education centres and the third sector. According to the interviewee, such interaction takes the form of information exchange and organisation of informative sessions. Particularly relevant actors seem to be high schools, the Fundació María Auxiliadora, and Càritas. The outcome of these interactions is to identify profiles in need of this concrete programme or derivation to other programmes or municipal services.

In addition, there is also an unmediated interaction between the Employment Service and youth individuals. Such relationship is fostered by an intervention approach known as “medi obert” whereby the staff goes out into the territory to engage directly with young people. This form of interaction enables the identification of young people's needs with the goal of introducing them to the programme or referring them to other services.

As the occupational component of the programme also includes visits to companies, it can be said that employers are part of the rollout of the programme. This form of interaction is, to some extent, a consequence of the policy design. Because Esport als Barris is part of the broader Treball als Barris the different exchanges that take place within the parent programme, such as between businesses and the Employment Service, have led to collaborations being established between both parties for the programme implementation.

A last relationship is that between the financing body, the Public Employment Service of Catalonia, and the management by the local Employment Service. In this regard, the interviewee of the Employment Service argues that the way that the project is designed and financed allows for a significant deal of flexibility in implementation. To some extent, this is enabled by a budget line that is not very narrow when compared to other youth programmes, given that it sits within the broader Treball als Barris which has the overarching goal of fostering social cohesion of the territory. Therefore, project implementation can be managed as to better respond to the concrete social and territorial needs over time.

In light of the above, one can draw some reflections about the characteristics of the policy network for policy outcomes. In a first instance, it can arguably be said that the interest network is relatively well insulated from the wider discourse community. In fact, social actors are not as involved as the municipality or civil society despite the shared concern about the situation of young people. This is particularly the case for trade unions, who do not participate in this policy. At the same time, the openness of the policy subsystem to key relevant actors within the interest network is an enabler of effective policy. This is particularly reflected in the multilateral interactions that occur via the TTJs, but also in regular bilateral exchanges between the Employment Service and the education centres and the third sector. In addition, the fact that

this youth policy is part of the broader policy Treball als Barris allows to draw benefits from the dialogue that takes place between businesses and the municipality at different levels of the programme.

Remarks and comments on policy

The fact that this youth policy is financed as part of a wider economic and social cohesion policy seems to endow it with flexibility in what concerns implementation over time. Furthermore, the policy design, as a hybrid expression and transition to adulthood policy to be implemented in vulnerable neighbourhoods, seems to be a suitable design to reach a potentially distant population.

Mataró: the context

Brief introduction to the city

Mataró is a mediterranean sea-side municipality located in the county of Maresme in the north-east of Barcelona. With a population of around 128.000 inhabitants, it is the capital city of Maresme. It enjoys a privileged location: next to the sea and the coastal mountain range, well connected to the different counties of Catalunya, and within a half hour commute to the Catalan capital city of Barcelona.

The city is a thriving industrial, commercial and tourist enclave. It has a long heritage dating back to the Roman times, but other milestones have also been recorded in its history, such as the construction in 1848 of the first railway line on the Iberian Peninsula, which linked Barcelona and Mataró. The marina and beach are some of the most popular tourist attractions of this coastal town.

Indicators at the city level

Mataró has a higher average productivity and purchasing power than the county's average (see Table 2). In 2021, its GDP per capita is 23.300€ whereas that of Maresme is 21.300€. Following the downturn period of the eurozone crisis, its GDP is now above pre-crisis levels. Its productive structure is centred around services, having increased throughout the period, in contrast with the decline in the manufacturing and construction sectors, with the latter being particularly affected by the euro crisis.

In what concerns its sociodemographic profile, the population of Mataró has been steadily increasing since 2007, going from around 119.000 inhabitants to 128.000 by 2023. At the same time, it is characterized by being mostly an adult population. In 2007, young people between 15 and 34 years corresponded to 30,9% of the entire population, having fallen to 22,3% in 2023. A further detailed look shows that there has been a structural change in the composition of the youth population. In 2007, the population between 15 and 24 years old was close to half of the population between 25 and 34 years old. In 2023, however, these two groups are roughly the same. While both groups have seen a decline throughout the financial and eurozone crises, the younger group has now caught up to pre-crisis levels, with the older one continuing to witness a

population decline. These tendencies are possibly explained by migratory movements. Lastly, Mataró is not characterized by having a high share of foreign population, with 16.5% of foreigners in 2022. In turn, when looking at young people, these numbers are more significant. In 2022, 46.5% of young people between 15 and 34 years old had a non-Spanish nationality. In addition, there are more foreigners amongst young people between 25 and 34 years old (29.6%) than between 15 and 24 years old (16.9%).

The analysis of the educational profile of the city provides a picture of gradual increase of tertiary education qualifications over time. This is particularly significant for young people between 25 and 34 years old. The available data shows that in 2020, 43.6% of this cohort had tertiary qualifications in comparison with 28,5% in 2011. In terms of its educational infrastructure, Mataró has one university centre associated to the Universitat Pompeu Fabra, the TecnoCampus, and a considerable network of educational centres, with 18 offering post-secondary education and 13 centres offering upper-secondary education. In what concerns childcare, the take-up rates have increased substantially between 2008 and 2022, going from 28.2% to 41,7%, and enrolment has been considerably more prevalent amongst the public sector throughout the period.

In what concerns employment and unemployment trends, it is possible to argue that the labour market has been improving with unemployment rate for young people falling down to 7.8% in 2023, despite the short impact of the pandemic crisis. At the same time, it is possible to see that unemployment rate has been declining faster for the young cohort than for the rest of the active population, with the current unemployment rate for young people below 30 years old being below of the active population as a whole. To note that available statistics were not disaggregated for a population below 25 years old, which is the youth age segment most vulnerable to unemployment.

Table 2. Selected indicators for Mataró.

Source: Own calculations based on Institut d'Estadística de Catalunya, Programa HERMES and Eurostat.

