

EUROPEAN POLICYBRIEF



YOUTH ENTREPRENEURSHIP IN EUROPE

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This document summarizes the findings of an analysis of youth entrepreneurship in Europe and the policy measures adopted by the Latvian government to promote it. Policy recommendations are presented based on these findings.

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I. INTRODUCTION

Youth unemployment has been at the top of the agenda in many European Union (EU) member states for some time now.¹ With the economic and financial crisis, youth unemployment has reached 'alarming levels' in some EU member states.² Youth unemployment – like unemployment in general – has many undesirable economic, social, and political consequences for societies and individuals alike. Figure 1 illustrates the development of youth unemployment across the EU over time. The figure presents three indicators capturing different aspects of the current episode of youth unemployment in Europe.³ The first indicator is the youth unemployment rate; the second indicator is the youth unemployment ratio; the third indicator is the NEET rate.⁴ The NEETs – young people not in education, employment, or training – are a group that comprises persons who are at a particularly high risk of labour market and social exclusion.⁵

In response to the multifaceted challenges youth unemployment poses, the EU has adopted the Youth Guarantee (YG) Initiative, which calls on national governments to adopt measures to ensure that unemployed young people receive a 'good quality' offer for a job or an apprenticeship within four months of leaving education or becoming unemployed. In implementing the YG, public employment services (PES) in the member states have formed partnerships to improve the level of information and support available to young people, to offer better access to employment and training opportunities, and to support the transition from education to work.

¹ This policy brief benefitted from valuable comments by Martin Lukes, Robert Strohmeyer, and Lorraine Uhlaner.

http://europa.eu/rapid/press-release_SPEECH-14-304_en.htm.

O'Reilly, Jacqueline, Werner Eichhorst, András Gabos, Kari Hadjivassiliou, Lucia Mýtna Kuraková, David Lain, Janine Leschke et al. (2015): Five Characteristics of Youth Unemployment in Europe: Flexibility, Education, Migration, Family Legacies and EU Policy. Sage Open, DOI: 10.1177/2158244015574962.

⁴ All three indicators comprise young people aged 15-24.

http://www.eurofound.europa.eu/pubdocs/2011/72/en/2/EF1172EN.pdf.

Figure 1: Youth unemployment, 2000-2014 (averaged over EU-28 member states)

Source: Own illustration based on the European Labour Force Survey.⁶

Many PES also offer entrepreneurship support for young unemployed people as an alternative pathway to economic self-sufficiency. Youth entrepreneurship is often seen as holding great potential in terms of job creation. Consequently, the European Commission has launched several measures aiming at stimulating youth entrepreneurship: The Entrepreneurship 2020 Action Plan, for instance, or more specifically, the Youth Entrepreneurship Strategies for increasing the number of young entrepreneurs, and Erasmus for Young Entrepreneurs for learning from entrepreneurship approaches in other countries. Further instruments for promoting youth entrepreneurship are the Europe 2020 Strategy, the Youth Employment Initiative (YEI), and the European Social Fund (ESF).

Europeanisation research has shown that EU policy measures cannot provide the intended outcomes unless they are properly implemented by the national governments. In this policy brief we analyse how policy-makers in Latvia have implemented the EU initiatives aimed at the promotion of youth entrepreneurship. Based on the insights for the Latvian case, we develop some policy recommendations that may be insightful for the EU as a whole.

II. ANALYSIS AND EVIDENCE

What can the Latvian case teach us about the attitudes towards youth entrepreneurship?

While public policies and programmes can impact people's perceptions of entrepreneurship as a desirable career option, they are only one of the many factors shaping attitudes. Perceptions of feasibility, however, are expected to be more directly linked to the actions taken by policy-makers, which affect things such as the tax code, bureaucratic hurdles, or the ease of doing business.

Table 1 provides an overview of the results of a 2012 Flash Eurobarometer survey on entrepreneurship attitudes. It shows that the percentage of young people who view entrepreneurship as a feasible employment option is greatest in Latvia, followed by Poland and

⁶ http://ec.europa.eu/eurostat/data/database.

