



MONITORING PERFORMANCE AND ASSESSING THE IMPACT OF YOUTH GUARANTEE SCHEMES

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How to use the Training Package

Objective

The overall purpose of this material is to provide a framework for organizing training session on monitoring the performance and evaluating the results of Youth Guarantee schemes.

Structure and content

The training workshop is organised around six sessions – totalling approximately 10 training hours. A template of timetable is appended as Annex 1. Some sessions (for example sessions 1 and 3) can be skipped or shortened to meet the objectives of the workshop and respond to the learning expectations of participants. This training package proposes the following structure:

1. Youth Guarantee schemes across Europe;
2. Key features of the Youth Guarantee scheme at national level;
3. Basic principles of monitoring and evaluation;
4. EU framework of indicators for monitoring Youth Guarantee schemes;
5. Monitoring national Youth Guarantee schemes;
6. Performance and impact evaluations.

Learning Strategy

The learning strategy of this training package focuses on familiarizing participants' with the monitoring and evaluation framework to be applied to the interventions of national Youth Guarantee schemes.

Each training session provides the learning objectives; the approximate time needed for delivery; sample PowerPoint Presentations; handouts providing additional technical content and examples. Facilitator's notes on the learning process are set out in the text, while Annex 3 provides suggestions on how to organize training activities for adult learning.

The activities proposed in this training package are given as examples for the facilitator(s). As far as possible, facilitators should adapt the activities proposed to respond to participants' learning needs and style. The facilitator should conclude each group activity with a debriefing session where participants are given the opportunity to share their experiences and impressions. At the end of a workshop, a written evaluation can be used to obtain participants' overall feedback for use in further training programmes. A template of the validation questionnaire is included in Annex 4.

Before delivering a training workshop on performance monitoring and evaluation of Youth Guarantee schemes, it is suggested that the facilitator(s):

- ✓ Go through the training package to review the topics, the template presentations and handouts proposed and identify the resources to be used for the specific training workshop;
- ✓ Review the national Youth Guarantee Implementation Plan and the documents outlining the monitoring and evaluation framework established at European level (Annex 2).

MONITORING PERFORMANCE
AND ASSESSING THE IMPACT
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SCHEMES



**Opening of the training
workshop**

Session

1

Opening of the training workshop

Learning objectives	By the end of the session participants will have: • Been introduced to the objectives and content of the training workshop; • Formulated their learning expectations.
Delivery time	60 minutes
Activities	✓ Cards with participants' expectations

In December 2012, the European Commission tabled a proposal for a Council Recommendation on Establishing a Youth Guarantee. The Council of the European Union adopted this Recommendation in April 2013.

With the introduction of Youth Guarantee (YG) schemes, EU Member States committed to ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within four months of becoming unemployed or leaving formal education. To achieve this objective, national funds are matched by the resources put at disposition by the Youth Employment Initiative (YEI) and the European Social Fund (ESF).

The framework introduced by the Council's Recommendation on Establishing a Youth Guarantee established a number of key policy features:

INTRODUCTION

INTRODUCTION

cont.

- ✓ The universal reach of the Youth Guarantee, as it raises an obligation for institutions to provide all young people aged 15 to 24 with a good quality offer within four months from becoming unemployed or leaving school;
- ✓ The combination of preventative (early intervention and activation) and curative (labour market integration measures) approaches, accompanied by strategies to reach out to disengaged youth facing multiple barriers;
- ✓ The integration of different policies, measures and services with a view to fostering coherence and coordination;
- ✓ Strong partnerships among public institutions (with mandate on employment, education, social protection and youth) at both central and local level, and between these and the representatives of employers and workers, youth and civil society organizations and the private sector;
- ✓ The strengthening of the capacity of the Public Employment Services (PES) to provide personalized guidance and individual action planning at an early stage with a view to ensure progression towards education, training or employment;
- ✓ The continuous monitoring of the design, implementation and results of Youth Guarantee schemes through the multilateral surveillance of the Employment Committee and the analysis of impact of the policies in place;
- ✓ To achieve the objective of the Youth Guarantee, national funds are matched by the resources put at disposition by the Youth Employment Initiative (YEI) and the European Social Fund (ESF).

Before presenting the objectives of the workshop, the facilitator(s) should summarize briefly the key features of the national YG scheme, namely:

- ✓ Interventions targeted to specific groups of young people neither in employment, education or training (NEET) less than 25 (or less than 30, if the Member State so decides);
- ✓ The national authority responsible for overall coordination (in some countries the Public Employment Services coordinates implementation, while in others this role is taken by the Ministry of Labour);
- ✓ The main partner organizations (education authorities, other ministries, community-based organizations and so on);
- ✓ The key reforms, early intervention, activation and labour market measures to be implemented (as stated in the Youth Guarantee Implementation Plan as well as in other documents such as national youth strategies, national employment strategies and National Reform Programmes).

The objectives of the training workshop are to:

1. Familiarize participants with the indicators set at European Union (EU) level for monitoring flows in and out of the Youth Guarantee scheme;
2. Review the implementation and result indicators established to monitor the performance of interventions;
3. Examine the evaluation approaches that can be used to appraise the result achieved by the YG interventions

The training workshop is structured around three main parts:

- ✓ **Youth Guarantee scheme at national level and in other EU Member States:** This part of the workshop focuses on the key features of the national YG scheme, the assessment methods included in the Youth Guarantee Implementation Plan (YGIP) and their relevance in detecting changes in labour market indicators (employment, unemployment,

KEY FEATURES OF THE NATIONAL YOUTH GUARANTEE SCHEME

OBJECTIVES OF THE WORKSHOP

*[Transfer objectives
on flipchart]*

WORKSHOP CONTENT

*[Reproduce
timetable sessions
on coloured cards]*

WORKSHOP CONTENT

cont.

NEET and early school leaving rates). The sessions of this leg of the workshop will also review the key monitoring and evaluation features of YG schemes in other EU countries and explore the basic principles of monitoring and evaluation of youth employment interventions. The sessions on YG schemes around Europe and basic monitoring and evaluation principles can be skipped or shortened on the basis of participants' profile.

- ✓ **Performance monitoring:** The core part of the workshop centres on the application of the indicators set at the EU level and the common set of key process and outcome indicators that are instrumental to measure the performance of the national YG scheme. During these training sessions participants will review baseline data; definition of process (implementation) and outcome (results) indicators; data disaggregation; data gathering methods; analysis of results and reporting.
- ✓ **Impact evaluation approaches:** The final sessions of the workshop will introduce evaluation approaches and especially impact evaluation techniques (e.g. experimental and quasi-experimental methods).

METHODOLOGY

The workshop will be delivered through a combination of presentations, case studies and group discussions, examples of which are attached to each session.

PARTICIPANTS' PRESENTATION

After presenting the structure and content of the training workshop, the facilitator(s) should run a *tour de table* for each participant to present him/herself to the group.

Each participant will receive two coloured cards, where they will be required to list their main expectations about the workshop (10 minutes).

Expectations will be posted on the wall (cards with doubles will be trashed). At the end of the workshop a specific question in the validation questionnaire will check whether participants' top expectations have been met.

EXPECTATIONS ABOUT THE WORKSHOP

*[Prepare coloured
cards to be
distributed to
participants]*

A man with dark hair, wearing a blue t-shirt, is shown in profile, focused on his work. He is using a blue and black cordless power drill to install a silver metal bracket onto a wall. A red spirit level is held against the wall above the bracket to ensure it is straight. The wall has a light-colored, textured wallpaper. The scene is indoors, with a white ceiling visible in the background.

MONITORING PERFORMANCE
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SCHEMES

**Youth Guarantee schemes
across Europe: Key features
and monitoring frameworks**

Session

2

Youth Guarantee schemes across Europe: Key features and monitoring frameworks

Learning objectives	By the end of the session participants will have: • Become acquainted with the key features of Youth Guarantees schemes in EU Member States; • Reviewed the main characteristics of the national Youth Guarantee scheme.
Delivery time	60 minutes
Activities	✓ Case Study: The YG Implementation Plan in Ireland ✓ Case Study: The YG Implementation Plan in Spain

All 28 EU Member States have presented national Youth Guarantee Implementation Plans. Nineteen Member States are eligible to receive funds from the *Youth Employment Initiative* (YEI) and have published their implementation and monitoring plan.

The key features national YG implementation plans are as follows:

- ✓ Although all Plans target young people neither in employment, nor in education and training (NEETs), only the plans of Ireland and Italy disaggregates this broad group of young people into:
1. Unemployed youth: with a further distinction between youth who register with the Public Employment Services (PES) and those who do not;

YGs SCHEMES AROUND EUROPE

KEY FEATURES OF YGIPs AROUND EUROPE

[PPT Youth guarantees in Europe]

Target groups

2. Inactive youth, with a distinction between those willing to work and those unwilling to work.

The lack of a clear targeting and intake procedures for those NEETs who are not registered with the PES is the most recurrent comment of the EU Commission on national YG Implementation Plans.

- ✓ All countries cover young unemployed who newly register with the PES (primary target group), but also those who had been unemployed for up to four months at the start of the YG scheme. Some countries even plan to extend gradually the YG measures to young people with long unemployment spells.

Intake process

- ✓ Most countries have a single point of entry, either through a web-based platform or through the PES. To prioritize service delivery, some countries use screening and profiling tools.
- ✓ In many YG Implementation Plans, the actual intake process of young beneficiaries is not described in detail. Many countries devoted the initial phase of the YG scheme to develop intake procedures, establish the sequence of services and programmes to be offered and refine the design of interventions.

Early intervention and labour market measures

- ✓ Most countries relied on what they already had in terms of labour market measures. Measures were scaled-up, adjusted to fit the characteristics of the target group and timed within the 4-month frame established at EU level.
- ✓ For early intervention, the most popular measure relate to approaches to detect the risk of early school leaving (early warning, longitudinal studies and tracking systems).

- ✓ All countries specify process indicators, while only some established a system for the regular assessment of aggregate (or context) and result indicators. Only the YG Implementation Plan of Ireland envisages impact evaluations of labour market measures (especially for those programmes that have been on offer for some time). Croatia plans an impact evaluation as part of the reform of the system of active labour market policies (ALMPs) included in the YG scheme.

Two case studies (Ireland and Spain) provide examples of analysis of the target group, intake procedures and assessment system.

This part of the workshop should review the national YG scheme and detail: 1) the key reforms envisaged (which may relate to the PES, the education system, or labour market policies), 2) early intervention and activation approaches, and 3) the portfolio of labour market integration measures to be put at disposition of young beneficiaries.

Interventions should be categorized according to the four positive destinations envisaged by the YG scheme, i.e. employment, education, traineeship and apprenticeship. Table 1 below provides an example of how the Portuguese YG interventions were grouped.

Assessment framework

CASE STUDIES

[Handouts on the YG implementation plans of Ireland and Spain]

KEY FEATURES OF THE NATIONAL YG SCHEME

Key reforms, early intervention and activation and labour market integration measures

Figure 1: Portugal youth guarantee: Labour market integration measures

Employment	Education	Apprenticeship	Traineeship
25) Placement in the labour market 26) Employment incentives (Stimulus 2013) 27) SSC incentive 28) CoopJovem 29) Microcredit programme (Sou Mais) 30) RPGN (IPDJ) 31) Support to self-employment 32) Investe Jovem 33) EURES 34) First EURES job 35) Job of my life	13) Vocational courses (secondary level) 14) Education and training for youth 15) Professional courses 16) Active life 17) Active youth employment 18) Technological specialization courses 19) Short cycles-Higher education 20) Retomar	12) Apprenticeship Dual Training	21) Internship (IEFP) 22) INOV 23) PEPAC 24) PEPAL 36) European mobility for disadvantage youth

Entry points in the YG

Another important point is the mapping of all entry points into the YG scheme. Some countries, for example, envisage only one access (typically through the PES). Others allow potential beneficiaries to access the support available under the YG scheme through different access points (for example, the PES and enrolment in adult education programmes). Other countries established a web-based registration system (often combined with other access means).

The mapping of all entry points into the YG scheme is of key importance for the establishment of a sound monitoring framework, since all YG providers responsible to intake young NEETs into the YG scheme have to collect and manage individual information in the same manner.

