



International
Labour
Organization

INDICATOR FRAMEWORK FOR MONITORING THE YOUTH GUARANTEE



CONTENT

INTRODUCTION

1. INDICATOR FRAMEWORK FOR MONITORING THE YG

1.1. Aggregate macroeconomic indicators

1.2. Direct monitoring (entry and exit)

1.3. Follow-up indicators

2. ESF AND YEI INDICATORS

2.1. Implementation (process or output) indicators

2.2. Result (outcome) indicators

2.3. Baseline, targets and data collection

INTRODUCTION

The system to monitor the interventions implemented under the Youth Guarantee Implementation Plans comprises three sets of indicators, namely those set by the Employment Committee (EMCO) Indicators Group, those established by the European Social Fund (ESF) for the programming period 2014-2020 and those set under the Youth Employment Initiative (YEI).¹

Whereas the ESF and YEI indicators cover direct interventions supported by EU funds and targeting specific individuals, the *Indicator Framework for Monitoring the Youth Guarantee* focuses on the entry and exit of young people in the Youth Guarantee (YG) scheme – irrespective of the source of financing – and on the (indirect) effects of the youth guarantee implementation on the educational attainment and labour market situation of young people at national level.

The target population according to the Council's Recommendation is young people below 25 years of age who are unemployed or have left formal education (and are not in education or training).² This means that national YG schemes should cover the current stock of young people (up to 24 or 29 years of age, as decided by Member States) in that situation as well as those who will enter that status from the date of establishing the YG onward. In other words, the primary target group is young people who are neither in employment, nor in education and training, the so called NEETs.

The paragraphs that follow summarize the monitoring indicators that member States are required to report on for the implementation of the actions envisaged by the Youth Guarantee Implementation Plan.

¹ The Indicator Framework for monitoring the Youth Guarantee is accessible at <http://ec.europa.eu/social/main.jsp?catId=115>, while for ESF and YEI indicators see *Monitoring and Evaluation of European Cohesion Policy European Social Fund (Programming period 2014-2020)*. The EU common indicators system is outlined in EU Regulation No 1304/2013 on the European Social Fund (December 2013), and EU Regulation No 1303/2013 laying down common provisions on the European Funds (Annex I and II).

² *Council Recommendation on establishing a youth guarantee*, 22 April 2013 (2013/C 120/01) accessible at <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>

1. INDICATOR FRAMEWORK FOR MONITORING THE YG

The EMCO Indicators Group established (in May 2015) three categories of indicators, to be collected annually to monitor the performance of youth guarantee at national level:

1. Aggregate macroeconomic indicators (Labour Force Survey data);
2. Direct monitoring indicators (entry/exit, based on administrative data);
3. Follow-up monitoring of individuals who took up an offer (result/outcome indicators, preferably based on administrative data).

A sub-policy area (PA3a-1 *Results and impact of the Youth Guarantee*) will be created under the Joint Assessment Framework Policy Area 3 (Active labour market policies) and will provide the means to compare performance across EU Member States.

The additional difficulty in the collection and reporting of indicators on the Youth Guarantee (YG) is due to the source of European funding. The European Social Fund and the Youth Employment Initiative, in fact, have their own set of indicators.³ This Handout, therefore, summarizes and explains these three sets of indicators (EMCO, ESF and YEI) and attempts to merge them in a coherent system (see Table 3 at the end of this Handout).

1.1 Aggregate macroeconomic indicators

Aggregate macroeconomic indicators – computed on the figures of the EU Labour Force Survey (LFS) – describe the context of YG implementation in each country and its evolution over time. They are considered an indirect means of monitoring the effects of YG implementation and also reflect the impact of preventive measures to avoid that youth fall into inactivity and unemployment.

With regards to young people not in employment, education or training, the EU emphasizes that at national level there are important differences between the number of young NEETs based on LFS data, the number of those who are unemployed (ILO's definition) and the number of young people who register with the Public Employment Service (PES).

The stock of potential beneficiaries of a national YG scheme is calculated by summing up youth 15-24 and 25-29 (if the national YG scheme covers also the older cohort) who are unemployed and those who are inactive (LFS data). This total is then compared to the average annual number of youth registered with the PES in the same period. Table 1 below provides an example of this calculation made for Portugal in 2013. The figures circled in red colour show the stock of potential beneficiaries of the YG (156,342 youth less than 25 and 123,483 youth less than 30). The number of youth (less than 25) registered in 2013 with the Portuguese PES totalled 83,784 youth, or 53.6 per cent of all youth (less than 25) who were unemployed according to the LFS data.⁴

³ See *Monitoring and Evaluation of European Cohesion Policy European Social Fund (Programming period 2014-2020)*, downloadable at ec.europa.eu/social/BlobServlet?docId=7884&langId=en

⁴ IEFP, *Relatorio de actividades*, Lisbon, 2014, p.31b, downloadable at <https://www.iefp.pt/documents/10181/201605/Relatorio+de+Actividades+2013.pdf/125c240a-ca17-4059-9b4b-58944dcd59b0>

Table 1: Number of young NEETs by sex, age group and labour market status (Portugal, 2013)

	15-24			25-29		
	T	M	F	T	M	F
NEETs (not employed)	156,342	80,031	76,311	123,483	57,350	66,134
Unemployed	102,981	54,669	48,312	87,016	43,821	43,196
Inactive	53,361	25,362	27,999	36,173	13,235	22,938

Source: Own calculation based on EUROSTAT, *LFS annual detailed figures*, 2013.

The main aggregate indicator of the YG Indicator Framework is the NEET rate, complemented by additional indicators on the labour market situation and educational attainment of the youth population. The age range (as per Council Recommendation) is 15-24 (with the additional group 25-29 to be reported separately). Box 1 below details the indicators' definition, measurement methods, source of data and disaggregation required.

Box 1: Aggregate monitoring: macroeconomic indicators, measurement, disaggregation and data source

Main indicator	Measurement, source of data and disaggregation
NEET rate (% of population 15-24 and 25-29)	Percentage of the 15-24 population of a given sex who is not employed and not involved in further education or training. The numerator of the indicator is young individuals who: a) are not employed (i.e. they are unemployed or inactive according to the ILO's definition); and b) have not attended any education or training in the four weeks preceding the survey. The NEET rate (15-24) is the main indicator to measure (indirectly) the effect of the YG as it relates to the primary group targeted by early intervention, activation and labour market measures. If the national YG scheme targets the cohort 15-29, the figures for the age group 25-29 are to be reported separately for this indicator and those that follow. The source of data is the EU Labour Force Survey (LFS), annual estimates, and the baseline is the NEET rate in 2013.
Labour market indicators	Measurement, source of data and disaggregation
NEET rate (15-24) by labour market status (% of population)	Percentage of the 15-24 population (who did not receive any education or training in the four weeks preceding the survey), which is unemployed and inactive. This indicator requires the disaggregation of young NEETs into: Unemployed youth: individuals who a) were without work during the reference week, b) were currently available for work, and c) were actively seeking work in the past four weeks. Inactive persons: individuals who are not employed and not unemployed and were not in education or training at the time of the survey. The source of data is the Labour Force Survey (LFS), annual estimates and the baseline is the annual NEET rate (15-24) in 2013 disaggregated by labour market status.