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
Tot. Population	119 035	119 780	123 868	124 867	128 265	129 661	129 120	128 956	128 613	NUTS5	Absolute numbers
Youth population (15-24)	13 986	13 570	12 614	11 613	12 455	13 081	13 400	13 805	14 296	NUTS5	Absolute numbers
Youth population (25-29)	10 995	10 451	9 290	7 324	6 834	6 971	6 880	6 786	6 935	NUTS5	Absolute numbers
Youth population (30-34)	11 838	11 922	11 892	9 607	8 279	8 197	7 912	7 577	7 461	NUTS5	Absolute numbers
Young-age dependency ratio (pop 15< over 15-64 population)	22,5	23,3	25,2	26,8	26,6	26,2	25,7	25,1	24,7	NUTS5	Ratio
Old-age dependency ratio (pop 64+ over 15-64 population)	21,1	21,2	22,4	25,2	26,8	27,0	27,4	27,7	28,3	NUTS5	Ratio
% of foreigners on the total population	14,8	15,6	17,2	15,2	16,3	17,2	16,9	16,5		NUTS5	%
% of foreigners on youth population (15-24)	20,5	21,7	23,6	19,0	18,7	19,3	18,1	16,9		NUTS5	%
% of foreigners on youth population (25-34)	23,8	24,9	28,3	25,9	28,5	30,9	30,7	29,6		NUTS5	%
% of people with tertiary education			15,5		25,5	26,9				NUTS5	%

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
% of youth with tertiary education (16-24)			9,3		11,3	15,2				NUTS5	%
% of youth with tertiary education (25-34)			28,5		41,3	43,6				NUTS5	%
% of employed people (15-64)				54,8	61,9	59,7	61,5	63,2	64,9	NUTS5	%
% of employed youth (15-29)				35,1	40,5	36,3	38,5	41,1	42,3	NUTS5	%
% of unemployed people (15-64)				21,0	13,7	16,6	13,9	12,2	11,3	NUTS5	%
% of unemployed youth				18,0	11,6	15,2	12,1	8,4	7,8	NUTS5	%
% NEET among youth (15-24)				15,6	12,1	13,9	11,0	10,5	9,9	Country	%
% NEET among youth (25-34)				25,0	19,4	23,3	20,2	17,3	16,5	Country	%
% of school dropouts among youth (18-24)	30,8	31,7	26,3	20,0	17,3	16,0	13,3	13,9	13,7	Country	%
GDP per person		23 900	20 700	22 600	25 400	21 700	23 300	25 600		NUTS5	Currency
GDP per person		20 800	19 100	20 200	22 700	19 900	21 300			NUTS4	Currency
Average income per household/person		16 000	14 661	14 179	16 233	15 585	16 451			NUTS5	Currency
Housing market price per sq.	4 199	3 710	2 818	1 436	2 400	2 453	2 680	2 811		NUTS 4	Currency
Distribution of employment by sector:										NUTS5	Number
Agriculture/mining (primary)			12	13	13	9	10	10	15	NUTS5	Number
Construction			1 759	1 119	2 053	1 920	1 880	1 870	1 850	NUTS5	Number
Manufacturing		5 639	4 356	4 364	4 354	4 167	4 125	4 180	4 110	NUTS5	Number
Services		23 961	24 161	24 030	32 892	33 031	35 470	36 975	39 090	NUTS5	Number
Available beds for tourists in the city								874		NUTS5	Number
Universities in the city	1	1	1	1	1	1	1	1	1	NUTS5	Number
Post-secondary non-tertiary centres									18	NUTS5	Number
Secondary / Upper secondary schools									13	NUTS5	Number
Unemployment benefits received by people looking for work			4 348	2 266	2 401	3 714	2 203	2 224		NUTS5	Number of beneficiaries
Activation/support measures received by people looking for work				73						NUTS5	Number of beneficiaries
Incentives for Start-Up and/or support for self-employment											Number of beneficiaries
Rent benefits for youth***											Number of beneficiaries
Living benefits for youth***											Number of beneficiaries
Social housing units											Number
Take-up rates of children 0-3 in Early Childhood Education and Care Services (private)		8,8	7,9	9,4	10,0	8,4	10,3	13,5		NUTS5	Rates
Take-up rates of children 0-3 in Early Childhood		19,4	18,6	21,5	23,0	19,1	23,1	28,2		NUTS5	Rates

Indicator	2007	2008	2011	2015	2019	2020	2021	2022	2023	Territorial level	Type
Education and Care Services (public)											
Average age of leaving the parental home				29	29,5	29,8	30,2	30,2	30,5	NUTS1	Age
Average age of having the first child			31,4	31,9	32,2	32,3	32,6	32,6		NUTS1	Age
Total public expenditure on education				4,1	4	4	4,6	4,4		NUTS1	% of GDP
Expenditure in active labour market policies	0,63	0,61	0,72	0,51	0,61	1,10	0,86	0,70		NUTS1	% of GDP
Expenditure in start-up incentives	0,09	0,09	0,11	0,10	0,14	0,12	0,14	0,14		NUTS1	% of GDP
Expenditure in youth policies											% of GDP

There are some signs of segregation across the city as per Figure 2. The yearly median income in Mataró in 2021 was 17.150€. District 1 is the municipality's richest area with a median income of 6.300€ above that of the city's median. In turn, the poorest areas are district 5 and district 3 with the median income being 2.800€ and 1.400€ below the city's median, respectively. These districts include some of the poorest neighbourhoods in the city, namely Cerdanyola in District 5 and Rocanfonda in District 3. Between the richest and poorest district there is an income gap of 9.100€ per year. The geographical segregation by income is also translated in the incidence of poverty. The poorest district is the one with the highest incidence of poverty, with 27,5% of the population with an income below 60% of the median income, in comparison to 9.3% in the richest district (see figure 5 in Appendix). In addition, it is possible to extrapolate some intersectional considerations in the phenomenon of geographical segregation given that the poorest district is also the one with the highest share of foreign population, at 24.6%, and the richest district is the one with the smallest share of foreigners, at 8,3% (see figure 6 in Appendix).

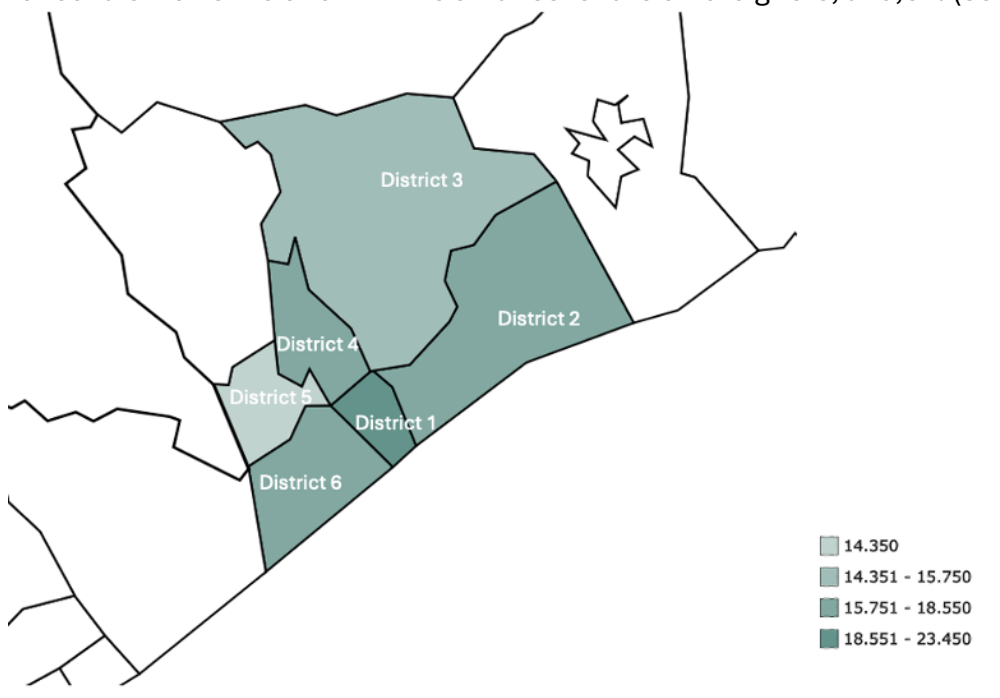


Figure 2. Median income in Mataró 2021.

Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

The demand for youth policies at the city level

The diagnosis of the youth situation in Mataró and the demand for youth policies are reflected in the latest municipal local youth strategic plan, the Pla Jove x Mataró (2023-2027). As part of the process of identifying the needs of young people in the city, the plan considered two surveys. The first is part of the 2022 project “Transicions - Mirades i veus d'adolescents i joves de Mataró” promoted by the Citizen Equality and Diversity Service of (Servei d'Igualtat i Diversitat Ciutadana) and the Education Service (Servei d'Educació) of the municipality of Mataró, in which 1.106 people between 14 and 29 years old participated. The other is a survey promoted by the municipality as part of the development of the local youth strategy, held between June and September 2023, which collected input from 516 young people between 12 and 29 years old. In addition, a series of participatory consultations with young people and technical personnel was held to identify policy priorities and proposals.

In the 2023 survey, young people were requested to indicate what concerned them the most from a series of topics. The most cited issues related to mental health (56%), poverty (54%), racism (51%), gender discrimination and LGBT-phobia (45%), housing (45%), employment (45%) and climate emergency (41%). However, when comparing younger and older cohorts it is possible to identify some relevant differences. Young people above 20 years old are mostly concerned about housing (82.66%), work (63.56%) and mental health (76.88%), while those between 12 and 20 years old are mostly concerned about issues such as racism (54.6%) and poverty (54.6%).

The participatory consultations with technical personnel and young people included a discussion on different topics. They ranged from issues related to housing, employment, training, and health to associationism, culture, leisure, social inclusion, and territorial cohesion. Some of the most referenced proposals include the dissemination of post-compulsory education options for young people and their families, strengthening the orientation system and the link with the productive fabric, increase public housing offer, provide better psychological support, set campaigns against discrimination, and offer more meeting spaces for young people.

Mataró: the youth policy subsystem

Institutional level: municipal frame in charge of youth policies

The city of Mataró has a long trajectory of strategic youth policy planning. A pioneer in Catalonia, Mataró develops back in 1995 a comprehensive policy plan directed to young people that goes beyond an intervention logic focused on leisure to one that addresses young peoples' needs in a holistic manner. Since then, five further strategic plans were developed, with the current local youth plan being the Pla Jove x Mataró (2023-2027). In defining its local youth strategies, the municipality draws on regional normative frames, particularly the 2010 Catalonia law on youth policies (LIEI 33/2010) and the Plan Nacional de Juventut de Catalunya. At the same time, it links

the youth plan to other local strategies, namely the local urban plan (Pla d'Acció Local Mataró Agenda Urbana 2030).

The Citizen Equality and Diversity Service of the municipality of Mataró (Servei d'Igualtat i Diversitat Ciutadana), through its youth programmes division, plays a central role in the coordination of youth policies across the city. The youth division aims at the promotion and encouragement of actions for all young people in the city, with the aim of guaranteeing equal opportunities for young people to develop their personal autonomy and encourage them to participate in the public life of the city. Such centrality is reflected in its role as promoter of the Pla Jove x Mataró (2023-2027).

The Pla Jove x Mataró (2023-2027) follows three main pillars to set 120 different interventions. The emancipation pillar (35 projects) aims at promoting the autonomy of young people through a series of policies to provide support throughout the educational trajectory, labour market entry, and skill development. The transformation and cocreation pillar (29 project) focuses on ameliorating active participation and associationism of youth people in the city. A third pillar concerns wellbeing and health (29 projects) to prevent unhealthy behaviour and promote healthy habits. The pillar equality, diversity and social inclusion (21 projects) aims at building a fair and open city, that is inclusive to different forms of diversity. A last pillar aims at ameliorating the relationship and communication between public administration and young people (6 projects).

Given the transversal character of youth policies, different municipal services are involved in the implementation of the local youth plan. The main institution leading its implementation is the Citizen Equality and Diversity Service, responsible for 27 out of the 120 projects, followed by the Employment Service (Servei d'Ocupació) and the Education Service (Servei d'Educació) with 15 projects each. The remainder of the plan is scattered across different services of the municipality, such as the Sports Service (Servei d'Esports), the Civil Protection and Health Service (Servei de Protecció Civil i Salut), the Cultural Service (Direcció de Cultura), and the Social Wellbeing Service (Servei de Benestar Social).

When considering the institutional actors involved in youth policies at municipal level, it is important to consider the role of the Municipal Youth Council of Mataró (Consell Municipal de Joventut). This convening body of a sectorial nature is a meeting point between organisations and the municipality for dialogue and debate on issues of interest to young people and to monitor the implementation of different projects, such as those emanating from the Pla Jove x Mataró (2023-2027). Within the framework of the council, organisations can propose initiatives and projects. However, the interviewee from the Citizen Equality and Diversity Service argues that youth organisations do not perceive the council as very meaningful, and they rarely engage in it. Therefore, while one of the goals of the council is to promote the participation of young people in the local decision-making processes, it works mostly as forum to exchange information about the activity of the municipality services and projects that affect young people.

There are ongoing initiatives promoted by the municipality to reformulate the participatory model of the city and stimulate youth participation. The interviewee from the Citizen Equality and Diversity Service mentions new spaces for co-creation between young people and the municipality have been incorporated as part of specific projects. Such an example is that of

0830X – Energia Urbana, further discussed below. The municipality is also leveraging on youth participation within initiatives involving education centres. For some years now, the Youth Forum (Fòrum de Joves de Mataró) has been promoted by educational centres and the Education Service for lower-secondary education students to propose and discuss topics that affect them.

Social level: relevant non-institutional actors involved in local youth policies

There are different ways in which non-institutional actors are involved in local youth policy. One such instance is by engaging young individuals in the development of the municipality local youth plans. In the case of the Pla Jove x Mataró (2023-2027), input from young people was considered via different means. On the one hand, via the results of the two surveys mentioned above: the 2022 project “Transicions - Mirades i veus d'adolescents i joves de Mataró” promoted by the Citizen Equality and Diversity Service of (Servei d'Igualtat i Diversitat Ciutadana) and the Education Service (Servei d'Educació) of the municipality of Mataró, and the 2023 survey specifically created for the strategic plan. On the other, through organized group discussions where young people participation is referenced via public schools, namely the Institut Josep Puig i Cadafalch, or via a network of five institutions spread across the city that offer a series of programmes for young people in their leisure time (Xarxa d'Espais Joves).