Monitoring and evaluation framework

The monitoring and evaluation framework of YG schemes was re-shaped in mid-2015 to comply with the requirements set at European level for monitoring the YG as well as the actions funded by the European Social Fund (ESF) and the Youth Employment Initiative (YEI). This new monitoring and evaluation framework is at the core of this training workshop.

Case study 1: The Youth Guarantee Implementation Plan of Ireland

1. Context and target groups

The Youth Guarantee Implementation Plan (YGIP) of Ireland has a number of interesting features.

First, the background analysis disaggregates young (15-24) NEETs into those who are unemployed and those who are inactive (4%). Of the young inactive, 60% are young women with care responsibilities and another 20% are persons with disabilities. By excluding these two groups, the inactive NEETs remains 0.5% of the youth population aged 18-24.

Second, the overwhelming majority of unemployed youth register for jobseeker welfare payments with the Public Employment Service (PES).

Third, the background analyzes the survival rate of young jobseeker claimants newly registered in 2012. Of all new claimants, 63% left unemployment within 4 months (some for work, some for education and some migrated abroad). If inflows were to remain constant throughout the period, the youth guarantee should treat 24,400 young individuals on an annual basis.

Finally, there is an estimation of the number of young people who leave secondary education to progress to tertiary education, to other form of second chances programmes or migrate. This suggests that only 8,000 youth (approximately 13%) leave school for good.

On the basis of these data, the measures of the YG target two main youth groups, as follows:

1. Young people under the age of 18 years, who have left the school system without completing secondary education, and who have failed to find employment, will be provided with a quality *second-chance* educational/training pathway outside the school system or be supported in re-entering the school system. The actions targeting this group will be implemented by the end of 2015.

2. Young people aged 18-24 years who become unemployed (either because they lost their job or because seeking a first job) and register with the benefit/employment service, and who subsequently remain unemployed for four months, will be provided with assistance to secure work or alternatively with a quality offer of training, education or work experience. The implementation of measures for this latter group will be phased in as follows:
 - ✓ Starting in 2014, with completion by end 2014, processes and programmes will be progressively rolled out to ensure that all of those who need most support (i.e. those assessed as having a low probability of securing employment in the absence of support) will receive a Youth Guarantee offer within four months.
 - ✓ Starting in 2014, and to be completed by the end of 2015, processes and programmes will be progressively rolled out to ensure that all those young unemployed people assessed as having a medium-to-high probability of finding employment will, if still unemployed after nine months, receive a Youth Guarantee offer;
 - ✓ During 2014 and 2015 all long-term unemployed youth (less than 25 years old) will be engaged by the PES and will receive a Youth Guarantee offer if still unemployed after four months of this engagement process commencing.

The Department of Social Protection (DSP) is the lead co-ordinating organisation as it has responsibility for the PES, activation of the unemployed and the payment of social welfare payments to jobseekers (all of these services integrated in the one-stop-shop named *Intreo*). The DSP established an interdepartmental Youth Guarantee Implementation Group comprising the representatives of all core partners. These include Department of Education and Skills, the Department of Jobs, Enterprise and Innovation (DJEI), the Department of Children and Youth Affairs (DCYA); the Department of Public Expenditure and Reform (DPER) and SOLAS, the new Further Education and Training Authority in Ireland. Other partners include employer and worker organizations, the National Youth Council, the Local Development Network and *Skillnet* (employer sponsored and state funded organisation responsible for the design and implementation of workplace training programmes).

2. Delivery of the services and programmes of the Youth Guarantee

Service and programme delivery is organized around the three different groups of young people targeted by the Youth Guarantee.

2.1. Persons under 18 years of age

Approximately 8,000 young people leave school each year without completing upper secondary education. The administrative data matching exercise carried by the DSP identify the vast majority of these (77%) as being in employment or in private or second-chance education and training in the period after they leave school, rather than being inactive. A further 7% show some social welfare activity and the remaining 17% (1,360 youth or 1.6% of the youth population 18-24) did not appear in the datasets used in the matching process.¹

Overall there does not appear to be a deficit in education and training provision for the under 18 years of age. Good local arrangements exist to provide a bridge and introduction to second-chance opportunities in *Youthreach* and *Community Training Centres*. To deliver the Youth Guarantee, a system is to be developed to ensure that all post primary schools give contact details for early school leavers to the relevant Education and Training Board for early follow up on alternative education and training options.

¹ These young people are not necessarily inactive as there will have been some family emigration and seasonal employment abroad.

2.2. Unemployed people aged 18-24 (newly registered with the PES)

Ireland's activation policy is set out in the *Pathways to Work Strategy* (2011). The *Pathways to Work Model* focuses scarce resources on those new entrants who are at greatest risk of becoming long-term unemployed. This is determined by the national profiling system that computes the probability of a person exiting the unemployment register within a year (PEX score). The intensity and nature of engagement with any individual jobseeker is differentiated based on the PEX score with earlier and more intensive engagement being given to those with lower scores.

For youth 18-24, the engagement process of the YG will begin when they register for welfare/employment supports at their local PES (*Intreo*) and are awarded a jobseeker's payment. At registration they will be profiled and required to sign a *Record of Mutual Undertakings* (mutual obligation approach).

- ✓ Those with a low-to-medium PEX will attend a group counselling session within 2 weeks, followed immediately (within days) by an individual (one-to-one) interview with a caseworker. The current approach envisages that persons with a medium PEX may have to wait 2-3 weeks for an interview.
- ✓ Young jobseekers with a high PEX (more likely to find a job) will also receive group counselling within 2 weeks of registration. They will be called for an individual interview if still unemployed after four months (currently the waiting period for an interview for this group is six months).

A Personal Progression Plan (PPP) is agreed between the young person and the caseworker during individual interviews. The caseworker provides support, depending on individual circumstances, on:

- ✓ Basic assessment of work experience, skills and competencies;
- ✓ Job search/matching (including work experience and internship opportunities);
- ✓ Registration with *JobsIreland.ie* and other jobs websites;
- ✓ CV and job interview skill development (via job clubs);
- ✓ Certification for eligibility for the JobsPlus programme (see Table 1 below);
- ✓ Application for Back to Work Enterprise Allowance (BTWEA)
- ✓ Referral to County Enterprise Boards/LEOs for start-up advice and training (including assistance in applying for micro-credit loans from Micro Finance Ireland (MFI);
- ✓ Training course selection and referral
- ✓ Application for Back to Education Allowance (BTEA)/ Part-Time Education Option (PTEO);
- ✓ Application for an international mobility offer (under EURES)

The follow-up process will involve monthly individual meetings from registration, until the young person exits unemployment or commences an activation/training intervention (currently there is a 2-3 month interval, depending on individual PEX score). Unique to the Youth Guarantee is the commitment to ensure that an offer of work, training, education is made to the young person within 4 months of the initial interview. There will also be a reciprocal commitment by the client to accept any reasonable referral to, and offer of, employment, internship, training or education. Failure to accept such an offer will be subject to penalty.

All young people who – despite the efforts of the services and the provision of a Youth Guarantee offer – are still unemployed after 12 months and are not engaged in a training/work placement programme will be referred to *JobPath*, a contracted placement service for long-term unemployed.

2.3. Process for already registered young unemployed

While the Guarantee focuses on measures for the recently unemployed, circumstances require engaging the large number of young people who are already unemployed for some time. Under the Youth Guarantee, this process will focus first on young people who have been unemployed over 12 months. This time threshold will be progressively reduced to ensure that all existing unemployed young people will participate in the Youth Guarantee process by mid-2015.

Long-term unemployed youth (estimated at 22,000 individuals) will be invited to a series of group counselling sessions throughout 2014 and offered an individualized interview with a case worker (with monthly review meetings). This group will be:

- a) Assisted to develop a personal progression plan and supported with job matching and job search assistance (including for JobBridge);
- b) Helped to develop a CV for up-loading onto jobsireland.ie;
- c) Referred to developmental and work experience interventions such as JobsClubs, Tús/CE and training, if so determined by the caseworker, within 4 months of the engagement process commencing.

The expected inflow of young people belonging to the three target groups above is expected to total 28,350 youth in 2014.

Table 1: Programmes for unemployed young people

Programme	Description	Adaptation to YG purposes
Youthreach-Community Training Centres: (2014 inflow: 3,300 youth)	Accredited courses delivered targeting unemployed young early school leavers aged 15-21.	Main programme offer for school-leavers under 18 in the context of the Guarantee.
FAS/Solas training for young unemployed (2014 inflow: 9,5 youth)	Specific Skills Training, Traineeships, Local Training Initiatives, and training for people with disabilities through specialist training providers.	
MOMENTUM (2014 inflow: 2,000 youth)	Supports free education and training projects to allow long term jobseekers to gain skills and to access work opportunities in identified growing sectors	Reduction of the minimum duration of unemployment required for young people to become eligible for the programme.

JobBridge (2014 inflow: 5,000 youth)	National Internship Scheme that provides work experience placements for interns for a 6 or 9 month period in the private, public, voluntary & community sectors. Interns receive an allowance equal to their existing social welfare entitlement plus a top-up of €50 per week.	The YG introduces an internship variant for the most disadvantaged young people. This will involve canvassing employers, as part of their Corporate Social Responsibility (CSR) programmes to make work experience places available for young people 18 – 25 with low levels of educational attainment and/or long periods of unemployment and/or other social barriers to employment, with the preferred option that these places will include an accredited training element
JobsPlus (2014 inflow: 1,500 youth)	This programme offers an incentive to employers to recruit long-term unemployed. It provides two levels of payment: €7,500 for 2 years for each recruit who has been unemployed for more than 12 but less than 24 months and €10,000 for those who have been unemployed for more than 24 months.	Reduction of the qualifying period for those aged less than 25, from 12 to 4 months (low - medium PEX).
Tús and community employment (CE) (2014 inflow: 1,500 youth)	Targeted at youth and adults who are out of work and on job-seekers' payments for a year or more. Participants are generally employed by not-for-profit voluntary organisations	Further increase the availability of temporary employment opportunities for longer-term unemployed youth by reserving 1,000 Tús placements for this group in 2014.
Gateway (2014 inflow: 450 youth)	This programme is similar to Tús, but focused on employment by local government authorities, of persons who had previously been more than two years unemployed.	Specifically designed for the YG
Back to Education Allowance (BTEA) (2014 inflow: 3,300 youth)	Targeting persons in receipt of certain social welfare payments who wish to pursue an approved full-time second or third level course of education in an approved college leading to a recognised qualification.	
Programme	Description	Adaptation to YG purposes
The Vocational Training Opportunities Scheme (VTOS) (2014 inflow: 500 youth)	Funded by the Department of Education and Skills, this Scheme is operated through the Vocational Education Committees (VECs – ETBs) and provides a special range of courses designed to meet the education and training needs of unemployed people	

Back to Work Enterprise Allowance (BTWEA) (2014 inflow: 200 youth)	It provides a monetary incentive for people who are long term dependent on social welfare payments to engage in self-employment activities, while allowing them to retain a proportion of their qualifying social welfare payment over two years (100% in year 1 and 75% in year 2). It includes assistance to developing business plans and providing continuing support to individual start-ups.	
Intra-EU Mobility and Language Skills	It offers young unemployed support in taking up employment, work experience and training in other EU countries. DSP funds some of the re-location costs and/or living costs incurred by jobseekers undertaking at least nine months training/work experience abroad.	Specifically designed for the YG
Youth Entrepreneurship: CEBs and Microfinance Ireland	The County Enterprise Boards in conjunction with Micro Finance Ireland will pilot under the YG a new micro-credit support programme aimed at encouraging unemployed young people to set up their own business either as sole traders or as limited liability companies.	Specifically designed for the YG

3. Continuous assessment of the YG initiatives

Monitoring and assessment of the effectiveness of the initiatives undertaken under the YGIP will be done at both the macro-level and the micro-level.

Macro-level assessment will involve assessing changes in a set of key indicators from survey and administrative data.