⁷ Eurofund (2015): *Youth entrepreneurship in Europe: Values, attitudes, policies.* Luxembourg: Publications Office of the European Union.

Knill, Christoph, and Jale Tosun (2012): *Governance Institutions and Policy Implementation in the European Union*. In Richardson, Jeremy (ed.): Constructing a Policy-making State?: Policy Dynamics in the EU. Oxford: Oxford University Press, 309-333.

Sweden. Compared to the average across countries, more than 20 percentage-points separate the Latvian perceptions from the overall EU views on the feasibility of entrepreneurship.⁹

Table 1: Perceived feasibility of entrepreneurship among young people (aged15-34), 2012

Member State	% who see entrepreneurship as feasible	Member State	% who see entrepreneurship as feasible
Latvia	65.6	Italy	38.0
Poland	60.8	Germany	37.9
Sweden	57.4	Belgium	37.2
Lithuania	57.3	France	37.0
Slovenia	57.2	Malta	36.8
Finland	51.9	Slovakia	36.7
Netherlands	48.9	Greece	36.1
Bulgaria	48.7	Denmark	35.6
Austria	44.6	Hungary	34.7
Estonia	44.4	Czech Republic	34.5
Luxembourg	42.9	Cyprus	33.2
Rumania	40.7	Croatia	28.9
Ireland	40.4	Spain	26.0
Portugal	38.6	EU-28	41.0

Source: Own elaboration based on the 2012 Flash Eurobarometer on Entrepreneurship No. 354 reported by Eurofound (2015).

These findings ultimately beg the question as to why such a large share of young adults in Latvia tends to view entrepreneurship as a feasible option. As we will explain, Latvia could possibly be considered as a case of **best practice** in terms of increasing young people's **perception of the feasibility** of entrepreneurship and self-employment. Arguably, the positive attitudes will also stem from the policy measures adopted by the Latvian government. Fostering positive perceptions about the feasibility of entrepreneurship is important for its promotion, as people's perceptions are an essential part of pursuing self-employment.

In addition to the generally positive perception of entrepreneurship feasibility among young Latvians, the country's nascent entrepreneurship rate gives us further reason to take a closer look at Latvia. Defined by the Global Entrepreneurship Monitor as percentage of the adult population (18-64) that is actively involved in starting a new venture, the nascent entrepreneurship rate provides information about individuals who in the past year have been involved in starting up a new business and have paid wages or salaries for no more than three months. The nascent entrepreneurship rate (per 100 adults aged 18-30) ranges from 12.9% in Estonia to 2.5% in Denmark. With its nascent entrepreneurship rate of 10% Latvia ranks second highest in the EU.

The Eurobarometer survey results are from 2012, which indeed predate the National YG Implementation Plan (2014-2018). It should, however, be noted, and as will be discussed in the following sections, many of Latvia's youth programmes were in place prior to the EU's development of the YG.

It is, however, important to emphasize that attitudes towards entrepreneurship do not automatically translate into actions. Moreover, preferences for entrepreneurship may in fact be fuelled by dissatisfaction with employers, as Mierina (2015) points out. Mierina, Inta (2015): *Prom no mājām, tuvāk sirdij? Kā ilgstoša atrašanās ārpus Latvijas ietekmē politiskās attieksmes un politisko procesu vērtējumu Latvijā*. Akadēmiskā dzīve 51, 24-38.

Stephan, Ute, Martin Lukes, Dominika Dej, and Peter Georg Richter (2007): Attitudes towards and perceptions of entrepreneurs in Central Eastern Europe (Poland, the Czech Republic, and East-Germany). In Zheng, Gang, Kwok Leung, and John G. Adair (eds.): Perspectives and progress in contemporary cross-cultural psychology. Bejing (CN): Industry Press.

Singer, Slavica, José Ernesto Amorós, and Daniel Moska Arreola (2014): Global Entrepreneurship Monitor
2014 Global Report (GEM). London: Global Entrepreneurship Research Assocation.