Labour market indicators	Measurement, source of data and disaggregation
Employment-to-population ratio of youth 15-24 and 25-29 (% population)	<i>Percentage of the population of a given age and sex who is employed.</i> The numerator is all young persons who are employed and the denominator is the total population of the same age group and sex. Employed persons are individuals who performed work, even for just one hour per week, for pay, profit or family gain during the reference week or were not at work but had a job or business from which they were temporarily absent. Employment is an indicator of labour demand and accounts for the total number of persons who contributed to national production. The employment-to-population ratio generally moves slightly faster than the labour force participation rate and slower than the unemployment rate. This ratio is often regarded as a lagging indicator of economic performance. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the annual employment-to-population ratio (15-24; 25-29) in 2013.
Youth unemployment rate (%), 15-24	<i>Percentage of the labour force of a given age and sex who is unemployed.</i> The numerator is all persons who are unemployed and the denominator is the sum of employed and unemployed individuals (labour force) of the same age group and sex. Unemployed persons are individuals who: a) were without work during the reference week, b) were currently available for work and c) were actively seeking work in the past four weeks. The unemployment rate represents the extent of unutilized labour supply in the country. It is also sometimes used in a general sense as an indicator of the health of the economy, not just the labour market. The source of data is the Labour Force Survey (LFS), annual estimates and the baseline is the annual unemployment rate of the population 15-24 in 2013. There is no requirement to report on the unemployment rate of the age-group 25-29. For consistency, however, all the macroeconomic indicators should be disaggregated for the cohort 15-24 and 25-29.
Youth unemployment ratio (%), 15-24	<i>Percentage of the population of a given age and sex who is unemployed.</i> The numerator is all persons who are unemployed and the denominator is the population of the same age group and sex. The unemployment ratio serves to measure unemployment trends over time by excluding the effects of labour force participation changes. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the annual unemployment-to-population ratio (15-24) in 2013. There is no requirement to report on the unemployment rate of the age-group 25-29. For consistency, however, all indicators should be disaggregated for the cohorts 15-24 and 25-29.
Youth unemployment ratio (15-24) to adult unemployment ratio (25-74)	<i>Ratio of the youth population who is unemployed over the ratio of the adult population who is unemployed</i> The youth unemployment ratio is divided by the unemployment ratio of adults to understand the relative position of youth in the labour market compared to adults. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the annual youth unemployment ratio (15-24) over adult (25-74) unemployment ratio in 2013. A more immediate measure of youth labour market disadvantage is the ratio of youth to adult unemployment rate (i.e. the youth unemployment rate divided by the adult unemployment rate). There is no requirement to report on the age-group 25-29.

Educational attainment indicators	Measurement, source of data and disaggregation
Youth (20-24) educational attainment level (ISCED 3 and over), %	<i>Percentage of 20-24 population with at least upper secondary education (ISCED level 3 and over)</i> The numerator is all persons 20-24 who have attained ISCED level 3 and above, while the denominator is the total population aged 20-24.
Youth (20-24) educational attainment level (ISCED 3 and over), %	The educational attainment level is defined as the highest level of education successfully completed, on the basis of the levels of the International Standard Classification of Education (ISCED) as shown in Box 2 below. All the indicators in the group “Educational attainment” need to be analyzed together to understand whether progress is being made in raising the overall level of qualifications of young people and their preparedness for the labour market (see below, indicator “Employment rate of recent graduates”). This indicator is disaggregated by ISCED level 0-2 (less than primary, primary and lower secondary); level 3-4 (upper secondary and post-secondary non-tertiary), and
Youth (20-24) educational attainment level (ISCED 3 and over), % <i>Cont.</i>	level 5-8 (short-cycle tertiary, bachelor or equivalent, master or equivalent and doctoral or equivalent). The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline to be considered is the percentage of youth (20-24) with ISCED level 3 and above in 2013.
Employment rates of individuals (20-34) recently graduated (ISCED 3-8), %	<i>Percentage of the population in the given age and sex group, recently graduated who is employed 1 to 3 years after leaving education and training</i> The numerator is all persons aged 20-34 who: i) are employed; ii) have educational attainment at ISCED Level 3-8; and iii) left education between 1-3 years previously. The denominator consists of the employed population in the same age group, who left education 1 to 3 years previously, with any level of educational attainment. This indicator measures the labour market outcomes of young people with upper secondary education and over. Its trend over time serves to understand whether education pay a premium in terms of employment. This indicator may be disaggregated by ISCED level 3-4 (upper secondary and post-secondary non-tertiary) ISCED level 5-7 (tertiary education), and ISCED level 7-8 (master and doctoral studies) The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the respective LFS figure for 2013.
Proportion of 20-29 with low educational attainment level (ISCED 0-2), %	<i>Percentage of the population in the give age and sex group with lower secondary education or less</i> The numerator comprises all persons in the given age group and sex who left education and training with at most lower secondary education level (ISCED level 0-2). The denominator consists of the population in the same age group and sex. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the respective LFS figure for 2013.
Proportion of 30-34 with tertiary educational attainment level (ISCED 5-8), %	<i>Percentage of the population in the give age and sex group with educational attainment at ISCED level 5-8</i> The numerator comprises all persons in the given age group and sex who have tertiary educational attainment (ISCED level 5-8). The denominator consists of the population in the same age group and sex. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the respective LFS figure for 2013.

Educational attainment indicators	Measurement, source of data and disaggregation
Early leavers (18-24), %	Percentage of the population aged 18 to 24 having attained at most lower secondary education and not being involved in further education or training. The numerator of the indicator refers to persons aged 18 to 24 who meet the following two conditions: a) the highest level of education or training they have completed is ISCED 0, 1, 2 or 3C short and b) they have not received any education or training in the four weeks preceding the survey. The denominator consists of the population of the same age group, excluding the respondents who did not answered the questions “highest level of education or training successfully completed” and “participation to education and training”. The source of data is the Labour Force Survey (LFS), annual estimates, and the baseline is the respective LFS figure for 2013.

Box 2 below provides the ISCED classification of educational attainment levels.

Box 2 International Standard Classification of Educational attainment (2011)

ISCED	
Level	Definition
ISCED 0	Pre-primary education
ISCED 1	Primary education
ISCED 2	Lower secondary education
ISCED 3	(Upper) secondary education
ISCED 4	Post-secondary non-tertiary education
ISCED 5	Short cycle tertiary education
ISCED 6	Bachelor or equivalent
ISCED 7	Master or equivalent
ISCED 8	Doctoral degree
Groups	(a) ISCED 0-2 lower secondary education attainment (b) ISCED 3-4 upper secondary education (c) ISCED 5-8 Tertiary education

Source: EUROSTAT, *Metadata of Labour Force Survey*.