1. *Survey-based indicators (Quarterly National Household Survey)*
 - Youth employment rate
 - Youth unemployment rate
 - Youth unemployment ratio
 - Inactive NEETs rate (i.e. young people, other than the unemployed, who are neither in employment nor education/training)
2. *Administrative indicators (DSP's administrative database)*
 - Survival rates for young people on the unemployment register at 4, 6, 12, 16 and 24 month thresholds;
 - Exit rates for young people from the unemployment register to employment/ other progression options (e.g. training programmes, education programmes, internships, apprenticeships, employment programmes);
 - Outcome data for young people exiting from the progression options listed above.

The **micro-level assessment** of schemes will involve a combination of econometric evaluation and follow-up surveys. The form of assessment will be driven by the nature of the data available. The schemes/reforms and their respective assessment method are set out in Tables 2 and 3 below.

Table 2: Planned assessments for the (non-financial aspects of) structural reforms

Reform	Expected change	Means to measure change	Source of information
1) Early intervention and activation process	To provide a tailored and timely activation service to young unemployed to increase engagement with the PES in order to avoid a scarring effect and a drift into long-term unemployment.	▪ Attendance/Non-attendance Rate at interview. ▪ Number of interviews as a percentage of the stock of youth on the Live Register at 4 months. ▪ Number of follow-up interviews as a percentage of the stock of youth on the Live Register at 12 months ▪ Number of referrals to activation programmes as a percentage of the stock of youth on the Live Register at 4 months. ▪ Number of CVs loaded on JobsIreland website as a percentage of the stock of youth on the Live Register at 4 months.	In 2015 an Econometric evaluation of this reform will be undertaken to measure improvement in the placement of young people into employment compared to the placement performance prior to the reform (i.e. pre 2014)
2) Work placement in public sector and companies contracted by the public sector	Increase in the proportion of young people who are employed either directly or indirectly by the public sector.	▪ The proportion of young people who are employed either directly or indirectly by the public sector	The Quarterly National Household Survey carried out by our Central Statistics Office
3) Employment transitions from education	Development of on-line system which will facilitate transactions between employers, students and educational institutions with regards to work experience/placements	▪ The proportion of education places which have a work experience/work placement element.	Department of Education & Skills Administrative Data.

Table 3: Planned assessments for the initiatives

Name of the initiative	Target population	Population (or equivalent) actually reached	Outcome for population	Sources of information
4) JobBridge for disadvantaged youth	Disadvantaged Youth with low levels of educational attainment	Number of young people actually on internships under this scheme	Employment experience for 1,500 unemployed youth.	Econometric assessment using randomised control group based on administrative data
5) JobsPlus	Youth most at risk of long-term unemployment (as determined by their PEX score)	Number of young people actually employed under this scheme	Employment for 1,500 unemployed youth.	Econometric assessment using randomised control group based on administrative data
6) Temporary employment	Youth most at risk of long-term unemployment (as determined by their PEX score and duration on the Live Register)	Number of young people who are offered a place (1,000 TUS + 450 Gateway Places)	Increase in employability of participants on these schemes	Econometric assessment using randomised control group based on administrative data
7) Youth entrepreneurship	Youth who have an aptitude and desire for entrepreneurship	Number of young people who are awarded grants by MFI (150)	Number of young people who start their own business	MFI data
8) Intra-EU mobility and language skills scheme	Increase in the number of young people working in countries where Ireland has a language deficit	Young people who are interested in improving language skills and who have an interest in working abroad (250)	Increased employability including acquisition of foreign language skills for the workplace	Commissioned follow-up survey

The DSP is setting up a longitudinal database of all jobseeker's welfare payments, on a range of DSP-managed activation programmes and on SOLAS programmes for the unemployed, from 2004 forward. This database is linked also to a database of employment episodes based on tax revenue data. The database has a consistent personal identifier. This allows for reporting on all spells of registered unemployment commencing when the claimant is less than 25 years old, with the duration of the spell and how it ended. Equally, the system allows, for the programmes contained in the database, to report on their duration and on post-programme outcomes.

4. Challenges identified by the European Commission to implement the YG in Ireland

- ✓ *To reduce the time span in which the offer to young people is to be made, currently 9 months period for unemployed young people (18-25) assessed to have a medium-to-high probability of exiting unemployment, in order to avoid scarring effects;*
- ✓ *To develop a comprehensive strategy to reach out to unregistered NEETs;*
- ✓ *To better address the issue of the quality of offers.*

Case study 2: The Youth Guarantee Implementation Plan of Spain

1. Context and target groups

In 2012, out of a total of 4,156,100 young people aged between 16 and 24 in Spain, 945,000 were unemployed and 858,000 were not in education, employment or training, the so-called “NEETs”. This category covers inactive young people but most of them are young people who are actively searching for employment.

The Spanish Youth Guarantee Implementation Plan (YGIP) offers young people under 25 who are not in employment or training and who apply, a good quality job offer or a training or educational action, continued vocational training, apprenticeship or traineeship, within four months after the application and, in any case, once the formalities of checking the information provided are complete and, where appropriate, when the applicant's profile is complete. There will be complementary measures or programmes of action targeting young people below 25 not in employment or training and who are disconnected from the labour market, helping to activate them in collaboration with the entities and agents involved

25

2. Applicants' intake

The intake procedure comprises two stages:

- a) **Initial stage** in which the personal characteristics of the applicant are identified. This stage will take place within a maximum period of 30 days and will include the following actions:
 - *Registration of the applicant* in the specific computer system of the Youth Guarantee (YG platform).
 - *Screening*, i.e. the determination that the applicant meets the requirements for attention under the YG and identification of the person's main characteristics. If they do not meet the requirements, they will follow the channels determined by the appropriate public administrations.
 - *Profiling*: applicants who fall within the group covered by the YG will be included in a list stating the basic features of their profile and, therefore, the priority they receive and the type of offer which is most suitable, including the possibilities of self-employment and entrepreneurship. The basic features of the profile include background of any former actions, work experience, qualifications and knowledge of languages, time of application, age of applicant. This basic

profiling is complete with identification of the most appropriate actions by the Public Employment Services in the Autonomous Communities or, as decided by these Communities, by any other institutions such as social services, young people's organisations or third sector entities, etc:

- b) **A second stage** in which attention for applicants under the Guarantee is developed, in line with the priority established and the suitability criteria of the measures included in the single catalogue. The maximum length of this stage will be four months after the application, and priority will be given to young people who have no work experience and no skills, as well as long-term unemployed youth. The public administrations may make these periods shorter in their respective areas as the scheme is implemented.

The YGIP includes specific actions for young people under 30 years old:

- ✓ The group of young people not in education, employment or training can be estimated at 858,000 youth in 2012, according to the Labour Force Survey;
- ✓ Young people who have no training because they dropped out of school early, often drawn by jobs in sectors that today offer no opportunities. In Spain there are over 450,000 unemployed young people who have not concluded Compulsory Secondary Education.
- ✓ Young people who have training but need experience. According to the public employment service registers, today there are 339,635 unemployed young people with sufficient qualifications for job placement contracts.
- ✓ Young people with no work experience. In Spain approximately 398,547 unemployed youth are registered as not having had a job or having experience of less than three months, according to the State Public Employment Service and the Social Security.
- ✓ Long term unemployed youth, that is, those who have been unemployed for over one year. Today they number over 256,698, according to the State Public Employment Service and the Social Security.
- ✓ Young people who receive unemployment benefit but would like an opportunity. They total 215,505 youth.

3. Measure and initiatives

The over 100 different measures available under the YG are grouped in four main lines of action. Figure 1 below provides a snapshot of these measures:

Figure 1: Measures of the Spanish YGIP

Improve mediation	Improve employability	Promote hiring	Promote entrepreneurship
• LM information, guidance and job search assistance • Modernization of PES • Single portal on employment and self-employment • Action with placement agencies • Mobility programmes • Mediation between education and employment	• Second opportunity programme • Training with a hiring commitment • Training in languages and ICT • Work experience in enterprises • Promotion of dual training • Training leading to proficiency certificate • Accreditation of vocational skills • Programme for workshop schools and work and training centres	• Reductions and bonuses i up to 100% of social security contribution (for youth under 30) • Specific reduction in SSC for NEETs under 25 • Specific reduction of SSC for youth at risk of exclusion and/or with disability • Aid for employment of NEETs up to 6 months • Training and employment promotion for young researchers	• Flat rate for self-employed workers • Aid for self-employment for NEETs • Making the unemployment benefit (UB) compatible with the strat of an entrepreneurial activity • Capitalization of the UB • Second opportunity for entrepreneurs • Promote entrepreneurship culture • Advice and guidance through reference offices

4. Continuous assessment

The YGIP of Spain comprises general and specific indicators. General indicators are aimed at measuring the overall effect of the YG in the Spanish youth labour market and include:

- ✓ NEET rate;
- ✓ Rate of youth employment;
- ✓ Ratio of youth unemployment;
- ✓ Proportion of NEETs who are unemployed. Inactivity of NEETs disconnects them from the labour market so they are unlikely to enter it. It would therefore be positive if a larger percentage of NEETs were actively seeking a job;
- ✓ Percentage of NEETs who are in long-term unemployment. This indicator shows to what extent actions to prevent youth unemployment are successful.

The results in employment and continued training or education are to be measured in line with the *Youth Employment Initiative* monitoring indicators, namely:

- ✓ **Financial indicators:** total amount of eligible expenditure entered into the accounting system of the certifying authority and certified by that authority;
- ✓ **Output indicators:** relate to operations and individuals supported (participants, including those who did not complete), measured in physical or monetary units;
- ✓ **Result indicators** capture the expected effects on participants brought about by an operation. Results can be immediate or longer-term. Immediate result indicators capture the situation when the participants leave the supported operation. Longer-term result indicators refer to a participant's situation at a certain moment in time after the exit date (usually 6 months after programme's end).

5. Challenges identified by the European Commission to implement the YG in Spain

- ✓ *Risk that not all young people under the age of 25 years who are unemployed or who have left formal education are considered as target population.*
- ✓ *Non-availability of comprehensive ex-ante evaluation of the effectiveness and adequacy of the proposed short-term training, hiring subsidies and social security reductions to facilitate the sustainable labour market integration of young people.*
- ✓ *Lack of sufficient resources in the Public Employment Services, foreseen as the main entry point for the YG initial assistance, to provide adequate personalised guidance and individual action planning based on the profiles established initially.*
- ✓ *Unclear outreach mechanisms for non-registered unemployed or inactive youngsters.*
- ✓ *Need for better targeting of the regional disparities and needs, continuous monitoring and effective coordination between the central authorities and the autonomous regions that will be among the main responsible for the implementation of the YG.*
- ✓ *Lack of complementary national funding, which could undermine the implementation of the Youth Guarantee in the short- and long-term.*

**MONITORING PERFORMANCE
AND ASSESSING THE IMPACT
OF YOUTH GUARANTEE
SCHEMES**



**Monitoring and evaluation
of youth employment
interventions: An
Introduction**

Session

3

Monitoring and evaluation of youth employment interventions: An Introduction

Learning objectives	By the end of the session participants will have: • Recollected the basic principles of monitoring and evaluation; • Re-examined the main elements of performance monitoring (indicators, baseline, targets and data sources).
Delivery time	120 minutes
Activities	✓ 10 Golden Rules ✓ Group discussion introduced by an example showing the difficulties involved in setting well-defined indicators.

Youth employment programmes, like any other type of public policy intervention, are designed to change the current situation of the target group and achieve specific results, like increasing employment or reducing unemployment.

The key policy question is whether the planned results (outcomes) were actually achieved. Often, in fact, the attention focuses on **inputs** (e.g. the human and financial resources used to deliver a programme) and **outputs** (e.g. number of participants), rather than on whether the programme is achieving its intended **outcomes** (e.g. participants employed or with the skills needed to get productive jobs).

INTRODUCTION

M&E BASIC PRINCIPLES

[PPT presentation and Handout]

10 GOLDEN RULES FOR THE DESIGN OF INDICATORS

[Flipchart]

GROUP DISCUSSION

The PPT and Handout attached to this learning module cover:

- ✓ Definition of monitoring and evaluation (including performance measurement and impact evaluation);
- ✓ Theory of change and performance management systems;
- ✓ Performance indicators (process, outcome and progression) with examples;
- ✓ How to measure progression through transition matrixes;
- ✓ Targets, baseline and data sources;
- ✓ Monitoring results (through administrative and survey-based data).