¹³ OECD (2015): The Missing Entrepreneurs 2015 Policies for Self-employment and Entrepreneurship. Paris: OECD.

Policies promoting youth entrepreneurship in Latvia

Support for youth entrepreneurship in Latvia is mainly provided via active labour market policies (ALMP) as part of The National YG Implementation Plan 2014-2018 implemented by the State Employment Agency (SEA). SEA is supervised by the Ministry of Welfare, which implements public policies to decrease unemployment and support programmes for job-seekers and persons at risk of unemployment. In Latvia YG measures are organised by the SEA in cooperation with the Ministry of Education, educational institutions, local authorities, social services, youth organizations, and employers. The ALMP activities include programmes for self-employment and business start-ups, as well as measures seeking to improve professional training and re-training. Further activities include offering subsidised employment and other measures such as support for the development of professional skills and competences in order to facilitate the start of a new business.

The relevant policy documents identify young people as one of the priority target groups of ALMP measures, in recognition of the fact that the unemployment rate of young people in Latvia is relatively high for the EU. In 2014 the youth unemployment rate in Latvia was 19.6%, which, while below the EU average (21.6%), was still above the rates observed in many other countries. ¹⁵ One must also bear in mind that Latvia was among the EU member states most severely hit by the economic and financial crisis. ¹⁶ Furthermore, Latvia is a country with a high incidence of outmigration of young people.

In accordance with the 2013 EU Council recommendations to Latvia,¹⁷ in 2014 the government launched the YG Scheme aiming specifically to increase the participation rates of young people in education and in the labour market.¹⁸ One must note that Latvian policy documents place a large emphasis on NEETS.¹⁹ The main target group of the YG measures are young people aged 15-24 who are registered as unemployed with the SEA or have received the status of a client of YG services, which is awarded to young people enrolled in short-term professional education programmes of up to 1.5 years. However, some types of support – including measures for business start-ups – are also available to young people up to the age of 29.

The total funding for implementing the YG measures from 2014-2018 is about €63 million;²⁰ the Ministry of Welfare is responsible for attaining the goals of the YG Scheme. Despite the hitherto limited resources which have been allocated for evaluating the impact and effectiveness of the ALMP measures, the assessments conducted between 2007 and 2013 suggested that the existing support measures can generally be considered as adequate with regard to the current Latvian economic situation. As part of the YG Scheme, SEA offers young people a range of services: career advice, measures of improving competitiveness, and job search assistance. Using profiling methods, specialists individually determine and recommend the most suited employment or training activities that could improve a young person's competitiveness in the domestic labour market. Similarly, young people are able to gain work experience by participating in support measures that, for example, allow them to gain their first work experiences or provide them with the skills needed for the development of the non-governmental sector. Other young unemployed people are able to take advantage of subsidized job placement schemes.

The measure most directly aimed at supporting youth entrepreneurship in the period 2015-2020 is **Support for Self-employment and Business Start-ups**, which is administered by SEA. The implementation of the programme began in 2008, prior to when the EU's YG Scheme was set up. It should, however, be noted that the financial volume of the programme was initially smaller and

¹⁴ SEA is directly respondible for providing support for young unemployed and for implementing the active labor market policy measures (training, job search assistance, career guideance, and other measures).

¹⁵ http://ec.europa.eu/eurostat/data/database.

¹⁶ Jale, Tosun, Anne Wetzel, and Galina Zapryanova (2014): *The EU in crisis: advancing the debate.* Journal of European Integration, Volume 36. Issue 3, 195-211.

http://ec.europa.eu/europe2020/pdf/nd/csr2013_latvia_en.pdf

http://nva.gov.lv/index.php?cid=2&mid=491.