The significant associationism in Mataró is mentioned in its Pla Jove x Mataró (2023-2027). As part the municipal registry of citizen associations (Registre municipal d'Entitats i Associacions Ciutadanes de Mataró) there are currently over 700 associations active in fields such as culture, sports, religion, solidarity and sustainability. Looking at youth associationism, the 2022 youth survey shows that 23% of young people are engaged in some sort of association, but that formal associationism has been decreasing with informal ways of association being gradually more prevalent.

When considering the direct involvement of civil society in municipal institutions focused on youth policy, some associations participating in the Municipal Youth Council of Mataró were mentioned by the interviewee of the Citizen Equality and Diversity Service. These include:

- Associació Banshee Errante, Club de Rol
- Associació de lleure i cultura Enlleura't
- Creu Roja Assemblea Local a Mataró
- Esplai Rabadà

Role of trade unions in the design and implementation of urban youth policies

In Mataró, the role of trade unions in the design and implementation of youth policies does not involve much direct participation in discrete programmes, but rather via participation in consultative fora aimed at agenda setting. That is the case, for instance, in two municipal

councils in the field of education which provide a platform for unions to influence the local policy agenda, as mentioned by the trade union federation Comisiones Obreras (CCOO) during the interviews. One is the Municipal School Council (Consell Escolar Municipal), which is the most important participatory body for the entire educational community of the city, chaired by the councillor for education, in which all the city's schools, parents' associations, teachers, pupils, administrative and service staff are represented to discuss aspects related to non-university education within the municipal sphere throughout the year. The other body in which such strategic engagement takes place is at the Council of Professional Education (Consell de la Formació Professional), a consultative and social participation body created by the city council to provide a working platform for participation of all the different educational, social and economic agents operating in the city with the goal of promoting professional education and aligning qualifications with labour market demand. In addition to trade unions, there is representation of employers' associations, city council departments, public and private educational centres, universities, and political parties, all under the presidency of the city mayor. As per the interviewee there is no participation of youth associations in the deliberations of the council.

A broader consultation platform in which unions are present is the Economic and Social Council of Mataró (Consell Econòmic i Social de Mataró). The council is a tripartite body in which the municipality, trade unions and employer associations are represented to discuss the social and economic policies of the city and contribute to its local development. In this forum, a particular focus is placed on employment policies and strengthening the productive fabric of the region. The role of trade unions in this venue is to provide input to the different topics discussed and participate in the local policy decisions and initiatives that come from the council. In addition, the interviewee from the CCOO mentioned that there is, to some extent, an interaction between the Economic and Social Council and the Council of Professional Education, with the latter providing input to the former in some of the discussions.

Remarks on the urban policy subsystem

The urban youth policy subsystem in Terrassa is strongly hinged on the municipality, with a central role being played by the youth programmes division of the Citizen Equality and Diversity Service. Following the central role of the Citizen Equality and Diversity Service, the Employment Service and the Education Service are second in line in what concerns the implementation of local youth policies. In their activities, the work of the Citizen Equality and Diversity Service tends to focus on youth expression policies, with transition to adulthood policies falling mostly under the leadership of the Employment Service and the Education Service.

Looking at the structure of the policy network as a whole, there seems to be a wide discourse community constituted of both institutional and non-institutional actors that are constructing a shared policy discourse. A smaller interest network composed of municipality services and associations working with young people and young individuals is more closely engaged in the design and implementation of the policies that stem from the Pla Jove x Mataró (2023-2027). To a significant extent, these actors are insulated from parts of the wider discourse community, namely trade unions and employer associations. The entry point for trade unions on local youth policy seems to be mostly by voicing their demands when participating in consultative platforms

such as the Municipal School Council, the Council of Professional Education, and the Economic and Social Council of Mataró.

Mataró: policy case studies

The two following policy case studies are selected to provide a contrast between different types of youth policies. Such selection is made with reference to the distinction in the literature between expression and transition policies, and to maximize the type of actors engaged in the urban youth policy subsystem. In this sense, the policy 0830X – Energia Urbana constitutes an expression policy, as its focus is on promoting the active involvement of the youth community in the public life of the city, while the Secretaria Tècnica de la Formació Professional can be considered a youth transition to adulthood policy, given the goal of promoting vocational education. At the same time, providing a clearcut categorisation of policy outcomes is challenging given the limited evaluation material available and provided by the municipality services and unexplicit definition of what constitutes success.

Mataró: 0830X – Energia Urbana

Presentation of the policy

The project 0830X – Energia Urbana is a co-creative laboratory for young people around urban culture and hip-hop. It was set to promote the active involvement of young people in the public life of the city and to build an inclusive and collaborative space for cultural creation. It is committed to coexistence and intercultural relations, from a gender and intersectional perspective, to contribute to social cohesion, positive relations and equal opportunities. The project is promoted by the youth programmes division of the Citizen Equality and Diversity Service of the municipality of Mataró (Servei d'Igualtat i Diversitat Ciutadana), with synergies and collaborations being built between different groups of young people, entities, cooperative companies and municipal services during its implementation. The project was first implemented in 2021 and is currently ongoing. The budget assigned to the project in 2024 was 17.043€. During its implementation, the project has received funding from different institutions, namely the provincial council of Barcelona (Diputació de Barcelona), but also with the support of the regional government (Departament de la Presidència de la Generalitat de Catalunya) and the European Union Regional Development Fund.

The project follows an intervention methodology based on co-creation and collaborative work. This approach focuses on joint production and the generation of shared value, working to ensure that ideas, proposals, experience and resources are combined to produce innovative projects that are more appropriate to the diversity of needs and concerns of the agents involved in the process, especially young people.

The actions developed within the project aim to encourage and facilitate the artistic creation of young people and to respond to their initiatives and interests. As such, young people are active agents in the project and encourage involvement and participation in their immediate environment. This is reflected in the existence of the 0830X Commission, the space from which

the activities are planned and open to any young person, collective or entity that may be interested in getting involved. The main lines of action of the Commission are:

- Annual programming of courses: small free training courses in different disciplines of the hip-hop world for young people from 16 to 29 years old.
- Block Party: an event that takes place in the spring and is inspired by the Block Parties of the 70s in New York City, parties organised by the neighbourhoods where hip-hop culture began.
- Dissemination of resources related to the artistic field and urban culture that may be of interest to young participants.