In a flipchart the facilitator(s) should list the 10 golden rules to be followed in the design of indicators:

1. **Relevant:** clearly indicate whether progress is being made.
2. **Disaggregated:** to capture what is to be measured.
3. **Understandable:** easy to use and understand with data relatively simple to collect.
4. **Clearly defined:** to ensure consistency of measurement. It is best to include calculation method (with examples), source of data and target to be achieved
5. **Few:** avoid information overload and over-aggregation.
6. **Specific:** reflecting the problems the intervention intends to address (i.e. with clear linkages to the objective of the measure);
7. **Cost-efficient:** trade-off between indicators/cost of data collection
8. **Technically sound:** the meaning and interpretation should be clear and data reliable.
9. **Forward-looking** able to measure trends over time.
10. **Adaptable** to be used in different regions and circumstances.

To launch a discussion on the difficulties entailed in monitoring the performance of YG schemes, the facilitator may provide the example below.

Example of a traineeship programme

Measure	Target group	Population reached (process)	Outcome for population (result)
Traineeship	Young unemployed between 18 and 29 registered with the PES and holding a level from 2 to 8 of the NQF Annual target: 25,000	Number of beneficiaries integrated in a traineeship programme 4 months after registration with the PES	% of beneficiaries integrated in the labour market 6 months after the end of the traineeship

What does “between 18 and 29” mean?
At which date do we measure when a participant is between 18 and 29?
How do we find out what NQF level a person has?
What does “unemployed” mean? Does registration with the PES suffice to be classified as unemployed?
What is the baseline for the target of 25,000 youth?

What does “integrated” mean?
Does it refer to enrolment, participation, completion?
What about those who leave the programme before completion?

The objective of the programme is to:
“Complement and develop the skills of youth seeking their first job or new one”
What does “first job” mean? Does a summer job qualify as a job or not?
If the objective of the measure is to complement/develop skills, why there is nothing to measure the level of skills after the programme?

Handout 1: Basic principles of monitoring and evaluation

1. Monitoring and evaluation: Definitions

Youth employment programmes, like any other type of public policy intervention, are designed to change the current situation of the target group and achieve specific results, like increasing employment or reducing unemployment. The key policy question is whether the planned results (outcomes) were actually achieved. Often, in fact, the attention of policy-makers and programme managers is focused on inputs (e.g. the human and financial resources used to deliver a programme) and outputs (e.g. number of participants), rather than on whether the programme is achieving its intended outcomes (e.g. participants employed or with the skills needed to get productive jobs).

Monitoring and evaluation are the processes that allow policy-makers and programme managers to assess: how an intervention evolves over time (monitoring), how effectively a programme was implemented and whether there are gaps between the planned and achieved results (evaluation) and whether the changes in well-being are due to the programme and to the programme alone (impact evaluation).

Monitoring is a continuous process of collecting and analysing information about a programme, and comparing actual against planned results in order to judge how well the intervention is being implemented. It uses the data generated by the programme itself (characteristics of individual participants, enrolment and attendance, end of programme situation of beneficiaries and costs of the programme) and it makes comparisons across individuals, types of programmes and geographical locations. The existence of a reliable monitoring system is essential for evaluation.

Evaluation is a process that systematically and objectively assesses all the elements of a programme (e.g. design, implementation and results achieved) to determine its overall worth or significance. The objective is to provide credible information for decision-makers to identify ways to achieve more of the desired results. Broadly speaking, there are two main types of evaluation:

- ✓ **Performance evaluations** focus on the quality of service delivery and the outcomes (results) achieved by a programme. They typically cover short-term and medium-term outcomes (e.g. student achievement levels, or the number of welfare recipients who move into full-time work). They are carried out on the basis of information regularly collected through the programme monitoring system. Performance evaluation is broader than monitoring. It attempts to determine whether the progress achieved is the result of the intervention, or whether another explanation is responsible for the observed changes.
- ✓ **Impact evaluations** look for changes in outcomes that can be directly attributed to the programme being evaluated. They estimate what would have occurred had beneficiaries not participated in the programme. The determination of causality between the programme and a specific outcome is the key feature that distinguishes impact evaluation from any other type of assessment.

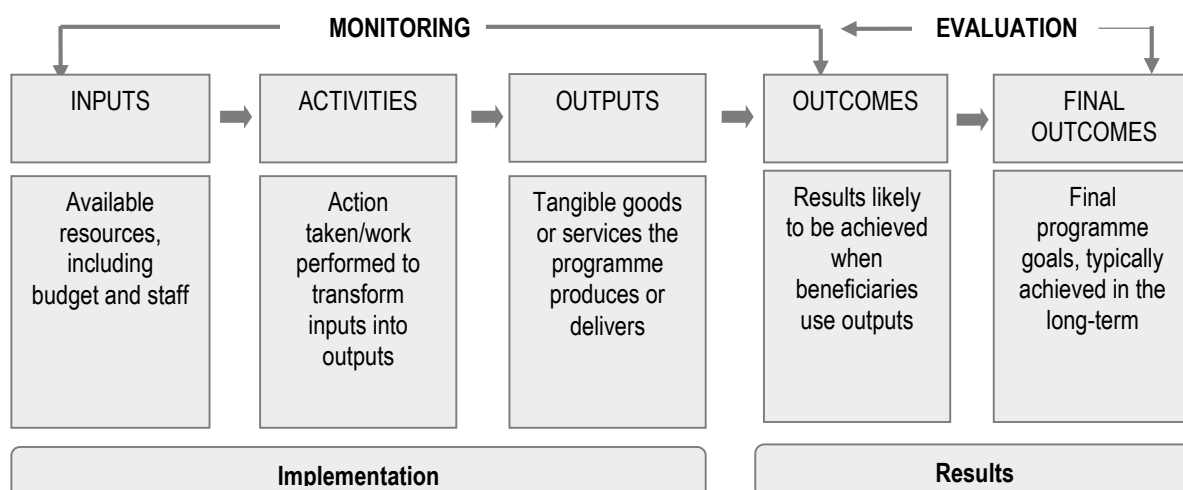
Monitoring and evaluation usually include information on the cost of the programme being monitored/evaluated. This allows judging the benefits of a programme against its costs and identifying which intervention has the highest rate of return. Two tools are commonly used.

- ✓ A **cost-benefit analysis** estimates the total benefit of a programme compared to its total costs. This type of analysis is normally used *ex-ante*, to decide among different programme options. The main difficulty is to assign a monetary value to “intangible” benefits. For example, the main benefit of a youth employment programme is the increase of employment and the earning opportunities for participants. These are tangible benefits to which a monetary value can be assigned. However, having a job also increase people’s self-esteem, which is more difficult to express in monetary terms as it has different values for different persons.
- ✓ A **cost-effectiveness** analysis compares the costs of two or more programmes in yielding the same outcome. Take for example a wage subsidy and a public work programme. Each has the objective to place young people into jobs, but the wage subsidy does so at the cost of \$500 per individual employed, while the second costs \$800. In cost-effectiveness terms, the wage subsidy performs better than the public work scheme.

2. Theory of change

A theory of change describes how an intervention will deliver the planned results. A causal/result chain (or logical framework) outlines how the sequence of inputs, activities and outputs of a programme will attain specific outcomes (objectives). This in turn will contribute to the achievement of the overall aim. A causal chain maps: (i) inputs (financial, human and other resources); (ii) activities (actions or work performed to translate inputs into outputs); (iii) outputs (goods produced and services delivered); (iv) outcome (use of outputs by the target groups); and (v) aim (or final, long-term outcome of the intervention).

Figure 1. Results chain



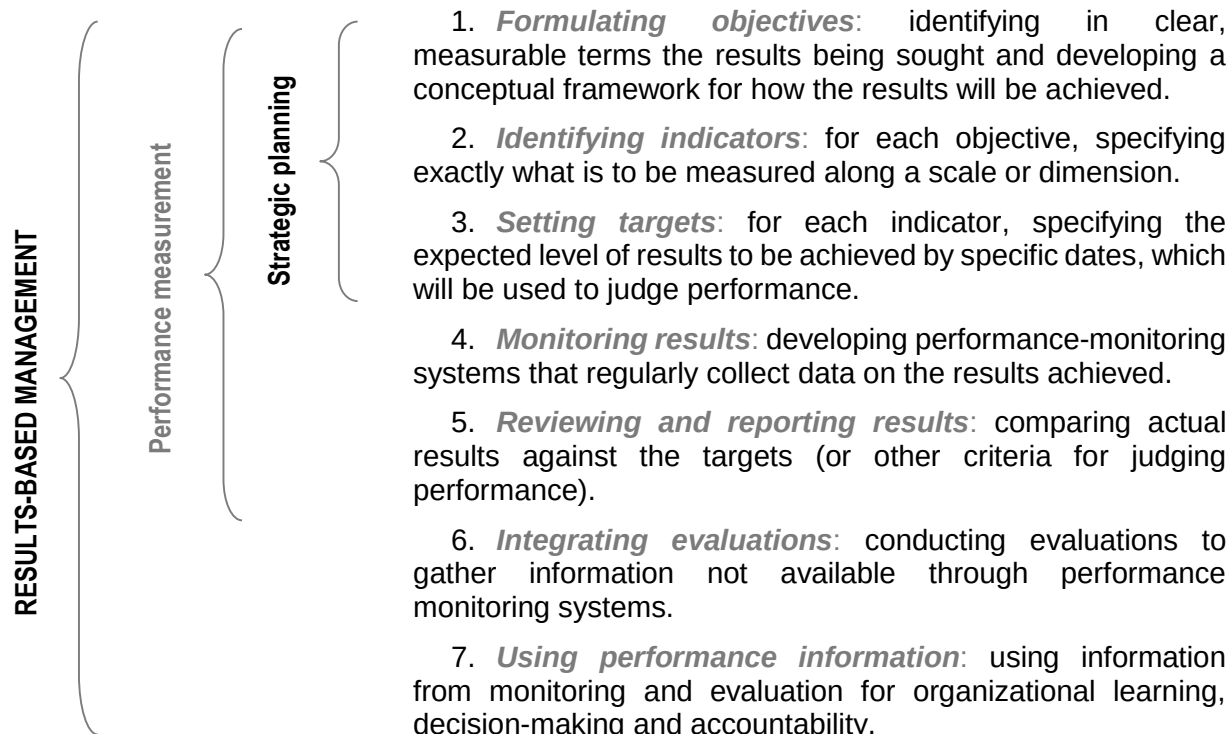
In the result chain above, the **monitoring** system would continuously track: (i) the resources invested in/used by the programme; (ii) the implementation of activities in the planned timeframe; and (iii) the delivery of goods and services. A **performance evaluation**

would, at a specific point of time, judge the inputs-outputs relationship and the immediate outcomes. An **impact evaluation** would provide evidence on whether the changes observed were caused by the intervention and by this alone.

3. Performance management systems and performance measurement

Performance management (or results-based management) is a strategy designed to achieve changes in the way organizations operate, with improving performance (better results) at the core of the system. **Performance measurement** (performance monitoring) is concerned more narrowly with the production of information on performance. It focuses on defining objectives, developing indicators, and collecting and analysing data on results. Results-based management systems typically comprise seven stages:

Figure 2 Steps of performance management systems



The setting up a performance monitoring system for youth employment programmes, therefore, requires: clarifying programme objectives; identifying performance indicators; setting the baseline and targets, monitoring results, and reporting.

In many instances, the objectives of a youth employment programme are implied rather than expressly stated. In such cases, the first task of performance monitoring is to articulate what the programme intends to achieve in measurable terms. Without clear objectives, in fact, it becomes difficult to choose the most appropriate measures (indicators) and express the programme targets.

4. Performance indicators

Performance indicators are concise quantitative and qualitative measures of programme performance that can be easily tracked on a regular basis. **Quantitative indicators** measure changes in a specific value (number, mean or median) and a percentage. **Qualitative indicators** provide insights into changes in attitudes, beliefs, motives and behaviours of individuals. Although important, information on these indicators is more time-consuming to collect, measure and analyse, especially in the early stages of programme implementation.