¹⁹ Proportion of young people aged 15-24 who belong to the NEET group had notably increased during the recent economic crisis (18% in 2009-2010), yet it decreased slowly after 2011, reaching 12% in 2014 – similar to the EU-28 average.

http://www.lm.gov.lv/upload/jauniesiem/lmzin_jg_171213.pdf.

aimed at a more narrowly defined age group. The YG Scheme clearly helped to increase the scope and financial possibilities of the programme. The initiative is aimed at young people aged 18-29 who have an appropriate education or professional experience in the area in which they are planning to start a business. During the first phase, the participants benefit from consultation sessions over a period of up to six weeks which aim to provide tailor-made assistance in the preparation and support of business plans. Once the business plan is developed, the second phase of the programme focuses on its business plan. The evaluation is carried out by a committee of external experts that have experience with business start-ups. Positively evaluated business plans are provided with additional consultations and financial grants. The support includes up to 20 business consultations in the first year of implementing self-employment or a new business, a grant for implementation of the business plan (not exceeding €3,000), and a monthly allowance in addition to the grant at the early stage of implementation (the first six months) which corresponds to the minimum wage (€320). 21 The reach of policies offered by SEA to facilitate youth entrepreneurship are limited by the fact that only a small fraction of young people who are unemployed register at the SEA. For instance, in 2013 of the about 38,000 NEETS aged 15-24, only around 8,700 were registered with the SEA.²²

Furthermore, as highlighted by the OECD (2015: 17) unemployed young people over 18 can participate in the Start Programme, which is open to anyone who is interested in starting a business or has started a business within the last three years. The programme offers free support with the preparation of business plan and its implementation, training, and subsidised loans. Furthermore, there is the possibility to benefit from micro-credit loans as well as the lending programmes of the Mortgage and Land Bank of Latvia specially covering the financial needs of entrepreneurs: loans for investment, working capital and start-ups.²³ Finally, young people are encouraged by means of the specific **micro-enterprise tax** rules, which offer a favourable arrangement to them.²⁴ All these measures contribute to Latvia's image as a country where it is comparatively easy to start an own business.

In September of 2014, the Agency for International Programmes for Youth in cooperation with the Latvian municipalities – as part of the EU 2014-2020 action programme Growth and Employment – launched the programme Proti un dari! (Be able to, and do!). 25 This project aims to motivate and activate NEETs aged 15-29 who are not registered at the SEA as unemployed. The project also seeks to promote the involvement of young people in YG measures implemented by the SEA and the State Education Development Agency, including non-formal learning and lifelong education. Approximately 5,260 young people will receive support as part of this programme during the period 2014-2018. The total funding of the project Proti un dari! is €9 million. While several measures have been launched in Latvia to both directly and indirectly stimulate youth entrepreneurship, access to these programmes is limited to unemployed young people. It is therefore important that additional sources of support become available to entrepreneurial youth. In addition to the aforementioned measures, for the past five years the Latvian Rural Advisory and Training Centre's Development Division has organised an annual event called Support for Rural Youth for Promoting Entrepreneurship aimed at facilitating youth entrepreneurship in rural areas. 26 It includes a five-day training programme, individual consultations on business plans and ideas, mentoring, and a business plan competition. Young people aged 18-30 can participate in this programme free of charge. The measure aims to activate young people in rural areas, improve their skills, and involve them in the development of entrepreneurship.²⁷

A number of additional individual initiatives by foundations and organisations – generally as an integrative part of various grants or projects – to facilitate youth entrepreneurship have sprung up

²¹ OECD (2015): Entrepreneurship Support for the Unemployed in Latvia. Rapid Policy Assessments of Inclusive Entrepreneurship Policies and Programmes. Paris.

²² http://www.lm.gov.lv/upload/jauniesiem/lmzin_jg_171213.pdf.

http://www.liaa.gov.lv/invest-latvia/why-latvia/business-incentives/state-and-eu-rendered-loans.