The implementation of the project is decentralized, with activities and training taking place in different areas and facilities of the city, with the aim of reaching the diversity of young people in Mataró and favouring equal opportunities. Given that Mataró is a city with great territorial disparity in terms of per capita income, with the lowest incomes being concentrated in peripheral neighbourhoods of Rocafonda, El Palacio and Cerdanyola Sur, but also in Cerdanyola Norte, Plano de en Boet and Cereza, the project also aims at dignifying the neighbourhoods, destigmatise its residents and building a more cohesive and fairer city. The activities have been carried out in different types of facilities, including civic centres, theatres, and indoor sports courts. Some of the different spaces and neighbourhoods in which activities have been carried out are listed below:

- The meetings of the Youth Commission 0830X have been held in different municipal facilities: Plano de en Boet Civic Centre (Plano de en Boet neighbourhood), Cabot and Barba Civic Centre (Eixample neighbourhood), Mataró Conecta Space (Centre neighbourhood), Café Nuevo (Centre neighbourhood).
- The annual Block Party was held in two different locations: Pista Polideportiva Sidral (Eixample neighbourhood), Sala Clap (Plano de en Boet neighbourhood).
- The training activities were held in the following municipal facilities and neighbourhoods: Espacio Mataró Conecta (Centro neighbourhood), Teatro del Café Nuevo (Centro neighbourhood), Centro Cívico Cabot y Barba (Eixample neighbourhood), Centro Cívico Plano de en Boet (Plano de en Boet neighbourhood), Espacio Joven Cerdanyola (Cerdanyola neighbourhood), Espacio Joven Rocafonda-ElPalacio (Rocafonda neighbourhood), Centro Abierto Santo Pablo (El Palacio neighbourhood), Centro Cívico Los Molins (Los Molins neighbourhood).

Identity card of the policy

Name

0830X – Energia Urbana

Topic

Expression policy.

Beneficiaries/target group

Young people between 16- and 29-years old.

Policy goals

Promote the active involvement of the youth community in the public life of the city, and build an inclusive and collaborative space for cultural creation that fosters equal opportunities and social cohesion.

Policy instruments

Service provision.

Expected results

The project identifies a series of specific objectives to be achieved:

1. To offer a participative and co-creative space for young people to organise activities related to urban culture and hip hop in the city.
2. To offer a free annual programme of courses linked to urban culture and hip hop, thus contributing to equal opportunities for young people.
3. To organise an annual event of reference, the “Block Party”, for urban youth culture in a collaborative way between young people and the entities linked to the project, which functions as a space to give visibility to the local urban culture scene and to give opportunities to emerging young artists.
4. To offer accompaniment to the young people participating in the project, encouraging as far as possible their self-management and autonomy.
5. To provide information and guidance on the resources available so that young urban artists have opportunities to undertake their professional projects in this field.
6. To weave a collaborative network of youth groups, municipal services, entities and cooperatives, taking into account different specialities and knowledge, in order to implement the activities and to facilitate the active involvement of young people in the public life of the city.
7. To approach the different activities from an inclusive and intersectional perspective, and to promote intercultural relations.
8. To build a long-lasting but open and flexible project, like a laboratory, that allows for changes and improvements when necessary.

Achieved results

The latest implementation plan reports the following quantitative results:

Objective 1:

- Number of meetings of the 0830X Youth Commission since the start of the project 2021: 2 / 2022: 4 / 2023: 8 / 2024: 6 / Total: 20
- Number of young people linked to the Youth Commission 0830X: 36
- Number of organisations linked to the Commission: 6 (without municipal services)
- Number of activities organised by the Commission since the start of the project: 2021: 5 / 2022: 10 / 2023: 11 / 2024: 9 / Total: 33

Objective 2:

- Number of trainings or courses organised since the start of the project: 2021: 5 / 2022: 6 / 2023: 8 / 2024: 8 / Total: 27
- Number of participants in training courses: 2021: 18 / 2022: 30 / 2023: 64 / 2024: 66 / Total: 178
- Average rating of the courses: 2022: 3.5 out of 5 / 2023: 4.4 out of 5 / Average rating out of 4 in 2024: 3.7 out of 4.

Objective 3:

- Number of Block Parties organised: 3
- Number of participants to the Block Parties: 2022: 500 / 2023: 560 / 2024: 600.
- Number of Block Party videos made: 3

Objective 4:

- Number of meetings with groups of young people to discuss their artistic or professional projects: 5.
- Accompaniment is offered to the different concerns or needs expressed by the young people involved in the project.

Objective 5:

- Number of resources related to urban culture disseminated within the commission members (awards, competitions, performance opportunities): 12

Objective 6:

- Number of services, entities and bodies linked to the project since its creation: 12
- Number of municipal services directly linked to the project: 4

Objective 7:

- Number of different neighbourhoods where project activities have been carried out: 8
- Activities offered in neighbourhoods in a situation of high vulnerability and segregation (Rocafonda, El Palacio and Cerdanyola): 4
- Percentage of young women participating in the project: 2021: 12% / 2024: 27.4%.
- Video clips created within the framework of the project that include themes linked to anti-racism and that promote interculturality: 2

Objective 8:

- Number of years of operation of the project: 3
- Number of courses or activities that were offered during 2021 and 2022 and that the Commission considered it better to discard to improve the project: 4

- New courses offered during 2023 and 2024 that were not initially offered and that the Commission considered adding: 5
- Changes in the format of the Block Party over the three years: yes

The qualitative feedback from the ongoing monitoring and evaluation process reports that the project has been very well received by participants due to its co-creation methodology. Young people feel that they have been involved in the design, implementation and evaluation phases of the different activities, namely the annual training courses and the 0830X Block Parties. It is considered that the project also contributes to young people's knowledge and learning of the different phases, logistics and tasks necessary to implement public activities. In addition, the interdisciplinary and collaborative work between different municipal professionals and services has been valued as very positive, with collaborations being built since the beginning of the project. It is noted, however, that work is being done to achieve a greater diversity in what concerns gender and nationality representation. In particular, girls are more represented both as organizers and beneficiaries of the programme.

Nature of policy change

The overall structure of the project is the same since its inception, but the activities change as a result of the different collaborations being established over time and the proposals put forward by the 0830X Commission, which in itself is open to new actors. Such changes include defining new formats for the Block Party and dropping out and adding new courses to the annual training courses. In its outcome, the policy seems to be increasing its impact.