Box .1. Tips for the development of indicators

Relevance. Indicators should be relevant to the needs of the user and to the purpose of monitoring. They should be able to clearly indicate to the user whether progress is being made (or not) in addressing the problems identified.

Disaggregation. Data should be disaggregated according to what is to be measured. For example, for individuals the basic disaggregation is by sex, age group, level of education and other personal characteristics useful to understanding how the programme functions. For services and/or programmes the disaggregation is normally done by type of service/programme.

Comprehensibility. Indicators should be easy to use and understand and data for their calculation relatively simple to collect.

Clarity of definition. A vaguely defined indicator will be open to several interpretations, and may be measured in different ways at different times and places. It is useful in this regard to include the source of data to be used and calculation examples/methods. For example, the indicator “employment of participants at follow-up” will require: (i) specification of what constitutes employment (work for at least one hour for pay, profit or in kind in the 10 days prior to the measurement); (ii) a definition of participants (those who attended at least 50 per cent of the programme); and (iii) a follow-up timeframe (six months after the completion of the programme). Care must also be taken in defining the standard or benchmark of comparison. For example, in examining the status of young people, what constitutes the norm – the situation of youth in a particular region or at national level?

The number chosen should be small. There are no hard and fast rules to determine the appropriate number of indicators. However, a rule of thumb is that users should avoid two temptations: information overload and over-aggregation (i.e. too much data and designing a composite index based on aggregation and weighting schemes which may conceal important information). A common mistake is to over-engineer a monitoring system (e.g. the collection of data for hundreds of indicators, most of which are not used). In the field of employment programmes, senior officials tend to make use of high-level strategic indicators such as outputs and outcomes. Line managers and their staff, conversely, focus on operational indicators that target processes and services.

Specificity. The selection of indicators should reflect those problems that the youth employment programme intends to address. For example, a programme aimed at providing work experience to early school leavers needs to incorporate indicators on coverage (how many among all school leavers participate in the programme), type of enterprises where the work experience takes place and the occupation, and number of beneficiaries that obtain a job afterwards by individual characteristics (e.g. sex, educational attainment, household status and so on).

Cost. There is a trade off between indicators and the cost of collecting data for their measurement. If the collection of data becomes too expensive and time consuming, the indicator may ultimately lose its relevance.

Technical soundness. Data should be reliable. The user should be informed about how the indicators were constructed and the sources used. A short discussion should be provided about their meaning, interpretation, and, most importantly, their limitations. Indicators must be available on a timely basis, especially if they are to provide feedback during programme implementation.

Forward-looking. A well-designed system of indicators must not be restricted to conveying information about current concerns. Indicators must also measure trends over time.

Adaptability. Indicators should be readily adaptable to use in different regions and circumstances.

Source: adapted from Canadian International Development Agency (CIDA), 1997. Guide to Gender-Sensitive Indicators (Ottawa, CIDA).

4.1. Process (implementation) indicators

When choosing performance indicators, it is important to identify indicators at all levels of the results chain, and not just at the level of outcomes. Information on process is useful for documenting programme implementation over time and explaining differences across programme sites. Information on individual participants (e.g. sex, age group, national origin, medical condition, educational attainment, length of unemployment spells and so on) allows users to judge compliance with targeting criteria. Some examples of the most common implementation indicators are shown in the Table 1 below.

Table.1. Example of common process (implementation) indicators (measurement and disaggregation)

	Process indicators	Calculation method	Disaggregation
1	Composition of entrants/ participants/completers *	$\frac{\text{Number of entrants in period } t}{\text{Total number of entrants in period } t} \times 100$	– by type of programme – by characteristics of individuals <u>Programme</u>: training, subsidy, self-employment, etc. <u>Individuals</u> by sex, age group, education level, unemployment duration, type of disadvantage, prior occupation/work experience
2	Stock variation of entrants/ participants/completers	$\frac{\text{Number of entrants in period } t - \text{Number of entrants in period } t-1}{\text{Number of entrants in period } t-1} \times 100$	As above

3	Inflow of entrants (or participants)	Number of new entrants in period t $= \frac{\text{Number of new entrants in period } t}{\text{Stock of entrants end of period } t-1}$	As above
4	Degree of coverage of target population (entrants/participants/completers)	Number of programme entrants*100 $= \frac{\text{Number of programme entrants} \times 100}{\text{Total targeted population}}$	As above
5	Implementation	Number of implemented actions $= \frac{\text{Number of implemented actions}}{\text{Number of planned actions}}$	As above
6	Average cost per entrant/participants/completer	Total cost of programme $= \frac{\text{Total cost of programme}}{\text{Total number of entrants}}$	By programme

*Note: * Entrants are all individuals who start a specific programme. Participants are all individuals who entered and attended the programme for a minimum period of time (usually determined by the rules of the programme as the minimum period required to produce changes, for example 50 per cent of the programme duration). Completers are those who completed the whole programme. Dropouts, usually, are those who left the programme before a minimum period of attendance established by the rules of the programme (e.g. the difference between entrants and participants).*

The indicator in the first row, for example, serves to determine whether the targeting rules of the programme are being complied with. For instance, in a youth employment programme targeting individuals with less than primary education, the share of entrants by this level of education over the total will determine if eligibility rules are being followed and allow tracking of sites with the best/worst compliance.

The indicators in the second and third rows serve to measure the evolution of the programme's intake. It is normal, in fact, to see increases in intake as the programme matures. The time t may be any time interval (yearly, quarterly or monthly). The indicator in the fourth row serves to measure the overall coverage of the programme. Depending on its scope, the denominator can be the total number of youth (in a country, region, province or town) or only those who have certain characteristics (e.g. only those who are unemployed, workers in the informal economy, individuals with a low level of education and so on). The indicator in the fifth row serves to measure the pace of implementation compared to the initial plan, while the indicator in the last row is used to calculate overall costs.

4.2. Outcome (result) indicators

Since the overarching objective of youth employment programmes is to help young people get a job, the most significant outcome indicators are: (i) the gross placement (employment) rate by individual characteristics and type of programme; (ii) average cost per young person placed; and (iii) the level of earnings of youth participants employed. The more disaggregated the data, the better, as this allows comparison across individuals, programmes and geographical locations. Calculation methods and disaggregation are shown in Table 2 below.

Table 3: Outcome indicators (measurement and disaggregation)

	Outcome indicators	Calculation method	Disaggregation
1	Gross placement rates (individuals)	$\text{Number of placements} \times 100$ $= \frac{\text{-----}}{\text{-----}}$ Total number participants (including dropouts)	– by type of programme – by characteristics of individuals – by type of job <u>Programme</u>: training, subsidy, self-employment, public work scheme <u>Individuals</u> by sex, age group, education level, unemployment duration, type of disadvantage, prior occupation/work experience <u>Jobs</u> by economic sector and size of the enterprise, occupation, contract type and contract duration
2	Earnings	$\text{Number of individuals placed in a job and earning (hourly) wages over the minimum} \times 100$ $= \frac{\text{-----}}{\text{-----}}$ Number of placements	– by type of programme – by characteristics of individuals – by type of jobs
3	Cost per placement	Total cost $= \frac{\text{-----}}{\text{---}}$ Number of placements	– by type of programme

The above-mentioned disaggregation also allows data users to judge the “quality” of the results achieved. The use of total placement as an indicator of performance, in fact, has two main shortcomings. The first is the likely prevalence of short-term employment and the likelihood that beneficiaries re-enter unemployment soon after the end of the programme. The second is the lack of distinction between “easy-to-place” youth (who would eventually get a job also without the programme) and “disadvantaged” youth (who are likely to experience long spells of unemployment if they are not helped). The first issue results in “gaming” behaviour, for example, administrators may be tempted to “cheat” the system by focusing on short-term placement (with no attention to quality) to achieve programme targets. The second gives rise to “creaming” (or cream-skimming), namely the selection for programme participation of those youth most likely to succeed, as compared to those who most need the programme.

The disaggregation proposed in Table 2 corrects these shortcomings by requiring collection of information on the characteristics of individuals employed and the type of jobs they perform. Calculation of hourly wages helps to measure the welfare gains more accurately than total earnings, as young workers may have higher earnings only because they work longer hours.

Cost is another important measure: it allows users to decide whether a programme is cost-effective (e.g. whether the rate of return in terms of placement justifies the resources invested).¹ Usually, the overall costs of a programme are compared to those of other programmes with similar objectives and target groups). Overall costs include: 1) the disbursements made to service providers (e.g. the payment made to a training centre to conduct a vocational training course) or to other agencies (e.g. the cost of insuring participants during programme participation); 2) payments made to individual participants (e.g. the reimbursement of transport costs incurred to reach the site of training, subsidies for living costs and so on); and 3) the administrative cost of running the programme.

As outcome indicators depend on the specific objectives of each youth employment programme, each programme has its own. Some examples of outcome indicators for the most common employment programmes are provided in Table 3. When selecting outcome indicators, attention must be paid to the costs and time involved in collecting the data needed. For this reason, it is always better to focus on a few, but well-chosen indicators.

In terms of youth employment programmes, cost-efficiency refers to the simple relation between cost and results (e.g. cost of the programme vs. number of individuals placed). Cost-effectiveness relates also to the quality of placement, and not only to quantity (e.g. cost of the programme vs. individuals placed in “good” jobs).

Table 3: Examples of performance indicators for youth employment

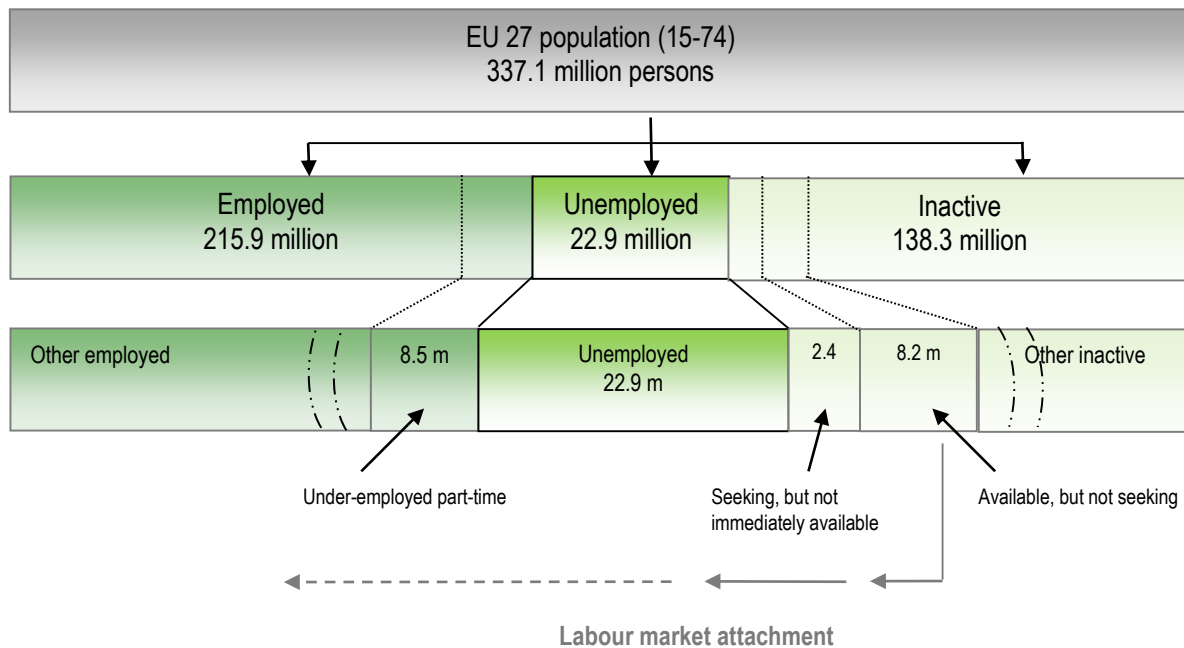
Vocational training	
Completion rate	= number of individuals who complete the training programme/number of entrants*
Graduation rate	= number of individuals who passed standardized testing at the programme's end/number of entrants
Drop-out rate	= number of individuals who left the course in the first (30, 60, 90) days of programme/number of entrants
	* For training programmes, it is necessary to distinguish between those who entered the course (entrants) and those who attended a minimum period (participants). In some programmes, the term "completers" is used to denote those who complete the whole programme.
Proportion of participants in regular (unsubsidized) employment at follow-up, including: • (For on-the-job training): share of trainees employed in same enterprise offering training; • (For all types of training): share of trainees employed in the occupation of training; and • (For all types of training): share of trainees using skills acquired during the training.	= number of participants employed at follow-up/number of entrants/participants = number of employed trainees in same enterprise/number of trainees employed = number of trainees employed in occupation of training/number of trainees employed = number of trainees employed who use skills learnt/number of trainees employed
Average earnings	= Total earnings of trainees employed/number of trainees employed = Number of trainees employed earning hourly wages over minimum/number of trainees employed
Average cost per participant/completer	= total cost /number of participants/completers
Average cost per participant/completer employed at follow-up	= total cost /number of participants/completer employed
Employment subsidy	
Proportion of subsidized workers (participants) in regular employment at follow-up, including: • Share of subsidized workers still employed at follow-up in partner enterprise	= number of subsidized workers employed at follow-up/number of participants = number of subsidized workers employed at follow-up in partner enterprise/number of subsidized workers employed at follow-up