Table 2 below provides the example of baseline figures for monitoring the aggregate indicators outlined above in Spain (in percentages).

Table 2: Baseline of aggregate indicators, Spain, 2013 (%)

Indicator		15-24			25-29		
		Total	Men	Women	Total	Men	Women
Main	NEET rate (%)	18.6	19.4	17.8	28.7	28.4	28.9
	Unemployed (%)	13.3	14.7	11.8	22.0	24.0	20.0
	Inactive (%)	5.4	4.8	6.0	6.7	4.4	9.0
Labour market	Youth employment ratio	16.8	17.3	16.3	58.1	58.6	57.5
	Youth unemployment ratio	19.0	22.2	19.6	28.9	30.8	27.0
	Youth unemployment rate	55.5	56.2	54.6	33.3	34.5	32.0
	Youth (15-24)unemployment ratio to adult (25-74) unemployment ratio	1.3					
	Youth-to-adult unemployment rate ratio (15-24 and 25-74)	2.33					
Indicator		Total		Men	Women		
Educational attainment	Youth (20-24) with at least ISCED 3 (%)	41.9		40.6	43.2		
	Employment rate of recent graduates (20-34), %	55.9		57.8	54.1		
	Proportion of 20-29 with ISCED 0-2, %	36.4		42.6	30.1		
	Proportion of 30-34 with ISCED 5-8, %	42.3		37.1	47.5		
	Early leavers from education/training (18-24), %	23.6		27.2	19.8		

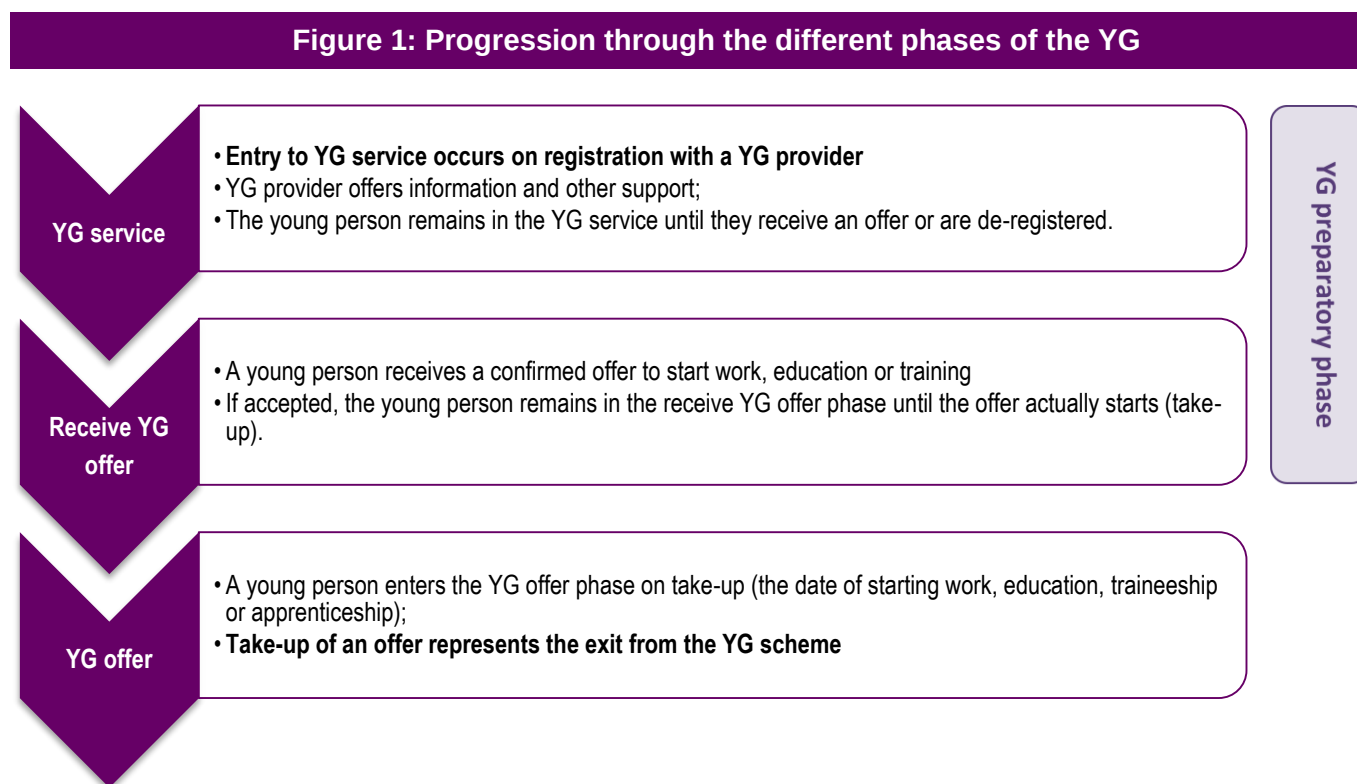
Source: EUROSTAT, Annual Labour Force Survey, 2013

The *Indicator Framework* for monitoring the delivery of the YG is based on the analysis of inflows and outflows of young beneficiaries. This requires clear entry and exit points into/from the YG scheme as well as the calculation of the number of youth who take up an offer of employment, education or training, apprenticeship and traineeship within the four months timeframe specified by the Council's Recommendation. Although this monitoring framework envisages only three implementation indicators (share of youth still in the YG preparatory phase after four months; share of youth with a positive and timely exit from the YG preparatory phase; and coverage of the YG) and two result indicators (situation of young people after exiting the YG preparatory phase and situation after exiting by type of

1.2 Direct monitoring of YG delivery (inflows and outflows)

offer), the calculation methods and level of disaggregation are rather complex.

The 2015 version of the *Indicator Framework* distinguishes three phases of support, as shown in Figure 1.



Source: European Commission, The Employment Committee, *Indicator Framework for monitoring the Youth Guarantee (YG). Methodological manual*, Brussels, 2015, pp 4

During the **YG service** phase (from the date of registration till the receipt of an offer), young beneficiaries receive information, guidance, skills assessments, individual action planning and also training services (basic skills, core employability skills, short language courses). The **receive YG offer** phase lasts from the date in which an offer is made/delivered till the date the offer actually starts (the two dates may not coincide). These two phases make up the **YG preparatory phase**, which cover the period from registration (inflow) to take-up (start) of an offer or de-registration (outflow). The **YG offer** phase lasts from the date of take-up of the offer till the date of leaving the offer (irrespective of completion or not). If the offer is subsidized by ESF/YEI funds, this last phase coincide with “participation in interventions funded by the YG (ESF/YEI)” (see paragraph 2 of this Handout).