Policy network

The central actor in the design, implementation, and evaluation of the policy is the local Citizen Equality and Diversity Service. In its implementation, however, this institution is heavily dependent on other actors given the intervention methodology based on co-creation and collaborative work. Particularly relevant has been the role of the Youth Commission 0830X in designing and implementing the policy. Since the beginning of the project that several collaborations have been established between municipality services, cooperatives and other associations, including:

- Direcció de Cultura (Cultural Service of Mataró)
- Escola Municipal de Música de Mataró (public music school of Mataró).
- Casa de la Música de Mataró (public-private partnership project)
- SFL Battles (youth association).
- La Nave Dance Studio (dance school).
- Kinetic Dance School (dance school)
- Musicoop, Visualsonora i Versembrant (project management cooperatives)

One can draw some reflections about the characteristics of the policy network for policy outcomes. First, the participatory model followed in the design and implementation of the policy has been identified by the Citizen Equality and Diversity Service as one of the most valuable features of the project. For the interviewee, in addition to being a tool to ensure policy effectiveness and quality, this model can be an inspiration to reform the participatory model of

the city, particularly given that youth associations and young people are not very engaged in the Municipal Youth Council. In what concerns its implication for policy outcomes, the improvement of quantitative indicators over time and overall satisfaction of participants suggest that the co-creative approach open to relevant actors of the interest network is a potential enabler of policy quality and effectiveness. In particular, the openness of this network to key relevant actors, particularly other municipality services, youth associations, education centres, and the third sector, through the Youth Commission 0830X was identified as key element for policy success. At the same time, this network is still insulated from the wider discourse community, with trade unions or employer organisations not engaging within this policy, despite the shared concern about the situation of young people.

Remarks and comments on the policy

The interviewee of the youth association SFL Battles, a youth association active in organizing rap battles and actively engaged in the 0830X Commission, mentions the importance of the participatory approach followed in the policy as it provides a space for young people to build their own projects and voice their own ideas. Furthermore, for the interviewee, this form of cultural expression is a way of identifying social issues that affect young people and a potential tool to find policy solutions. By expressing themselves through hip-hop and rap competitions, young people often express their mental health, drug addiction, or housing problems.

Mataró: Secretaria Tècnica de la Formació Professional

Presentation of the policy

The Secretaria Tècnica de la Formació Professional is a programme for the promotion of vocational education in the city. The policy is promoted and financed by the Education Service of the Municipality of Mataró, with a budget of around 15.000€ per year. The creation of the Secretaria Tècnica de la Formació Professional in 2016 is closely linked to the development of the Pla Jove x Mataró (2018-2022). In particular, as a tool to respond to the challenge of tackling unemployment and creating quality employment, of which the professional preparation of young people is identified as a central strategy. As such, the programme aims at promoting the operational efficiency in the governance of vocational training, increasing its attractiveness, and reviewing and planning the local offer of this type of training.

This multitude of goals can be framed within the municipality's competencies in the promotion, planning and governance of the vocational training system as established by the Catalan Education Act (LLEI 12/2009, del 10 de juliol, d'educació), and the Catalan Vocational Training and Employment Act (LLEI 10/2015, del 19 de juny, de formació i qualificació professionals). Such competencies include promoting vocational education, aiding dialogue between education institutions and business actors to facilitate vocational training, and supporting coordinated governance via vocational training councils. Such councils are the most formalised mechanisms for the intervention of local administrations in the planning, promotion and governance of vocational training.

Hence, one of the central goals of the programme is to support the work of the Council of Professional Education (Consell de la Formació Professional). In particular, as a tool to support the revitalisation of the council following the 2016 revision of its regulations to take on a more executive function for the improvement and quality of the local vocational training system. This renewed ambition is reflected in the deliberation of themes that go beyond the strict sphere of vocational training to a broader frame that includes professional orientation and educational transitions. In tandem, an executive commission and a series of thematic commissions have been created apart from the plenary to drive specific discussions and actions (commission for planning of vocational training, commission for occupational training, commission for orientation, commission for company traineeships, commission for adult education adults, and an ongoing effort to create a youth commission).

The implementation of the programme entails a series of activities, many of which occur via the Council of Professional Education, given its centrality in the promotion of vocational education in the city. The planned activities include:

- Constituting and coordinating a group to support the development of the Pla Jove x Mataró (2018-2022), namely the segment on professional preparation of young people.
- Supporting the activities planned by the different commissions of the Council of Professional Education.
- Creating a virtual campus for integrated vocational education composed of a network of public and private agents offering services related to vocational training.
- Creating a web portal to provide information on the educational offer in the city.
- Promoting events on vocational training.
- Participating in the Forum of Catalan Cities with Councils of Professional Education.
- Supporting the development of the project for an integrated vocational training centre.

Identity card of the policy

Name

Secretaria Tècnica de la Formació Professional

Topic

Transition to adulthood policy.

Beneficiaries/target group

Actors engaged in promoting vocational education in the city.

Policy goals

Promote vocational education in the city.

Policy instruments

Administrative and organizational support.

Expected results

According to its operative framework, the programme is expected to:

1. Increase participation in the Council of Professional Education of agents involved in the city's vocational training.
2. Improve the operational efficiency in the governance of vocational training.
3. Increase the attractiveness of vocational training, reviewing and planning the vocational training offer.
4. Enable the equality of training and employment opportunities for young people and other vulnerable groups.

Achieved results

The interviewee from the Education Service of the municipality mentions that impact evaluation is not yet available, and work is ongoing to collect data for the several indicators. Such indicators include both participation numbers in the Council and indirect impact via socioeconomic statistics of Mataró.

Nature of policy change

There is continuity in the overall policy goals and structure. At the same time, participation in the Council is open to new actors and there are ongoing efforts to create a specific youth commission.

Policy network

Under the leadership of the Education Service of the municipality, the Secretaria Tècnica de la Formació Professional can be seen as a tool for the promotion of vocational education in the city. To reach that goal, however, the Education Service is heavily dependent on the efficiency of the Council of Professional Education as the central mechanism for the intervention of local administrations in the planning, promotion and governance of vocational training in the municipality. Hence, the central goal of the programme is to support the Council in its transition to a more executive body since 2016, when different thematic commissions were created. There are a series of actors participating in the Council of Professional Education, both in the plenary and in the thematic commissions. According to the interviewee of the Education Service, these include different municipality services, education centres, the third sector, businesses, trade unions, employer organisations, and political parties. In what concerns the engagement of different municipality services, the Employment Service plays a particularly important role in the implementation of the project, namely via the commission for orientation. According to the interviewee of the Employment Service of Mataró, they are responsible for leading the commission for orientation of the Council and had an active role in ensuring that the objectives of the Secretaria Tècnica de la Formació Professional are inclusive of different occupational aspects. The interviewee of the Education Service also mentioned that over the last months the different municipality services have met on a weekly basis, in parallel to the less frequent plenary and commission meetings, which allowed to exchange information related to the project. In addition, the Education Service also mentions that this institution is continuously open to the participation of new relevant actors on vocational and training, with the Secretaria Tècnica reaching out to potential agents for collaboration with the council. Lastly, even though the creation of the programme was closely linked to the development of the Pla Jove x Mataró (2018-2022), namely with the goal of supporting the professional education of young people, the

council has not been able to engage young people in its discussions. At the same time, the Education Service argues, it is not surprising that young people do not feel compelled to participate in such roundtable discussions. In that sense, the municipality is looking to collect their input via alternative fora, namely the Youth Forum (Fòrum de Joves de Mataró), a project promoted by educational centres in collaboration with the Education Service in which students from lower-secondary education centres propose and discuss topics that affect them.