Average earnings	= Total earnings of subsidized workers/number of subsidized workers employed at follow-up = Number of subsidized workers earning hourly wages over minimum/number of subsidized workers employed at follow-up
Average cost per subsidized worker employed at follow-up	= total cost of subsidy/number of subsidized workers employed at follow-up
Average cost of subsidy per subsidized worker	= total cost subsidy/number of participants
Self-employment assistance	
Proportion of persons still self-employed at follow-up	= number of self-employed at follow-up/number of participants
Average earnings	= Total earnings of self-employed/ number of individuals still self-employed at follow-up = Number of self-employed earning incomes over the minimum/number of individuals who are still self-employed at follow-up* * To compare self-employment earnings, one can use either the level of the statutory minimum wage, or the average earning for self-employed, if available (this is usually calculated by the statistical office)
Average cost of assistance per person still self-employed at follow-up	= total cost of assistance/number of self-employed at follow-up
Average cost per participant	= total cost of assistance/number of participants
Average added employment generated by assisted self-employed	= number of additional jobs created (individuals employed) by self-employed individuals assisted by the programme

4.3. Progression indicators (labour market attachment)

Employment programmes usually target individuals who are unemployed according to ILO standards (without work, looking for work and available to work). Registering with the PES is usually considered sufficient for an individual to comply with the three mentioned criteria. Recently, employment programmes started to target individuals that are in the potential labour force, but do not comply with all the criteria of the unemployment definition.² These individuals (schematically presented in the Figure below) may be targeted by employment programmes aimed at increasing their labour market attachment.

Figure 2: Labour market statuses



Progression indicators, therefore, measure the change in labour market status that services and programme produce in individuals that are “detached” from the labour market (in the potential labour force, but not unemployed). For example, progression indicators measure how many individuals who are available, but not seeking work become unemployed (outflow from inactivity into unemployment, inflow into unemployment) after a job search training; and how many of these move to subsidized employment (outflow from unemployment into subsidized employment) and of many (at the end of treatment) become employed (outflow from subsidized to open employment).

In the same way in which progression indicators measure the change in the labour market status of inactive persons, it is possible to design indicators to measure the progress made by individuals in other personal development areas. The main difficulty in designing this type of indicators is to precisely define the characteristics of the different stages of progression and the data that are needed.

² For more information see EUROSTAT, *Statistics in Focus 2011/57* at http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-057/EN/KS-SF-11-057-EN.PDF

5. Targets, baseline and data sources

One of the most problematic issues in performance monitoring is the definition of appropriate targets. For example, the information that participants have an average 50 per cent employment rate in the year following programme participation has no value as a measure of performance *per se*; it needs to be compared against another value. Outcomes can be measured against **targets** (i.e. particular values specified for an indicator to be accomplished in a specific timeframe) or **standards** (values that define acceptable performance for a specific programme, usually constructed on figures stemming from the implementation of prior programmes). The setting of targets comprises four steps:

1. **Set the baseline.** Without a baseline – that is, the value of an indicator just before implementation begins – it is difficult, if not impossible, to establish a realistic performance target. Baseline data is the initial information on programme participants (or other programme aspects) collected prior to programme intervention. They may be established using existing secondary data sources or may require the collection of primary data.
2. **Identify trends.** This allows users to understand the historical trends in the indicator value over time (e.g. whether available data show changes, either upward or downward over time). Targets should reflect these trends plus the value that a programme is expected to add. For example, if the employment rate of youth with low educational attainment has remained at 40 per cent for the last five years, a reasonable target can be set at a value above that.
3. **Review research findings.** There is a large body of literature on active labour market programmes targeting youth (design and implementation rather than impact measures). Reviewing research findings may be helpful in setting realistic targets, especially for the most common programmes (e.g. vocational training programmes). For example, the experience of various countries on training programmes targeting youth shows a gross employment rate at follow-up ranging between 50 and 65 per cent of total participants.
4. **Benchmarking.** An increasingly popular way of setting targets is to use the results of similar high-performance programmes. Also, targets can be set against the placement rate of the programme across different types of participants or the placement rate of the programme across different geographical areas. For example, if the programme targets both adults and young people, the performance of the programme targeting youth can be benchmarked against that of adults. Conversely, if the programme is implemented in multiple locations for the same target group, placement rates can be compared across sites.

The first measurement of a performance indicator is the **baseline**. A performance baseline is information – quantitative and qualitative – that provides data on the outcome indicators directly affected by the programme at the beginning of the monitoring period.

Baseline information needs to be collected and analysed for each of the indicators selected. For this reason, the more indicators there are, the more complex (and costly) the monitoring process can be. In addition, if an impact evaluation is planned, baseline data needs to be collected on a representative sample of the whole eligible population to allow for the random selection of participants and non-participants. This may considerably increase the cost of data collection. Performance indicators and data collection strategies need to be grounded in the type of data system in place and the figures that can be produced (sources, collection methods, frequency and costs).

The first challenge is to identify the **data sources** for the performance indicators of the youth employment programme. Data sources for the baseline can be primary (collected by the implementing agency specifically for programme purposes through the running of a baseline survey) or secondary (collected by other entities for other purposes), or (more often) a combination of both. Examples of secondary data sources are the figures of the **Labour Force Survey** (survey-based data) and labour-related **administrative data**, generally derived as by-products of administrative procedures (employment services, social security contribution etc.).

When the existing statistical system is unable to provide the data necessary to set the baseline for the youth employment programme, it is necessary to collect figures from **primary sources**. Primary data can be collected in a number of ways (e.g. through focus group interviews or direct observation). The most common method is to conduct a specifically designed, one-to-one survey of the target group. If primary data need to be collected to build the baseline, the steps to be followed include: (i) selection of the sampling strategy, (ii) design and pilot-testing of the questionnaire; and (iii) data collection and cleaning.

6. Measuring results

To operationalize a performance monitoring system, records of programme entrants (including information on characteristics such as age, sex, education level and other labour market barriers such as early school leaving, long-term unemployed or degree of disability) need to be combined with evidence of individual outcomes at follow-up. The latter should be gathered either through administrative data or follow-up surveys.

In measurement through administrative data, information on programme participants is matched with information of social security contributions, national insurance or payroll tax agencies after a minimum period of time (usually six months). The key used to match programme participants to administrative records is their unique identification number (e.g. identity number, social security contribution number or fiscal number). There are a number of problems with using administrative records to measure employment at follow-up. First, access to personal data may be restricted by privacy protection legislation. Second, administrative records may not be completely accurate or reliable. They may not provide information on earnings, or there may be delays in the updating of records or the cleaning of corrupt, incomplete or inaccurate figures.

If data on the employment of participants after the programme cannot be derived with certainty from existing data sources, it may be necessary to conduct a follow-up (or tracer) survey on programme participants to measure their (re)employment rate.³ The main distinction between a follow-up and tracer survey is that the latter may not be fully representative. Much depends on the number of beneficiaries that can be “traced” and interviewed many months (if not years) after their participation in the programme.

Typically, six months after the programme’s end, a follow-up survey is conducted with participants to verify their labour market status and level of earnings. Ideally, all participants need to be interviewed either through a one-to-one interview, face to face or by telephone. If the number of participants is large, a representative sample needs to be drawn to ensure the validity of the data collected.

The design and implementation of the follow-up survey follows the same steps of the collection of primary baseline data (selection of the sampling strategy, design and pilot-testing of the questionnaire; and data collection and cleaning). The only difference is that the survey instruments need to be designed to verify both quantity and quality of employment and measure the relevance of service provision to employment outcomes.

³ Tracer studies obtain their name from the primary activity involved, which is to trace, find or locate a group of individuals. With tracer studies, significant effort is expended in tracing the interviewee. Tracer studies are sometimes referred to as follow-up studies because they trace individuals some time after their participation in a programme, and follow-up on what has happened in their lives subsequently. For a complete guide to tracer studies see International Programme on the Elimination of Child Labour (IPEC), 2011. *Child Labour Impact Assessment Toolkit: Tracer Study Manual* (Geneva, ILO).

**MONITORING PERFORMANCE
AND ASSESSING THE IMPACT
OF YOUTH GUARANTEE
SCHEMES**

**Indicator framework for
monitoring the Youth
Guarantee**

Session

4

Indicator framework for monitoring the Youth Guarantee

Learning objectives	By the end of the session participants will have: Reviewed the indicators (definition and measurement method) established to monitor Youth Guarantee schemes
Delivery time	120 minutes
Activities	None

This session is aimed at introducing the indicators established at EU level to monitor the Youth Guarantee.

The indicators discussed in this session need to be examined in more detailed when reviewing their application within the monitoring framework of the national YG scheme (session 5).

INTRODUCTION

EU INDICATORS: EMPLOYMENT COMMITTEE, ESF AND YEI

[PPT presentation and Handout describing the EU monitoring framework]

INDICATOR FRAMEWORK FOR MONITORING THE YG

[PPT and Handout]

¹ The EMCO framework of indicators 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).

The framework for monitoring national YG schemes 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* (established by the Employment Committee) serves to monitor the inflows and outflows of young people in the YG scheme – irrespective of the source of financing – and on the (indirect) effects of YG implementation on the educational attainment and labour market situation of young people.

The Indicator Framework for monitoring the YG (see Annex 2) encompasses three categories of indicators, to be collected and reported upon annually:

1. **Aggregate monitoring:** macroeconomic indicators (EU Labour Force Survey data);
2. **Direct monitoring:** monitoring of YG delivery (inflow/outflow indicators, based on administrative data);
3. **Follow-up monitoring:** monitoring of the situation of young people who have exited the YG preparatory phase (result/outcome indicators, based on administrative and survey data).

These indicators serve to measure:

- i. the results of the YG on the overall situation of young NEETs at national level;
- ii. the efficiency of YG service delivery; and
- iii. the sustainability of outcomes achieved by individuals going through the YG scheme.

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

Aggregate macroeconomic indicators

[PPT slides 4 to 6]

Direct monitoring indicators measure inflows and outflows of young individuals in the YG scheme. This requires clear entry and exit points into/from the YG 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.