The inflow/outflow indicators of direct monitoring are described in Box 3. The baseline is nil. The data source is administrative records of the YG to be provided on an annual basis (calendar year) by the National Coordinating Authority.

Box 3: Direct monitoring indicators (inflow and outflows)

Direct monitoring indicator	Measurement, source of data and disaggregation
Proportion of young people in the YG service beyond the 4 month target, % (inflow/outflow YG preparatory phase) Baseline: Nil Data source: Administrative records on inflow and outflow	<i>Percentage of average annual stock of young people still in YG preparatory phase after 4 (6 and 12) months after the date of registration</i> The numerator of the indicator refers to the annual stock of youth who have entered the YG scheme, but did not exit the preparatory phase within 4 months. The denominator is the annual average stock of young people in the YG preparatory phase. Average annual stock is the sum of each month stock of beneficiaries divided by 12. Disaggregation of inflows: Individual characteristics: the information to be collected on young people who are registered with a YG provider are: ✓ Sex and age group: 15-24 (total); 15-19; 20-24; Age on entry is to be used in all subsequent observations; if the national YG scheme targets also the cohort 25-29, this has to be reported separately. ✓ Status at entry: total (15-24), of whom ▪ Unemployed registered with the PES; There is no other disaggregation requirement regarding status at entry, but since the ESF/YEI indicators require additional information, it is advisable to disaggregate status at entry as follows: a) Unemployed, of whom: ▪ unemployed registered with the PES; ▪ long-term unemployed (for youth less than 25 long-term unemployment is defined at 6 month of unemployment spell, while for those aged 25-29 long-term unemployment is at 12 months and longer); b) inactive (not in education or training); ✓ Previous YG experience: young beneficiaries should to be classified into four categories: i) <u>None</u> (first entry in the YG); ii) <u>did not take up offer:</u> i.e. the individual dropped out from the YG scheme before taking up an offer (through dropout or sanctioning); iii) <u>took up an offer:</u> young people who have already been in the YG scheme and took up an offer (re-entry) iv) <u>unknown.</u> Disaggregation of outflows: The exit from YG occurs when a young client is de-register from the YG because: 1) s/he took up an offer (either from a YG provider or through self-initiative), i.e. POSITIVE DESTINATION 2) for other known reasons (voluntary de-registration, drop out, return to unemployment/inactivity), i.e. NEGATIVE DESTINATION; and 3) unknown (if the persons cannot be traced and it is not possible to determine what happened). Outflows are to be reported at 4, 6 and 12 month intervals and by type of offer.
Positive and timely exit from preparatory phase (%) Baseline: Nil Data source: Administrative records on inflow and outflow	<i>Percentage of young people exiting the YG preparatory phase with a positive, known outcome within 4 months.</i> The numerator of the indicator refers to the annual number of youth who have been de-registered from the YG scheme (see the explanation in the main text) with a positive outcome (employment, education/training, apprenticeship, traineeship) within the 4 months timeframe. The denominator is the total number of young people exiting the YG preparatory phase (annual outflow, sum of positive and negative exits).

Direct monitoring indicators	Measurement, source of data and disaggregation
Positive and timely exit from preparatory phase (%) Cont. Baseline: Nil Data source: Administrative records on inflow and outflow	This indicator measures the share of positive outflows and counts all those who were de-registered (in a 12 month timeframe) because they took up an offer or were able to find one through self-initiative within 4 months. The disaggregation is to be done by: 1) Personal characteristics (sex, age, labour market status, prior YG experience); 2) Type of destination: i.e. employment, education/training, apprenticeship or traineeship, of which subsidized.
Coverage of YG (%) Baseline: Nil Data source: Administrative records on inflow and annual average of young NEETs (LFS)	<i>Percentage of young people in YG preparatory phase (annual stock) compared to the annual average number of youth who are NEETs</i> The numerator of the indicator refers to the annual number of youth in the YG preparatory phase. The denominator is the annual average number of young people who are NEETs (according to the Labour Force Survey). Although this indicator is mixing two different data sources (administrative and survey-based data), it is used as a proxy of the coverage of the YG services.

Entry (inflow) in the Youth Guarantee scheme (registration)

A young individual is considered as entered in the YG scheme if s/he has registered with an YG provider. This means that the young person:

1. has contacted a YG provider (also through a web platform);
2. has been assessed as eligible for support; and
3. has his/her personal details recorded in some form of register/database of YG clients.

This definition has a number of implications for implementing partners of the YG scheme.

First, contacting a provider, signing up on a web platform or registering with the PES **does not** constitute entry in the YG scheme. Only once the individual has been screened according to the eligibility criteria set by YG and his/her personal data has been recorded in the YG register/database does s/he become a “client” (and s/he is recorded as inflow).

Second, young individuals who are registered (i.e. they contacted a provider, they are eligible and have recorded their personal details in the YG register/database) need to be followed in the four month window to verify that they are still in the preparatory phase (i.e. they did not find anything on their own, or decided that the YG does not interest them, or they were sanctioned for failure to comply with obligations). The personal data of **all** individuals in the YG scheme need to be maintained to measure outcomes (situation of young clients after exiting the YG preparatory phase at 6,12 and 18 months) irrespective of whether they took up an offer or not.

Third, the existence of a **unique database** of YG clients would ease reporting, but since this is not possible when there are multiple entry points in the YG scheme, all implementing partners that are also entry points need to collect and maintain information with the same method, with

the same disaggregation and measurement rules, so that information can be **pooled on a monthly basis** (to report on the 4 month timeframe for receiving an offer).

Finally, those implementing partners that are also entry points into the YG scheme but manage participants' intake through calls for applications or provide YG offers that apply additional eligibility criteria, need to apply a double screening process. The first screening relates to the eligibility criteria set for entry into the YG scheme (i.e. youth between 15 and 24 years old, unemployed or inactive and not in education or training), while the second screening is for the additional criteria set by the specific offer (for example minimum level of educational attainment or belonging to a group at risk of social exclusion).