In light of the above, one can say that in this policy there is engagement of a wide group of stakeholders and extensive interactions between local administration and other relevant actors working in the promotion of vocational education and training. Municipality services, education centres, companies, trade unions, employer organisations, and political parties are all engaged through the Council. The result is a fairly open policy subsystem, with a significant overlap between the interest network and the discourse community. In this instance, given the lack of evaluation material, it remains to be seen the extent to which this type of network configuration and relational exchanges are conducive to policy quality and success.

Remarks and comments on policy

The fact that the main goal of the Secretaria Tècnica de la Formació Professional is the promotion of vocational education in the city it makes the Council of Professional Education the main area of focus. The assessment of its direct impact on youth outcomes, however, is difficult to infer from the activity of the Council. At the same time, the programme is a crucial enabler for the coordination and governance of the youth policy subsystem in the field of vocational education and training.

Final conclusion

The cities of Terrassa and Mataró seem to be supportive of youth inclusion. They both have local youth plans for some years now, which reflect the policy trajectory of the Catalan regional youth plans. In doing so, they follow a multisectoral approach to youth policy to promote the autonomy and social inclusion of young people. At the same time, the analysis of the current youth local strategic plans and the policy case studies suggests that the municipalities are more orientated towards expression policies than to transition to adulthood policies. This is reflected, for instance, in the central role that the local youth services play in leading the design and implementation of these plans. In the case of Terrassa the central institutional actor is a Youth Service exclusively dedicated to youth programmes, whereas in Mataró youth programmes are managed by a department of the Citizen Equality and Diversity Service, which includes a broader target group. In addition, the Employment Service seems to rely more heavily on funding coming from the regional employment service of Catalonia. Nonetheless, in designing and implementing their plans the two municipalities have followed a multisectoral approach to youth policy and have sought to collect input not only from different municipality services, but also directly from young people. However, both cities are struggling with engaging young people in participatory governance, namely at the Youth Council of Terrassa and the Municipal Youth Council of Mataró, and are exploring alternative avenues for youth participation.

The policy case studies analysed have different policy subsystems, with specific types of actor configurations and relational dynamics. Districte Jove is implemented by the Youth Service of the municipality of Terrassa, with some interactions taking place with other municipality services, particularly the Employment service, as well as with youth entities participating in the TTJ. Managed by the Youth Service, the monthly meetings at the TTJ provide a space for informational and decisional exchanges between relevant actors of the interest network. Since employers and trade unions are not involved in this policy, it can be said that this is a relatively closed policy subsystem, with the interest network significantly insulated from the wider discourse community. In turn, the Esport als Barris, implemented by the Employment Service of Terrassa, is a policy subsystem considerably more open. For its implementation, the Employment Service relies heavily on other municipality services, youth associations, education centres, the third sector, employers, and the Public Employment Service of Catalonia. These exchanges take place not only within the TTJ but also bilaterally between actors. Still, trade unions are not part of this policy interest network. Similarly, the 0830X – Energia Urbana can arguably be considered a relatively open policy subsystem. Managed by the youth programmes division of the Citizen Equality and Diversity Service of Mataró, the implementation of the policy relies on the collaboration of other municipality services, youth associations, education centres, and the third sector. These interactions have occurred not only within the Youth Commission 0830X, which met twenty times since the programme implementation in 2021, but also bilaterally. Lastly, the Secretaria Tècnica de la Formació Professional represents the most open policy subsystem amongst the four case studies, with a significant overlap between the closer interest network and wider interest group. This is the result of the central role that the Council of Professional Education plays in this policy. Although the Secretaria Tècnica de la Formació Professional falls under the Education Service of Mataró, participation in the Council of Professional Education is open to different municipality services, education centres, the third sector, businesses, trade unions, employer organisations, and political parties. In turn, youth participation is not secured within this policy.

According to the interviewees, a series of elements seem to be conducive to policy success. In a first instance, a multisectoral approach to local youth policy and strong cooperation between the relevant municipality services have been identified as a pre-condition for success. This form of cooperation facilitates not only an efficient use of resources but also the identification of suitable profiles and potential derivation of participants across services and programmes. In addition, a participatory approach to the design and implementation of the programmes, with direct participation of young individuals and relevant entities working with young people, is conducive to a policy sensitive to concrete personal and territorial needs. In the four case studies analysed, however, there seems to be a strike to balance between the degree of openness of the policy subsystem and policy quality. That is, in a significantly open policy subsystem in which the interest network and the discourse community virtually overlap, which in the case of the Secretaria Tècnica de la Formació Professional occurs via the Council of Professional Education, makes it more difficult to assess the impact of the policy on young people. In turn, a relatively closed policy subsystem in which the interest network is considerably insulated from the wider discourse community, which in the case of the Districte Jove relates to the central role the Youth Service plays in the network, is potentially less conducive to innovative policy design and implementation.

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Appendix

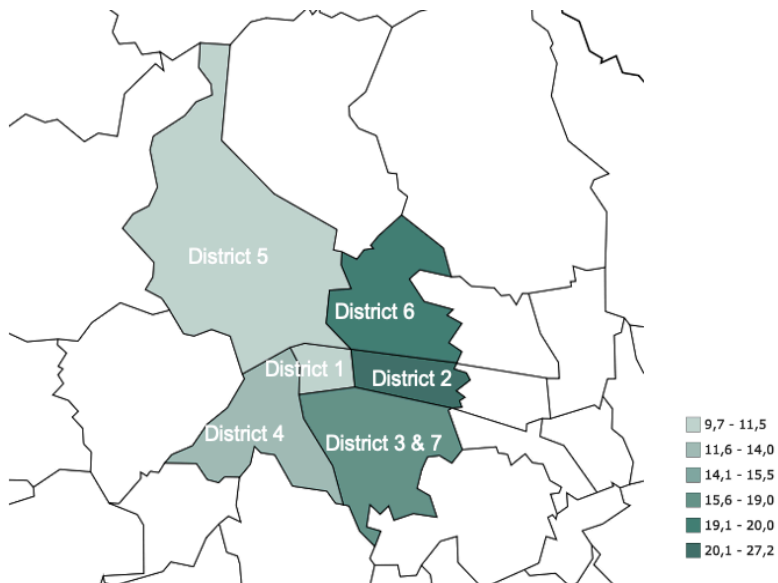


Figure 3. Share of population with income below 60% of median income in Terrassa in 2021.
 Note: districts 3 and 7 are represented together as the former was established in 2018.
 Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