Direct monitoring: inflows and outflows

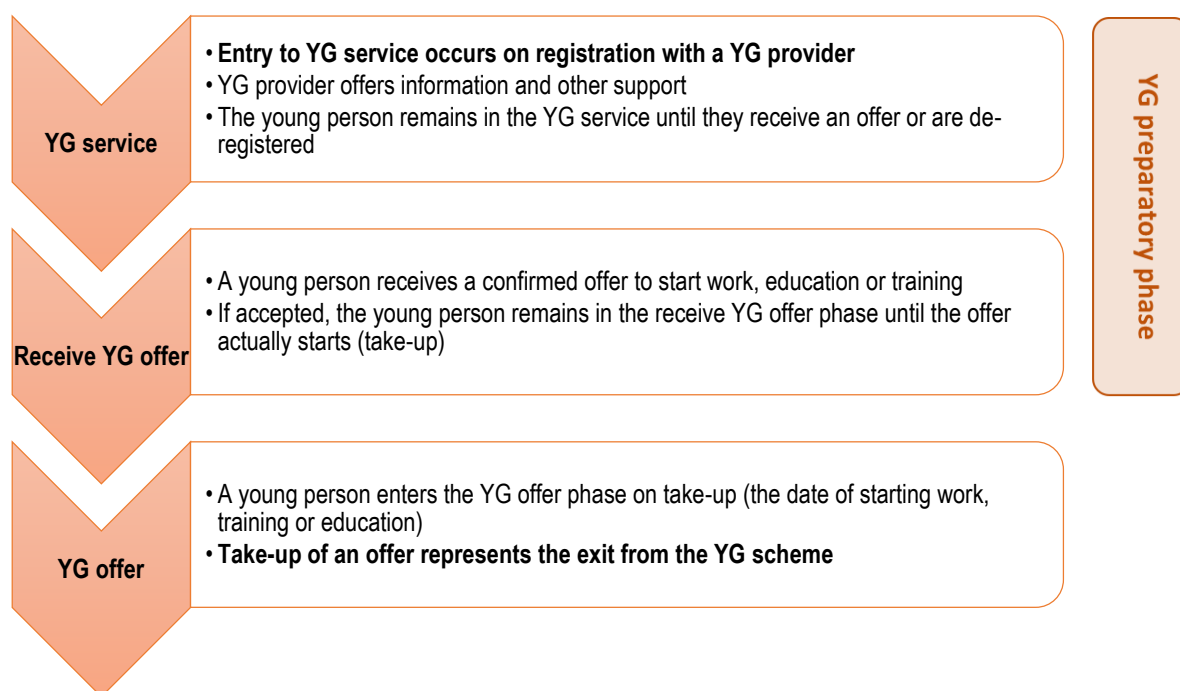
[PPT slides 7-19]

This monitoring framework envisages three **direct** monitoring indicators, namely:

1. Proportion of young people still in the YG preparatory phase beyond 4 months;
2. Positive and timely exits from the YG preparatory phase; and
3. Average annual stock of young people in the YG preparatory phase (over total NEET population, i.e. coverage of the YG scheme).

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

Figure 1: Progression through the different phases of YG schemes



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

Direct monitoring: inflows and outflows

[PPT slides 7-19]

cont.

During the **YG service** phase (from the date of registration till the offer), young beneficiaries received information, guidance, skills assessments, individual action planning and also training services (basic skills, core employability skills and so on).

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)”.

Follow-up indicators focus on situation of young people after exiting the YG preparatory phase (at 6, 12 and 18 months) by positive, negative and unknown status and by type of offer received (employment, traineeship, apprenticeship and continued education).

“Positive status” means that the young person is in employment, apprenticeship, traineeship or education. “Negative status” is when the young person is unemployed or inactive. “Unknown” applies to all other situations.

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)*. This document (see Annex 2) prescribes that data has to be collected those individuals who are registered as participants and for whom ESF/YEI funds have been earmarked.

The implementation (output) indicators for measures funded by the ESF/YEI focus on the individual characteristics of participants, type of programmes and completion rates. This requires that the young person who received a subsidized offer from an YG partner provider and exited the YG preparatory phase, be recorded as “participants” in the programme subject-matter of the subsidized offer.

The ESF/YEI indicator framework includes four indicators, two on implementation (or output) and two on results (or outcomes).

The two implementation indicators measure the overall number of individuals enrolling into a programme funded by ESF/YEI and the number of those who actually attend the whole programme according to schedule. Interventions are organized into four categories: i) employment and self-employment (following the ILO definition); ii) education and training (and for these programmes “completion” means the attainment of a recognised qualification); iii) traineeship and iv) apprenticeship.

Follow-up indicators

[PPP slides 19-21]

ESF/YEI INDICATOR FRAMEWORK

Implementation indicators

[PPT slides 23-25]

Result indicators

[PPT slides 26-29]

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.

Handout 2: Indicator framework for monitoring the Youth Guarantee

Content

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Introduction

The EU 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 not in employment, education or 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. Indicator framework for monitoring the YG

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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

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>

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 may 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 NEET 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

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.

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

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)	<i>Percentage of the 15-24 population of a given sex who is not employed and not involved in further education or training.</i> 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 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)	<i>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.</i> 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.
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 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.
Labour market indicators	Measurement, source of data and disaggregation
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 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.
Educational attainment indicators	Measurement, source of data and disaggregation
Proportion of 30-34 with tertiary educational attainment level (ISCED 5-6), %	<i>Percentage of the population in the give age and sex group with educational attainment at ISCED level 5 or 6</i> The numerator comprises all persons in the given age group and sex who have tertiary educational attainment (ISCED level 5-6). 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

Early leavers (18-24), %	<i>Percentage of the population aged 18 to 24 having attained at most lower secondary education and not being involved in further education or training.</i> 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.
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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*; Agência Nacional para a Qualificação, *Report on the Referencing of the National Qualifications Framework to the European Qualifications Framework*, 2011, downloadable at www.eqf-ref.eu/index.php?option=com_docman&task=doc

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 5-6, %	42.3		37.1		47.5	
	Early leavers from education/training (18-24), %	23.6		27.2		19.8	

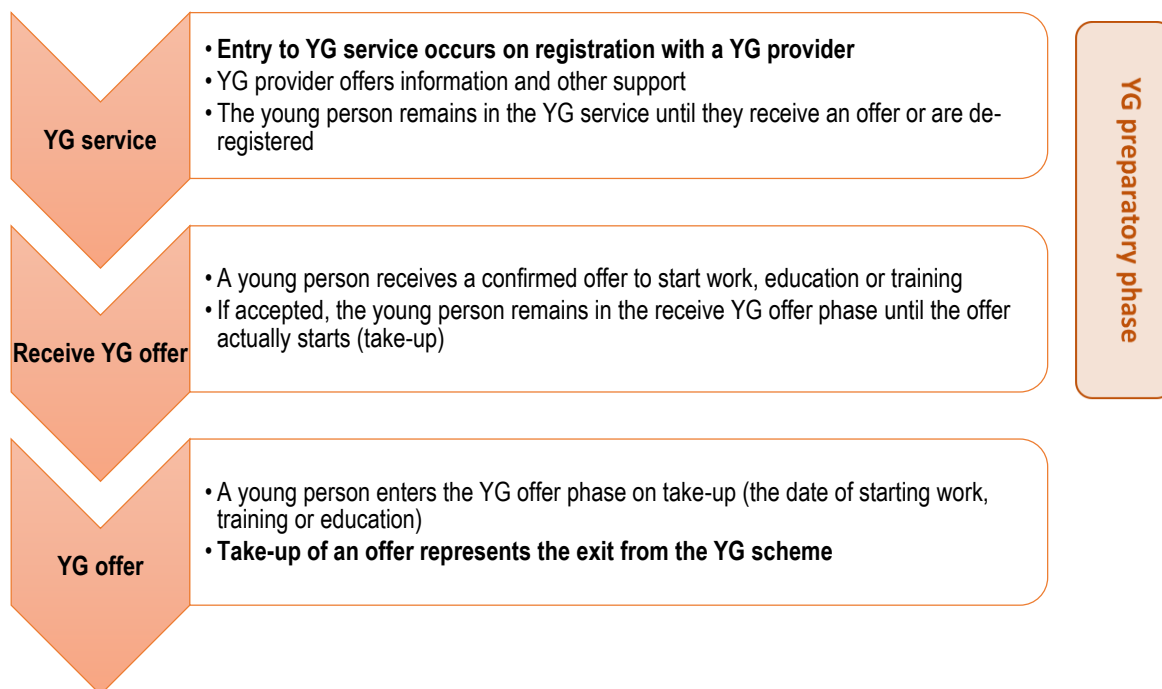
Source: EUROSTAT, Annual Labour Force Survey, 2013

1.2 Direct monitoring of YG delivery (inflows and outflows)

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 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

Figure 1: Progression through the different phases of YG schemes



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. 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.

Direct monitoring indicators	Measurement, source of data and disaggregation
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). 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 a 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 will 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).

Disaggregation of inflow data

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 partner 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

⁵ See the excel file "EU 27 file", sheet on Portugal, all areas coded with "3" under the column DEGURBA, downloadable at http://ec.europa.eu/eurostat/ramon/miscellaneous/index.cfm?TargetUrl=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.

- ✓ Migrants, people with a foreign background, minorities (see Box 4 below);⁶
- ✓ 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 factor that 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 outcome 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 an outcome 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.
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 month) 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:

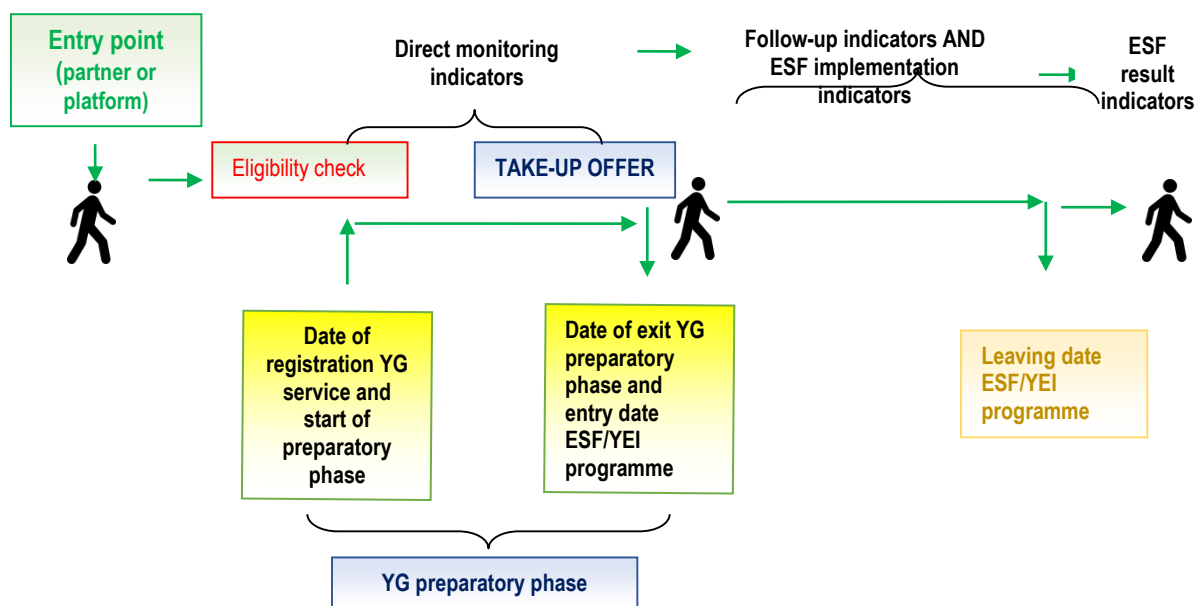
1. Young people who exited the YG preparatory phase to take up a subsidized (ESF/YEI) offer made by a partner provider/implementing organization and were enrolled as participants in one of the ESF/YEI measures (positive, known outcome). For this group

2. 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 indicators). 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;
3. 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);
4. 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 1 below.

Figure 1: 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.

1.2. 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 Service system, 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: Result indicators

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 not 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 for 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</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>
		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

MONITORING PERFORMANCE AND ASSESSING THE IMPACT OF YOUTH GUARANTEE SCHEMES



Session

5

**Monitoring national Youth
Guarantee schemes**

Monitoring national Youth Guarantee schemes

Learning objectives	By the end of the session participants will have reviewed: • The indicators relevant for monitoring the results of key reforms; • The main implementation and result indicators of early intervention and activation initiatives; • The process and outcome indicators of labour market integration measures.
Delivery time	120 minutes
Activities	None

National Coordination Authorities need to adapt the monitoring framework established at EU level to the specific features of the interventions planned in their YG Implementation Plans. These latter typically set forth a number of key reforms, early intervention and activation initiatives and labour market integration programmes.