The direct monitoring framework does not explicitly require the disaggregation of individual data by labour market status (unemployed, long-term unemployed and inactive), by educational attainment, household characteristics, foreign or migrant background. Since, however, there is a general presumption that most of the outflows from the YG preparatory phase will be the result of the take up of a subsidized offer (i.e. the enrolment into one of the measure listed in the YG Implementation Plan co-funded by the ESF or YEI), it may be worthwhile to disaggregate the data of individual clients also by the criteria applied by the ESF/YEI framework, namely:

- ✓ **Unemployed:** young individuals (15-24 or 29) who, at the time of contacting a YG provider, are: i) without work (i.e. did not perform any work for wage or profit or family gain for even one hour in the last week), ii) are currently available for work (i.e. they are immediately available to start a job); and iii) have actively sought work in the past four weeks (this includes registration with a public or private employment agency; direct application to employers; placing or answering newspaper advertisements; seeking assistance of friends or relatives; looking for land, building, machinery or equipment to establish their own enterprise, etc.). Young people who are unemployed according to the above-mentioned definition need also to be categorized according to whether they are registered with the PES or not, and by length of unemployment spell (for youth less than 25 years old long-term unemployment refers to periods of unemployment 6 months and longer).
- ✓ **Inactive:** young people who **are not**: i) employed (performed work, even for just one hour, for pay, profit or family gain during the reference week); ii) unemployed (without work, available for work and actively seeking work), and iii) in education and training.
- ✓ **Educational attainment** level (ISCED Level 0-2; Level 3-4 and Level 5-8);
- ✓ **Youth from rural areas:** young people residing in thinly populated areas, as per DEGURBA classification;⁵
- ✓ **Migrants, people** with a foreign background, minorities (see Box 4 below);⁶

Disaggregation of inflow data

ri=DSP_DEGURBA

⁶ Minority, ethnic belonging and disability are personal data considered "sensitive" according to article 8 of Directive 95/46. In line with articles 6 and 7 of the Directive 95/46 of 24 October 1995 on the protection of individuals with regard to the processing of personal data, the ESF regulation provides Member States with the legal basis to justify collection and processing of personal data for the purposes of monitoring, reporting on ESF funded actions and evaluation. This means that an effort should be made to collect all personal (see also paragraph 2.2 of this chapter). See *Monitoring and Evaluation of European Cohesion Policy. European Social Fund Guidance Document*, June 2014.

- ✓ Persons with disability: registered as disabled according to national definition;
- ✓ Living in a jobless household: households (family group under one roof) where no members is employed (i.e. all are unemployed or inactive);
- ✓ Living in a single adult household with dependent children: adult is a person above 18 years old and dependent children are individuals aged 0-17 and those aged 18-24 if inactive and living with one parent;
- ✓ Other disadvantage: other factors affecting labour market outcomes, not mentioned above (e.g. being homeless or with substance addiction problems).

Box 4: Migrants, people with a foreign background and minorities

Migrants: non-EU born individuals from a third country, legally-residing in EU. Migrants can be of first, second or third generation, although many migrants of 2nd and 3rd generation will have acquired the nationality of the host country.

Ethnic minority: individuals with a different cultural tradition or background from the majority of the population. The ESF/YEI targets minorities that are likely to be discriminated against and who face multiple barriers to labour market integration. Young people and women with an ethnic minority background and the Roma are among the most disadvantaged groups in the labour market.

"Roma": Roma and Sinti, the Manouche, Travellers and other groups. The term is used in a generic sense to describe a number of different ethnic minority groups collectively known as Roma

National minority: individuals from relatively well-established minority groups living in particular EU countries. National minorities have been established for a number of generations in some EU countries, such as Russians and Poles in the Baltic States, and the Hungarian minority in Romania.

Indigenous minorities: ethnic groups that are long-standing residents of a particular EU country. They may have a migrant, indigenous or landless nomadic background. Examples of indigenous populations in Europe include the Sami in Finland, Sweden and Norway.

Source: *Evaluation of ESF Support for Enhancing Access to the Labour Market and the Social Inclusion of Migrants and Ethnic Minorities, Final report*, May 2011

Outflow from the YG scheme (de-registration)

Young people in the YG preparatory phase remain in this status until:

- ✓ They take-up (start) an offer (of employment, education or training, apprenticeship or traineeship) either delivered by a YG provider or by self-initiative; or
 - ✓ They exit the YG preparatory phase for any other reason (drop-out or sanctioning or unknown reason).
- The concept of **offer** entails that the young person is presented with a confirmed offer to: start work (employment contract) or setting up a business; (re)enter education or training (invitation to enrol in an education course or training programme); start an apprenticeship (apprenticeship contract); or start a traineeship (confirmation of a traineeship place). The offer may be received from an implementing partner or through self-initiative.
- Offers need to be grouped by **type of destinations** (employment; education and training; apprenticeship; and traineeship). Since the *Indicator*

Framework is silent on the definition of the above mentioned destinations, the ones proposed by the ESF/YEI framework are detailed below:

1. Employment, including self-employment: performance of work, even for just one hour per week, for pay, profit or family gain. Self-employment is understood as work in own business, farm or professional practice. A self-employed person is considered to be working if she/he meets one of the following criteria: works for the purpose of earning profit, spends time on the operation of a business or is in the process of setting up his/her business.
2. (Continued) Education and training: enrolment in formal education or training programmes leading to a recognised qualification (measured in terms of ISCED levels or levels of the National Qualification Framework).
3. Traineeships are generally understood as a limited period of work practice spent at business, public bodies or non-profit institutions, in order to gain practical work experience ahead of taking up regular employment. Four types of traineeship can be distinguished: i) traineeships forming an optional or compulsory part of academic and/or vocational curricula (i.e. traineeships during education); ii) traineeships which form part of mandatory professional training (e.g. law, medicine, teaching, architecture, accounting, etc.); iii) traineeships as part of active labour market policies; and iv) traineeships agreed between trainee and a host organisation (business, non-profit or government) without the involvement of a third party.
4. Apprenticeship: the characteristics of the apprenticeship (e.g. occupation, duration, skills to be acquired, wage or allowance) are defined in a training contract or formal agreement between the apprentice and the employer directly or via the education institution. Apprenticeships are normally part of formal education and training at upper secondary level (ISCED 3), the duration of the training is on average three years, and a successful completion leads to a nationally recognised qualification in a specific occupation.

The timeframe to measure outflow is set in three categories, i.e. **“within 4, 6 and 12 months”**, counted from the date of registration of the young person with a YG provider up to the date of exit (date of de-registration, which is the date of taking up an offer or of de-registration for other reasons). Measurement at different time intervals is required to assess whether the capacity to provide timely offers improves over time.

The implementation indicator *“Positive and timely exit from YG”* does not appear to require a distinction of “positive outcome” into outcomes resulting from an offer made by a YG implementing partner (which results in the participation of the young person into a programme listed under the YGIP and funded by the ESF or YEI) and outcomes resulting from self-initiative (which needs to be recorded to count positive destinations).

However, this distinction becomes important to compute the result indicator *“Situation of young people at 6, 12 and 18 months after exiting the preparatory phase”* (see below). It is, therefore, suggested to distinguish between these two types of outflows (subsidized and unsubsidized destinations) and to record for those who took up an offer found by self-initiative also the type of destination (employment, education and training,

traineeship and apprenticeship) through administrative data (social security and tax records, education and training registers).