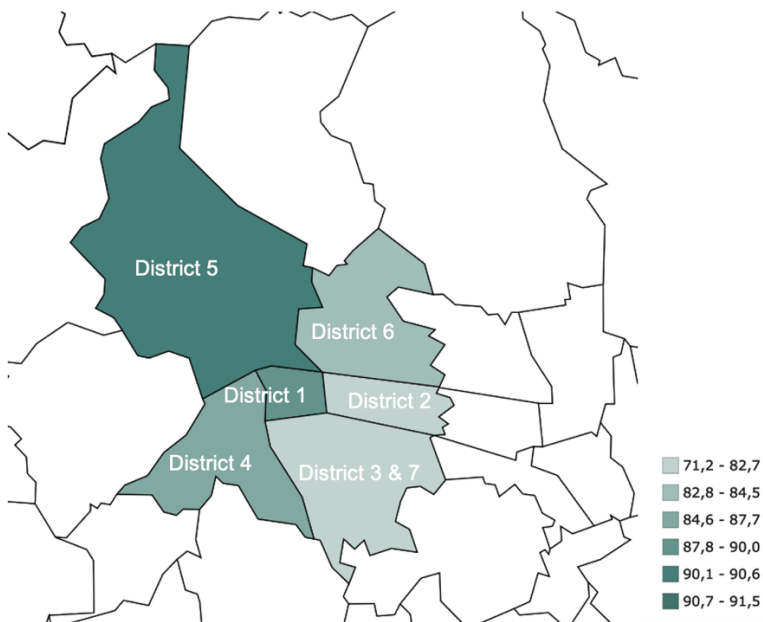


Figure 4. Share of Spanish population in Terrassa in 2021.
 Note: districts 3 and 7 are represented together as the former was established in 2018.
 Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

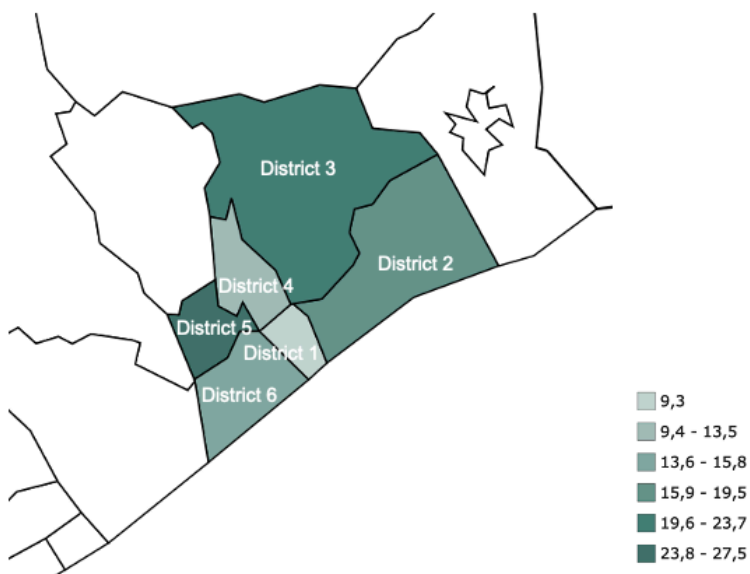


Figure 5. Share of population with income below 60% of median income in Mataró in 2021.
Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

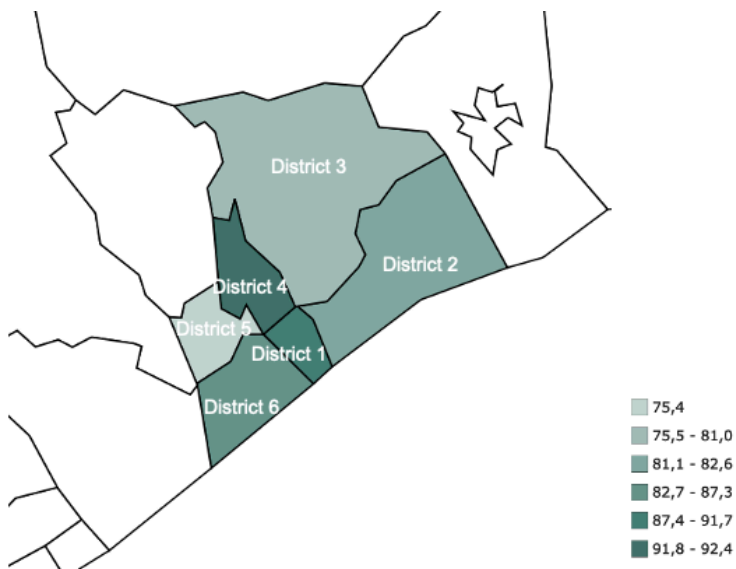


Figure 6. Share of Spanish population in Mataró in 2021.
Source: Instituto Nacional de Estadística de España (Atlas de Distribución de Renta los Hogares).

Interviews

Interview #1:

Clara Roca Torres, youth programmes officer, Ayuntamiento de Mataró - Servicio de Igualdad y Diversidad Ciudadana

Interview #2

Verónica Ruiz Ratia, head of department, Ayuntamiento de Terrassa - Servicio de Ocupación

Interview #3:

Dani Corpas, head of division, Ayuntamiento de Mataró - Servei d'Educació

Interview #4:

José Cabello Redondo, delegate, CCOO de Catalunya - Federación de Educación

Interview #5:

Francisco Argüello Lopez, director, Servei Públic d'Ocupació de Catalunya - Oficina de Treball de Terrassa

Angelina Bescos Costa, director, Servei Públic d'Ocupació de Catalunya - Oficina de Treball de Mataró

Elena Rivera Bruballa, head of division, Servei Públic d'Ocupació de Catalunya

Interview #6:

José Jiménez González, officer, Ayuntamiento de Terrassa - Servicio de Juventud

Interview #7:

Sara Armengol Samó, head of department, Ayuntamiento de Mataró - Servicio de Ocupación

Olga Arriscado, head of division, Ayuntamiento de Mataró - Servicio de Ocupación

Interview #8:

Iván Perez Verdegay, secretary general, CCOO de Catalunya - Unión Intercomarcal del Vallès Occidental y la Catalunya Central

Interview #9:

Lorena Ortiz Paniagua, secretary general, CCOO de Catalunya - Federación de Educación

Interview #10:

Àlex Martín, coordinator, SFL Battles

Interview #11:

Rasedo Soldevilla, CCOO de Catalunya - Unión Intercomarcal del Vallès Oriental - Maresme - Osona

Interview #12:

Pau Tarrés Mollera, executive member, Agència Catalana de la Joventut

Carlota Torres Pallí, head of department, Agència Catalana de la Joventut

Interview #13:

Mercè Espasa, former member, Consel de Joves de Terrassa