²⁴ https://www.vid.gov.lv/default.aspx?tabid=8&id=5831&hl=2.

http://jaunatne.gov.lv/lv/jauniesu-garantija/par-projektu-proti-un-dari.

http://laukutikls.lv/atbalsts-jauniesiem-uznemejdarbibas-veicinasana.

http://enrd.ec.europa.eu/enrdstatic/app_templates/enrd_assets/pdf/youth_and_young_farmers/workshop/youthEventPostertemplete_L V_web.pdf.

in Latvia over the past years. For example, a recently initiated project by the name of **Social Wave** allows young people to gain insights into the field of social entrepreneurship. This initiative is organised by the Cultural and Educational School **Talent City** and receiving funding from the annual budget of the Ministry of Science and Education State's Youth Policy Programme. As part of the project, young people could gain practical experience in organising social campaigns and the analysing their results. Moreover, a number of local projects were implemented with the support of the European Commission's programme **Youth in Action**, such as **Include Your Will Power** in Liepaja, **Say No to Youth Unemployment** in Daugavpils, and **Training with Games for Young Prisoners** in Lielvārde.

Policy measures aimed at facilitating youth entrepreneurship have also been implemented at the level of municipalities, though this area remains relatively underdeveloped. The cities of Alūksne and Ape organise yearly competitions aimed at young people aged 18-30 for the best business ideas, offering a small grant to the winners to be used for start-ups. A grant competition has also been organised since 2009 by the city of Riga in cooperation with Swedbank; it is, however, not aimed specifically at young people. In Ogre district, specialists of the bank Hipotēku un Zemes and the Latvian Rural Advisory and Training Centre organise the interactive programme **You can do more!**, which provides young people information about funding opportunities for entrepreneurship and development in encourage the development of businesses in rural areas. Apart from these few exceptions, however, the Latvian municipalities have so far not been particularly active in supporting youth entrepreneurship.

Additional initiatives for entrepreneurship

In addition to the direct policy measures implemented in Latvia, a vibrant entrepreneurship community created by the existing start-ups, educational institutions, investors, and event organizers exists as well. For example, there are several co-working spaces, which offer innovative solutions to the infrastructure challenges new businesses often face. Universities provide courses in entrepreneurship and are increasingly active within the with the start-up community. The private investment landscape likewise offers favourable conditions for business start-ups. Finally, there are numerous events which aim to attract young entrepreneurs at different stages of business development.²⁸ For unleashing the entrepreneurial potential of young people the involvement of different actors and the wide range of offers seem promising. Altogether, the Latvian case would suggest that entrepreneurship can be seen as a feasible undertaking by young Europeans when sufficient support by governmental bodies and agencies is complemented by a strong commitment from various stakeholders.²⁹ Nevertheless, the decision promote youth entrepreneurship as a means of achieving economic self-sufficiency and to establish the necessary governmental structures and programmes must be the result of decision-making processes. Consequently, the policy measures ultimately chosen can be seen as vital for the prospects of entrepreneurship in any country.

III. POLICY IMPLICATIONS AND RECOMMENDATIONS

Latvia has taken the deliberate decision to promote youth entrepreneurship and has implemented corresponding policy measures. Across the EU, young Latvians hold the most favourable perceptions of the feasibility of self-employment. Moreover, the nascent entrepreneurship rate is the second-highest in the EU, suggesting that policy-makers elsewhere in the EU can perhaps learn from the Latvian case.³⁰ Most importantly, Latvia has a programme for unemployed young people to help them set up their own businesses. The first policy implication from the present case study suggests that EU member states that do not have such programmes may benefit from developing and implementing them. The Latvian programme is characterized by two distinct

²⁹ Tosun, Jale, Sebastian Koos, and Jennifer Shore (2016): *Co-Governing Common Goods: Interaction Patterns of Private and Public Actors*. Policy & Society, forthcoming.

²⁸ http://www.labsoflatvia.com/why-latvia.