1.3 Follow-up indicators (outcomes)

The follow-up indicators focus on the status of young people after exiting the YG preparatory phase, disaggregated by type of destination (employment, education/training, apprenticeship, traineeship). The baseline is nil and the source of data is administrative records, where available or data collected through follow-up survey on a representative sample of young clients of the YG scheme. Since there is a general presumption that most young people in the YG scheme will receive an offer to participate to an employment, education or training, apprenticeship or traineeship programme listed under the YG Implementation Plan and delivered by a partner organization, the situation of these young people (at least at the 6 month interval) should be reflected in the YG register/database.

The follow-up indicators (see Box 5) are aimed at measuring the situation of young people by type of destination at three time intervals (6, 12 and 18 months).

Box 5: Follow-up indicators (results/outcome)

Follow-up indicators	Measurement, source of data and disaggregation
Situation of young YG clients after exiting the YG preparatory phase (at 6, 12 and 18 months interval), % Baseline: Nil Data source: Administrative records	<i>Percentage of young people who 6, 12 and 18 month after exiting the YG preparatory phase are in a positive, negative or unknown status</i> The numerator of the indicator refers to the number of youth who exited the YG preparatory phase (see definition of outflows) and are in: i) a positive status (employment, education/training, apprenticeship, traineeship), of which subsidised (by type of destination) ii) a negative status (unemployed or inactive); or iii) an unknown status. The denominator is the total number of young people exiting the YG preparatory phase (annual outflow, sum of positive and negative exits). The indicator needs to be disaggregated by: ✓ Personal characteristics (sex, age, status at entry, prior YG experience); ✓ Type of offer (which serves for the next indicator). Although not required, individual characteristics could be further disaggregated by level of education, rural/urban, disability, foreign or migrant background, household situation and other disadvantage. This would avoid the collection of additional data when young people exit the YG preparatory phase to become participants of one of the YG-funded intervention.

Box 5: Follow-up indicators (results/outcome) Cont.

Follow-up indicators	Measurement, source of data and disaggregation
Situation of young people after exiting the YG preparatory phase (at 6, 12 and 18 months interval), by type of offer, % Baseline: Nil Data source: Administrative records	<i>Percentage of young people who are in employment, education, apprenticeship or traineeship after exiting the YG preparatory phase (6, 12 and 18 months) by type of offer received</i> The numerator is the number of youth who exited the YG preparatory phase (see above) and are in employment, education/training, apprenticeship, traineeship at 6, 12 and 18 months after exit. The denominator is the total number of young people exiting the YG preparatory phase. The disaggregation is done on the basis of the type of offer received (employment, education or training, apprenticeship and traineeship) and counts those who: i) are in a positive outcome (all types); ii) negative outcome (unemployed or inactive) and iii) unknown.

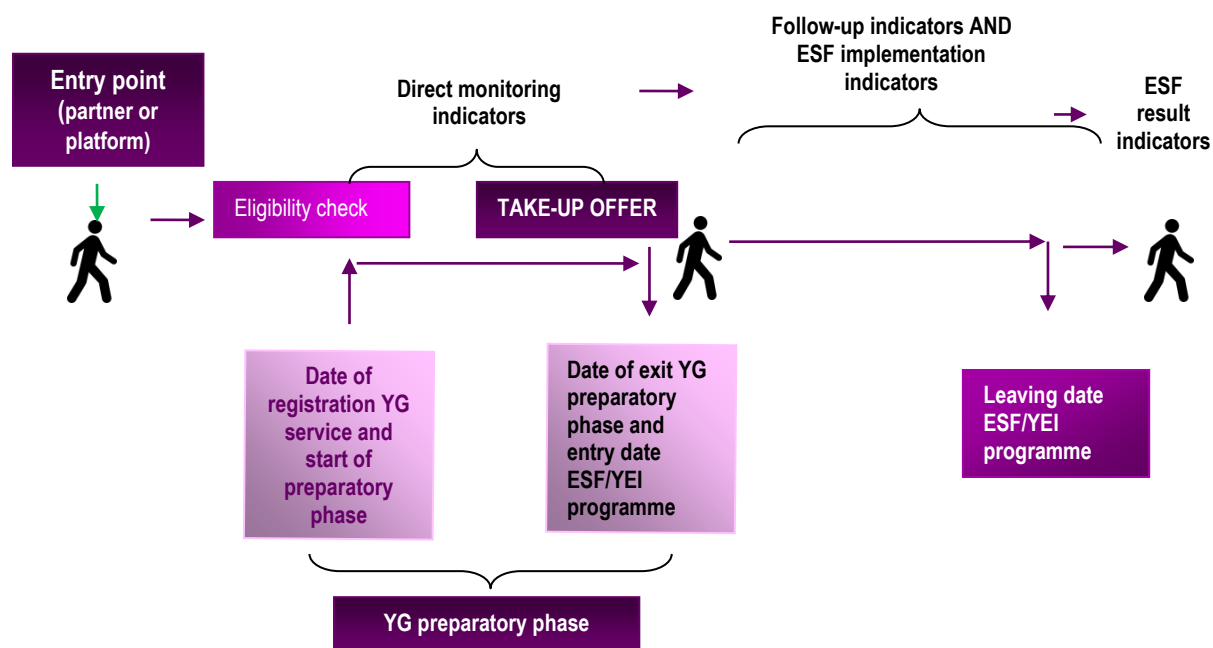
The calculation method of the above-mentioned indicator requires the observation of each young person that exited the YG preparatory phase after 6, 12 and 18 months from the date of exit. The measurement needs to be done on the monthly outflows from the YG register and requires that young people are followed through administrative data throughout their YG pathway. The measurement of this indicator is done on three groups of young persons, namely:

1. Young people who exited the YG preparatory phase to take up a subsidized (ESF/YEI) offer made by a partner provider/implementing organization and were enrolled as participants in one of the ESF/YEI measures (positive, known outcome). For this group, it is necessary to refer to the database of participants (not mentioned by the YG *Indicator Framework*, but very clear in the ESF and YEI frameworks). If the offer is subsidized by national funds, but not co-funded by ESF/YEI, young beneficiaries are counted as positive, known outcome and they will need to be followed up in the same way as if the action was funded by ESF/YEI funds;
2. Young people who exited the YG preparatory phase to take up an offer found by self-initiative (positive, known outcome). For this group it is necessary to refer to national administrative registers (employment, education, apprenticeship and traineeship contracts, if available);
3. Young people who exited the YG preparatory phase with a negative outcome (known or unknown). This group comprises young people who returned to unemployment or inactivity. Data on these two groups may be collected through the unemployment register, social security institute or other administrative sources.

National data protection legislation may restrict the collection of information through administrative registers by third parties. When this is the case, the collection of information on the second and third groups of young people mentioned above can be done through a short one-to-one survey with a representative sample.

The relationship between the YG Indicator Framework and the ESF/YEI monitoring indicators is shown in Figure 2 below.

Figure 2: Matching between outflows from YG scheme and entry into ESF/YEI programmes



2. YOUTH EMPLOYMENT INITIATIVE (YEI) AND EUROPEAN SOCIAL FUND (ESF) INDICATORS

The monitoring and evaluation framework of the interventions funded by the ESF/YEI is established in the guidance document *Monitoring and Evaluation of European Cohesion Policy European Social Fund (Programming period 2014-2020)*.⁷

The ESF/YEI monitoring framework specifies that individual data is recorded when the participants “enter” an intervention. This means that the YG partner provider/implementing organization needs to record the date when a young individual start the programme and the date when s/he leaves the programme (irrespective of completion).

The individual information to be collected on participants – already mentioned when discussing the disaggregation of inflow and outflow indicators – relate to: sex and age-group; labour market status (unemployed and inactive); educational attainment, youth from rural areas; youth from a migrant or foreign background; youth with disability; household situation (jobless or single household with dependent children); other disadvantage (homeless, ex-offender, substance addiction and so on).

If the personal information of young people who are eligible under the general rules of the Youth Guarantee is accurately collected at registration, it is just sufficient to transpose the data into the register of participants once they receive a confirmed offer by an implementing partner. For those young clients who receive an offer within 6 or 12 months from registration with the YG, it is better to re-check the information provided at entry to ensure that there has been no substantial change.⁸

If the whole range of personal information is not collected during the YG intake process, it needs to be collected when the young beneficiary is enrolled into one of the measures funded by ESF/YEI, as this monitoring framework requires complete and accurate individual information for the calculation of indicators.

2.1 OUTPUT (IMPLEMENTATION/PROCESS) INDICATORS

Implementation (output/process) indicators focus on the individual characteristics of young participants to ESF and YEI funded measures, type of programmes, and completion rates. It requires that young clients of YG services that received an offer and exited the YG service register, be recorded as “participants” in the programme subject-matter of the offer. From this moment onward, the data to be collected refer only to those individuals who are registered as participants and for whom funds have been earmarked.

7 Downloadable at ec.europa.eu/social/BlobServlet?docId=7884&langId=en

8 This is important to ensure the accuracy of the data on participants to ESF/YEI-funded interventions. For example a young person may be single with no children when registered in the YG scheme, but may become single with a dependent child during the 12 months that passed between registration with the YG Service and an offer being made.

Box 6: Implementation indicators ESF/YEI-funded actions

Implementation indicators (participants)	Measurement, source of data and disaggregation
Number of participants by individual characteristics and type of action Baseline: Nil Data source: Administrative records on participants	<i>Annual average number of young people registered in one of the interventions funded by the YG (ESF/YEI), by typology of action</i> This indicator refers to the annual (average) number of youth who are registered as benefitting directly by one of YG interventions. These latter are categorized into four categories: 1. Employment and self-employment: all interventions where participants perform work for pay (for example a job subsidy scheme) or are supported in undertaking an own-account or business venture. A self-employed person is considered to be working if she/he spends time on the operation of a business or is in the process of setting up his/her business (for example a self-employment programme) 2. (Continued) Education or training: enrolment in formal education or training programmes leading to a recognised qualification. 3. Traineeships: i.e. a limited period of work practice at business, public bodies or non-profit institutions, in order to gain practical work experience. For the purposes of YGIPs, traineeships are organized as part of active labour market policies. 4. Apprenticeship: the apprenticeship features are defined in a training contract or formal agreement between the apprentice and the employer directly or via the education institution. A successful completion of an apprenticeship leads to a nationally recognised qualification in a specific occupation.
Implementation indicators (participants)	Measurement, source of data and disaggregation
Number of participants who complete a YG (ESF/YEI)-supported intervention Baseline: Nil Data source: Administrative records on participants	<i>Annual average number of young people who complete one of the interventions funded by the YG (ESF/YEI)</i> This indicator refers to the annual (average) number of youth who complete one of the YG interventions, by type of intervention (employment, education/training, traineeship and apprenticeship) and by individual characteristics (sex, age, labour market status, household situation, other disadvantage and so on). Completion of intervention means that a participant attends the programme regularly until its scheduled end. For example, a young beneficiary attending a vocational training completes the intervention if s/he attends regularly till the end of the programme. Any participant who does not attend according to schedule and/or drops out before the scheduled end, for whatever reason, is to be excluded from the count of this indicator (dropout).

2.2 RESULT (OUTCOME) INDICATORS

The ESF/YEI result indicators focus on the situation of participants after leaving the programme. Measurement is done immediately after programme's end (four weeks) and then again after 6 months. "Programme's end" means that any additional obligation imposed on participants (for example the requirement to keep a self-employment activity opened for at least one year after receiving a grant) or service providers (for instance the

obligation of an employer to retain a subsidized workers for an additional period after the termination of the subsidy) has expired. Box 7 below provides the definition of result indicators, measurement, data sources and disaggregation.

Box 7: Result indicators and ESF/YEI-funded actions

Result indicators (participants)	Measurement, source of data and disaggregation
Participants situation upon leaving the YG intervention, % (short-term, 4 weeks) Baseline: Nil Data source: Administrative register/follow-up survey	<i>Percentage of young participants (by labour market status at entry) who are in employment, education/training, job searching or have gained a qualification upon leaving</i> The numerator of the indicator refers to the number of youth who participated to an ESF/YEI funded programme disaggregated by their labour market status at entry (unemployed or inactive). The denominator is the total number of participants, irrespective of whether they concluded the intervention or not. This indicator serves to measure the change in status of participants thanks to the intervention. Since the YG interventions target unemployed and inactive (not in education or training) youth, the measurement is carried out by labour market status before and after the intervention. Upon leaving is understood as 4 weeks after the exit date of participants from the programme. Labour market statuses upon leaving is computed for participants on the basis of their labour market status at entry (unemployed and inactive, not in education and training) and by type of outcome after programme's exit, namely: <u>In employment or self-employment</u>: performing work, even for just one hour per week, for pay, profit or family gain. <u>Job searching</u> (unemployed, ILO's definition): without work, available for work and actively seeking work. Registering with the PES counts as "job searching", even when the individual is not immediately available for work. <u>Education or training</u>: newly engaged in education (lifelong learning, formal education) or training activities (on- and off-the-job training, vocational courses), apprenticeship or traineeship; <u>Gained a qualification</u>: this is understood as a qualification recognised in terms of ISCED levels or NQF deriving by a validation process.
Participants situation 6 month after leaving the YG intervention, % (longer-term, 6 months) Baseline: Nil Data source: Administrative register/follow-up survey (on representative sample)	<i>Percentage of young participants in employment or education or training, 6 months after leaving the YG intervention</i> The numerator of the indicator refers to the number of youth who received YG support and are: i) employed or self-employed; or ii) in education or training (leading to a qualification); or iii) in apprenticeship or iv) in traineeship. The denominator is the total number of participants who completed the intervention. As above, this indicator is geared to measure participants' outcomes after the intervention and their lasting effect on labour market status changes. Whereas the indicators measures positive outcomes, it is also necessary to report information on those who are unemployed or inactive. It may be, in fact, that the intervention has positive outcomes in the shorter-term, but the effect diminishes over time. Six months after leaving: the timeframe is measured by the date of exit of single participants. If administrative data are used, it would be worthwhile to report results also at 12 and 18 months intervals, with a view to have consistent measurements across type of indicators. The disaggregation of this indicator is to be done by individual characteristics (sex, age, educational attainment and all other variables already mentioned), by type of labour market status at the time of measurement and at the time of entry.