See also ease of doing business indicators from the World Bank (http://www.doingbusiness.org/rankings); Latvia is ranked the 21st out of 189.

features that appear worth pursuing: First, the programme is implemented by the SEA, which is the Latvian employment service. As Doyle et al. (2015: 15) point out, in many, but not all European countries, PES are involved in providing youth entrepreneurship support in the context of the YG. In reviewing the Latvian experience, member states may wish to involve their PES should they not do so already. Second, the Latvian programme demonstrates awareness of the importance of the quality of counsellors for the success of the initiatives. The collaboration of accredited experts for developing business plans and their subsequent evaluation is further characteristic of the Latvian model that could be transferred to other member states. While unemployed young people represent the main target group of the Latvian policy measures, there are a couple of additional initiatives that are spearheaded by the regions and municipalities. The adoption of a networked approach to offering support to entrepreneurial youth is another policy implication to be drawn from the case study.

Out of the analysis of the Latvian case we derive the following five policy recommendations:

- Our analysis has shown that programmes supporting entrepreneurship among unemployed young people benefitted substantively from EU funding. On the one hand, this gives way to the concern that the policy measures could get dismantled once funding is reduced or ceases. However, it is important to understand youth entrepreneurship as a long-term strategy: The policies and programmes in place allow a sufficient period of time for founding businesses and promoting forms of self-employment, and evaluations of the measures should also take into account that changing the public's perceptions of entrepreneurship may also require some time.
- 2) In line with the case study, we support a stronger involvement of PES in youth entrepreneurship support; the PES should be responsible for recruiting high-quality, external consultants and mentors. In terms of economic growth and job creation, it is not only important to promote the creation of businesses, but also to provide the necessary support to survive the often tumultuous period directly after getting started. Therefore, the policy objective should be one that emphasizes the quality and feasibility of business start-ups and thus increases the chances of survival. Having an agency that systematically gathers the relevant information and has access to data on both successful and unsuccessful initiatives can benefit from learning and gradually optimize its support strategy.
- 3) Support programs for youth entrepreneurs are expected to be particularly effective when they are able to provide a comprehensive range of measures and a combined approach. The Latvian scheme for supporting the young unemployed represents such a comprehensive approach and allows for using a variety tools or a combination of tools for the different phases involved in planning and actually starting a business.
- 4) Learning seems to be crucial for supporting youth entrepreneurship in Europe. Learning processes take place within the individual member states by exchanging information about initiatives launched by different entities (e.g., at the national level, regional level, or in municipalities) and stakeholders. Therefore, is seems promising to establish nation-wide information systems to accelerate learning.
- 5) Likewise, the individual member states can learn from one another as has been practiced for many years by the means of the Open Method of Coordination in European employment policy. Consequently, an extension of this method to the area of entrepreneurship promotion in general, or perhaps focussing exclusively on youth entrepreneurship, appears to be a further avenue worth considering.

Altogether, however, we must acknowledge that supporting self-employment and entrepreneurship is indeed a policy focus that will reach only a limited portion of young people (that is, those with the appropriate education, skills, and business ideas) and it certainly cannot be regarded as the primary or sole solution for addressing youth unemployment. Comprehensive strategies that incorporate youth entrepreneurship promotion into a broad approach to tackling youth unemployment are likely to be more effective than strategies which neglect the heterogeneity of young Europeans.

RESEARCH PARAMETERS

CUPESSE has five main objectives. The first objective is to obtain a more refined understanding of the supply side of young adults' employment by concentrating on how the inter-generational accumulation of social capital and cultural capital influences the economic self-sufficiency and entrepreneurship of young people in Europe. The second objective is to examine how supply-side factors and demand-side factors affect the unemployment of young adults. The third objective is to understand the implications of young adults' unemployment in the longer term, including the effects on the unemployed individuals and on society as a whole. The fourth objective is to investigate the degree to which flexicurity policies, policies supporting business start-ups and self-employment, and policies promoting education and training platforms are embraced by the European states and to assess their impact on youth unemployment. The fifth objective of the CUPESSE project is to present ideas for new policy measures and strategies for overcoming youth unemployment in Europe.

PROJECT IDENTITY

PROJECT NAME

Cultural Pathways to Economic Self-Sufficiency and Entrepreneurship: Family Values and Youth Unemployment in Europe (CUPESSE).

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FURTHER READING

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