2.3 BASELINE AND DATA COLLECTION (ESF AND YEI INDICATORS)

Immediate and longer-term result indicators are reported annually, with the first report due in April 2015. The baseline for process (implementation) indicators is nil, while for outcome (result) indicators it is set on the basis of an existing or previous similar programme or intervention, or on the basis of relevant research.

If outcome indicators are measured through survey-based instruments (one-to-one questionnaires), data should be collected on a representative sample, i.e. randomly selected to reflect the socio-economic characteristics of participants (sex, employment status, age, educational attainment and household situation). The sampling design and the sample selection have to be developed before starting data collection and the choice of sampling method should be documented.

Participation records must be complete for all variables of personal data. Participation records that are incomplete for any variables captured by the output indicators must be excluded from any process of aggregation used to produce the indicators.

Table 3: Summary table of EU indicators for monitoring the Youth Guarantee

Source	Type	Indicator definition	Disaggregation
Indicator framework to monitor the YG	Aggregate, macroeconomic indicators	NEET rate (% of population)	By sex and age group (15-24 and 25-29)
		NEET rate 15-24 by labour market status (% of population 15-24)	By sex, unemployed and inactive (not in education and training)
		Employment-to-population ratio (%), 15-24 and 25-29	By sex and age group
		Youth unemployment rate (%), 15-24	By sex
		Youth unemployment ratio (%), 15-24	By sex
		Youth unemployment ratio (15-24) to adult unemployment ratio (25-74)	None
		Youth (20-24) educational attainment level (ISCED 3 and over), %	By sex, by educational attainment (ISCED Level 3-4 and 5-8)
		Employment rates of individuals (20-34) recently graduated (ISCED 3-6), %	By sex, educational attainment (ISCED Level 3-4 and 5-8)
		Proportion of 20-29 with low educational attainment level (ISCED 0-2), %	By sex
		Proportion of 30-34 with tertiary educational attainment level (ISCED 5-6), %	By sex
		Early leavers (18-24), %	By sex

Source	Type	Indicator statement	Disaggregation
Indicator framework to monitor the YG	Implementation (output/process)	Proportion of young people in the YG service beyond the 4 month target, % (inflow/outflow YG service)	<u>Inflows</u>: by sex, age-group (15-24; 25-29), labour market status, educational attainment (ISCED Levels), prior YG experience, individual disadvantage; <u>Outflow</u>: by type of offer (employment, education/training, apprenticeship, traineeships), type of outcome (positive/negative), within 4,6 or 12 months.
		Positive and timely exit from YG service (%)	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience, individual disadvantage) and type of positive outcome (employment, education/training, apprenticeship or traineeship)
		Coverage of YG (%)	By sex, age-group (15-24; 25-29), labour market status, educational attainment (ISCED groups)
	Result (outcome)	Situation of young YG clients after exiting the YG service (at 6, 12 and 18 months interval), %	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience; individual disadvantage); By outcome i) positive outcome status (employment, education/training, apprenticeship, traineeship), ii) negative outcome status (unemployed or inactive) and iii) unknown status. Timeframe: 6, 12 and 18 month after exit
		Situation of young YG clients after exiting the YG service (at 6, 12 and 18 months interval), by type of offer, %	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience; individual disadvantage); By type of offer (employment, education/training apprenticeship and traineeship). By outcome i) positive outcome status (employment, education/training, apprenticeship, traineeship), ii) negative outcome status (unemployed or inactive) and iii) unknown status. Timeframe: 6, 12 and 18 month after exit

Source	Type	Indicator statement	Disaggregation
European Social Fund and Youth Employment Intervention	Output (implementation of process)	Number of participants by individual characteristics and type of action (annual average)	By personal characteristics ▪ <u>Sex and age group</u>: 15-19; 20-24; (and 25-29 in Portugal). <u>Labour market status</u>: i) unemployed (of whom registered unemployed and long-term unemployed); and ii) inactive, not in education or training. ▪ <u>Educational attainment</u>: by ISCED groups ▪ <u>Youth from rural areas</u>: young people residing in thinly populated areas ▪ <u>Migrants, people with a foreign background, minorities</u> ▪ <u>Persons with disability</u> ▪ <u>Living in a jobless household</u> ▪ <u>Living in a single adult household with dependent children: Other disadvantage</u>: other factors affecting labour market outcomes (ex-offenders, people at risk of poverty or social exclusion, substance abusers, homeless persons). By type of intervention ▪ <u>Employment and self-employment</u> ▪ <u>Continued education and training</u> ▪ <u>Traineeship</u> ▪ <u>Apprenticeship</u>
		Number of participants who complete a YG-supported intervention (annual average)	By personal characteristics and type of intervention, as above Completion refers to regular attendance till the scheduled end of the programme

Source	Type	Indicator statement	Disaggregation
European Social Fund and Youth Employment Intervention	Result (outcome)	Participants situation upon leaving the YG intervention, % (short-term)	By personal characteristics ▪ <u>Sex and age group</u>: 15-19; 20-24; (and 25-29 in Portugal). ▪ <u>Labour market status</u>: i) unemployed (of whom registered unemployed and long-term unemployed); and ii) inactive, not in education or training. ▪ <u>Educational attainment</u>: by ISCED groups ▪ <u>Youth from rural areas</u>: young people residing in thinly populated areas ▪ <u>Migrants, people with a foreign background, minorities</u> ▪ <u>Persons with disability</u> ▪ <u>Living in a jobless household</u> ▪ <u>Living in a single adult household with dependent children</u>: ▪ <u>Other disadvantage</u>: other factors affecting labour market outcomes (ex-offenders, people at risk of poverty or social exclusion, substance abusers, homeless persons). By type of intervention ▪ <u>Employment and self-employment</u> ▪ <u>Continued education and training</u> ▪ <u>Traineeship</u> ▪ <u>Apprenticeship</u> By labour market statuses upon leaving ▪ <u>In employment or self-employment</u> ▪ <u>Job searching</u> ▪ <u>Education or training</u> ▪ <u>Gained a qualification</u>
		Participants situation 6 month after leaving the YG intervention, % (longer-term)	By personal characteristics, type of intervention and labour market status, as above