The delivery of this part of the training workshop requires that facilitator(s):

INTRODUCTION

YG KEY REFORMS

[PPP slides 1 to 3]

1. go through national YG Implementation Plans to classify interventions into the three pillars of the YG (key reform, early intervention and activation and labour market integration measure); and
2. review – for each action under each category – the indicators that have been set in the YG Implementation Plan to verify their consistency with the EU framework. If necessary, monitoring indicators have to be adjusted.

The progress in achieving the objectives of key reforms can usually be measured through the aggregate indicators of the Indicator Framework for monitoring the YG. Early intervention and activation initiatives can be mostly monitored through a combination of inflow/outflow indicators as well as ESF/YEI indicators, while labour market integration measures can be monitored through the indicator framework established by the ESF/YEI.

KEY REFORMS

[PPP slides 4-5]

National YG Implementation Plans usually have very diverse goals. For instance, one of the key reforms envisaged by the Portuguese YG Implementation Plan is to increase the level of qualification of young people (15-29) and improve the alignment of educational outcomes to the needs of the labour market. In Spain, one of the key reforms is the modernization of the Public Employment Service (especially vocational guidance, labour market information and job search assistance). In Latvia, key reforms centre on the development of a national system to activate young NEETs and introducing career education in schools.

MEASURING THE ACHIEVEMENTS OF THE YG REFORMS

The aggregate indicators set by the *Indicator Framework for Monitoring the YG* (see also Session 4) provide three set of indicators that can be used for monitoring key reforms (NEET rate, labour market and educational attainment indicators).

The choice of the most suitable indicator(s) to measure the achievement of key reforms will depend on the scope of each specific reform.

In the example of Portugal above, there are three indicators that are suitable to measure progress in increasing youth qualification and the relevance of education for the labour market, namely:

- ✓ Population 20-34 years old by educational attainment;
- ✓ Youth employment ratio;

Employment rates of individuals (20-34) recently graduated (ISCED 3-8).

PORTUGAL

In Spain, the focus is on the capacity of PES to provide basic employment services. If the reform is having an impact, this would be reflected (over time) on the:

- ✓ Youth unemployment ratio (15-24 and 25-29)
- ✓ Employment-to-population ratio (15-24 and 25-29)

SPAIN

In the example of key reforms in Latvia (development of a national system to activate young NEETs and introducing career education in schools), the indicators that may be suitable to measure progress are:

- ✓ NEET rate (% of population 15-24 and 25-29);
- ✓ Employment-to-population ratio (15-24 and 25-29);
- ✓ Employment rates of individuals (20-34) recently graduated (ISCED 3-8).

LATVIA

If career education is mainstreamed at all level of the education system, there is a presumption that youth would make choices more in line with the demands of the labour market and therefore be more employable.

MEASURING PROGRESS IN EARLY INTERVENTION

[PPP slide 6]

Similarly to what occurs for key reforms, the selection of indicators to measure progress in early intervention will depend on the specific initiatives of the national YG Implementation Plan.

Some countries, for instance, focused the attention on mechanisms to detect the risk of early school leaving, while others focused on giving young people the opportunity to gain work experience while at schools (dual vocational training). In the first example (tracking system), the indicator that can best measure progress is:

- ✓ Early leavers from education and training (18-24), as the aim is to detect young students at risk and deploy actions to help them remain at school and gain a qualification.

In the second example, the presumption is that youth with vocational skills aligned to the labour market and practiced in a real work setting will have better chances in the labour market. The indicator, therefore could be:

- ✓ Employment-to-population ratio (15-24 and 25-29).

ACTIVATION

[PPP slide 7]

Activation measures generally encompass interventions to help young people return to education or training (for example second chance measures) or to integrate them into the labour market (the whole spectrum of active labour market policies).

The choice of indicators will depend on the type of activation measures listed in the national YG Implementation Plan.

In Portugal, for example, the YG Implementation Plan envisages two categories of activation measures: i) actions aimed at promoting the access of young people to the YG scheme (web-based registration system, among others); and ii) direct service delivery (job search and motivation training at the PES, among others). The indicators that are suitable to measure progress in promoting the take-up of the YG scheme are those of **direct and follow-up** monitoring, namely.

- ✓ Number of young people entering in the YG service (inflow, annual average)
- ✓ Proportion of young people in the YG preparatory phase beyond the 4 months target and
- ✓ Situation of young clients after exiting the YG service at 6, 12 and 18 month intervals,

while those relating to job search and motivation training are (irrespective of the source of funding):

- ✓ Number of young unemployed participating to the activation and job search training,
- ✓ Participants' situation at the end of the training programme (4 weeks, 6 and 12 months).

Labour market integration measures in all YG Implementation Plans encompass education and training measures; employment and self-employment programmes, traineeships and apprenticeships.

Once a young person receives and takes up an ESF/YEI subsidized offer by a partner organization and exits the YG preparatory phase, s/he is enrolled into one of the funded programmes and becomes a participant. At this stage, reference indicators are those provided by the ESF/YEI framework (see Handout of Module 4), namely

- ✓ total young people enrolled by type of action;
- ✓ total number of participants;
- ✓ short (four weeks) and longer-term (six months) situation of participants after exiting the programme.

There are a number of key points to keep in mind when gathering data to measure EFS/YEI implementation and result indicators.

First, a participant is a person that participates in an ESF/YEI-funded measure, benefits directly from support that entail financial expenditure, and who can be identified and asked for the personal information needed for the indicators. All participants are counted equally, irrespective of whether they complete the planned activities or leave early. Participation records are computerised records that include:

- ✓ The unique identifier (code) of the programme/measure;
- ✓ The unique personal identifier of the individual;

ACTIVATION

[PPP slide 7]

cont.

LABOUR MARKET INTEGRATION MEASURES:

[PPP slides 8-9]

LABOUR MARKET INTEGRATION MEASURES:

[PPP slides 8-9]

cont.

- ✓ The date on which a participant first started the programme (start date);
- ✓ The date on which a participant last participated in the programme (leaving/exit date);
- ✓ All the personal information needed to compute the indicators (sex, age-group, labour market status, level of education, household situation and so on);
- ✓ Information that allows tracing and re-contacting the individual for measuring result indicators.

Second, 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 aggregation.

This is why it is important to re-check that the information about a particular young person – which is transferred from the outflow records of the YG preparatory phase to the register of YG offer participants – is correct and complete.

DISAGGREGATION OF INDICATORS

[PPP slides 10-11]

The facilitator needs to remind participants that the ESF/YEI framework requires that information on participants be disaggregated by:

- ✓ Sex and age group (Total, men, women; 15-19; 20-24; 25-29);
- ✓ 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;
- ✓ Migrants, people with a foreign background, minorities;
- ✓ Persons with disability;
- ✓ Living in a jobless household: a family group under one roof where nobody is employed (i.e. all are unemployed or inactive);
- ✓ Living in a single adult household with dependent children;
- ✓ Other disadvantage: e.g. homeless, ex-offender, addiction problems).

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:

- ✓ In employment or self-employment: performing work, even for just one hour per week, for pay, profit or family gain;
- ✓ Job searching (unemployed, ILO's definition): without work, available for work and actively seeking for work. Registering with the PES counts as "job searching", even when the individual is not immediately available for work.
- ✓ Education or training: newly engaged in education (lifelong learning, formal education) or training activities (on- and off-the-job training, vocational courses), apprenticeship or traineeship;

Gained a qualification: this is understood as a qualification recognized in terms of ISCED Levels or NQF deriving by a validation process.

Third, the result indicators on the employment situation of participants at follow-up need to provide information also on the quality of jobs. The *Guidance on Evaluation of the Youth Employment Initiative* (see Annex 2) specifies that employment information needs to be disaggregated by:

- ✓ duration of the contract: fixed duration or open-ended contract,
- ✓ part-time/full-time contract,
- ✓ voluntary/involuntary part-time
- ✓ remuneration level,
- ✓ level and type of qualification required,
- ✓ availability of additional job-related training.

The ESF Regulations for the 2014-2020 period place high importance on data quality, i.e. that figures are reliable and suitable to be aggregated at EU level. Quality of data is defined in terms of relevance, accuracy, timeliness and punctuality, accessibility and clarity, comparability, and coherence. Three of these criteria are particularly relevant to ESF monitoring systems:

DISAGGREGATION OF INDICATORS

[PPP slides 10-11]

MEASURING JOB QUALITY

[Prepare a flipchart with key features of job quality, see PPP slide 12]

DATA QUALITY

DATA QUALITY*cont.*

- ✓ Comparability, i.e. the possibility of comparison through time and between countries. This is dependent on adherence to common definitions in the collection and treatment of data;
- ✓ Coherence, i.e. adequacy of data that can be reliably combined in different ways.

The validation of data takes place at the level of the individual participant record and at aggregate level. Every participation record should include data for each of the common output indicators covering personal data (i.e. sex, labour market status, age, level of education, and household situation). To assess the completion of individual participation records it should be possible to distinguish between incomplete responses and unavailable data.



**MONITORING PERFORMANCE
AND ASSESSING THE IMPACT
OF YOUTH GUARANTEE
SCHEMES**

**Evaluation of national Youth
Guarantee interventions**

Session

6

Evaluation of national Youth Guarantee interventions

Learning objectives	By the end of the session participants will have: Reviewed the evaluation approaches to assess the effectiveness, efficiency and impact of interventions deployed under the YG scheme
Delivery time	90 minutes
Activities	Validation questionnaire

The ESF programming document for the period 2014-2020 emphasizes the need for Member States to evaluate the effectiveness, efficiency and impact of the interventions funded by the ESF and YEI

Performance evaluations are based on the data stemming from the monitoring framework and especially short and longer term result indicators.

These evaluation focus on the quality of service delivery and the outcomes (results) achieved by a programme.

INTRODUCTION

PERFORMANCE EVALUATION

[PPT slide 3]

PERFORMANCE EVALUATION

[PPT slide 3]

cont.

They typically cover short-term and medium-term outcomes (e.g. the number of unemployed participants who move into a job or gain a qualification). They are carried out on the basis of information regularly collected through the national monitoring system.

These evaluations also respond to questions on the effectiveness and efficiency of interventions of the YG scheme in achieving their objectives.

The **effectiveness** criterion assesses the achievement of the specific objective set by the intervention being evaluated (as stated in the monitoring matrix) and judges the contribution of the same in achieving the broader aim of the YG (integration of young NEETs in education/training or in the labour market).

Efficiency is understood as achieving the given objectives at the minimum possible cost or achieving the maximum extent of specific objectives at a given cost. It is a relative concept which requires a comparison of a programme with other similar interventions. At a minimum, the evaluations should assess at which cost the objectives were achieved (cost-effectiveness) and identify which were the most cost-effective (better results for lower costs) and for which groups of the target population.

IMPACT EVALUATION

[PPT slide 4-6]

Two broad categories of impact evaluations are considered by the ESF/YEI framework:

Theory-based impact evaluation, which follows each step of the intervention logic to identify mechanisms of change, answer the questions of why and how an intervention works. This approach mainly produces a qualitative estimate of the impacts.

Counterfactual impact evaluation, which uses control or comparison groups. This method is useful in answering how much of the change is due to the intervention and for whom, and in comparing the effects of different instruments (or the same instrument applied to different target groups).

In the programming period 2014-2020, there is a strong emphasis on measuring the impact of the interventions funded by the ESF. These evaluations should be carried out by internal or external experts that are functionally independent of the authorities responsible for programme implementation.

The goal of an impact evaluation is to measure the **causal** effect of a programme on the outcomes of interest (typically, employment probability).

The causal impact of a programme on the outcome of interest is the difference between that outcome in the presence of the programme and the same outcome without the programme: $\alpha = (Y | P = 1) - (Y | P = 0)$

Since the second part of the equation cannot be directly measured, comparison (or “control”) groups are used; impact is the difference between the outcome for participants and the outcome for the control group [or: $\alpha = (Y_p) - (Y_c)$].

The main difficulty in impact evaluation is to identify a **control group** that is in all ways similar to the treatment group with the only difference being programme participation (to avoid selection bias), i.e.:

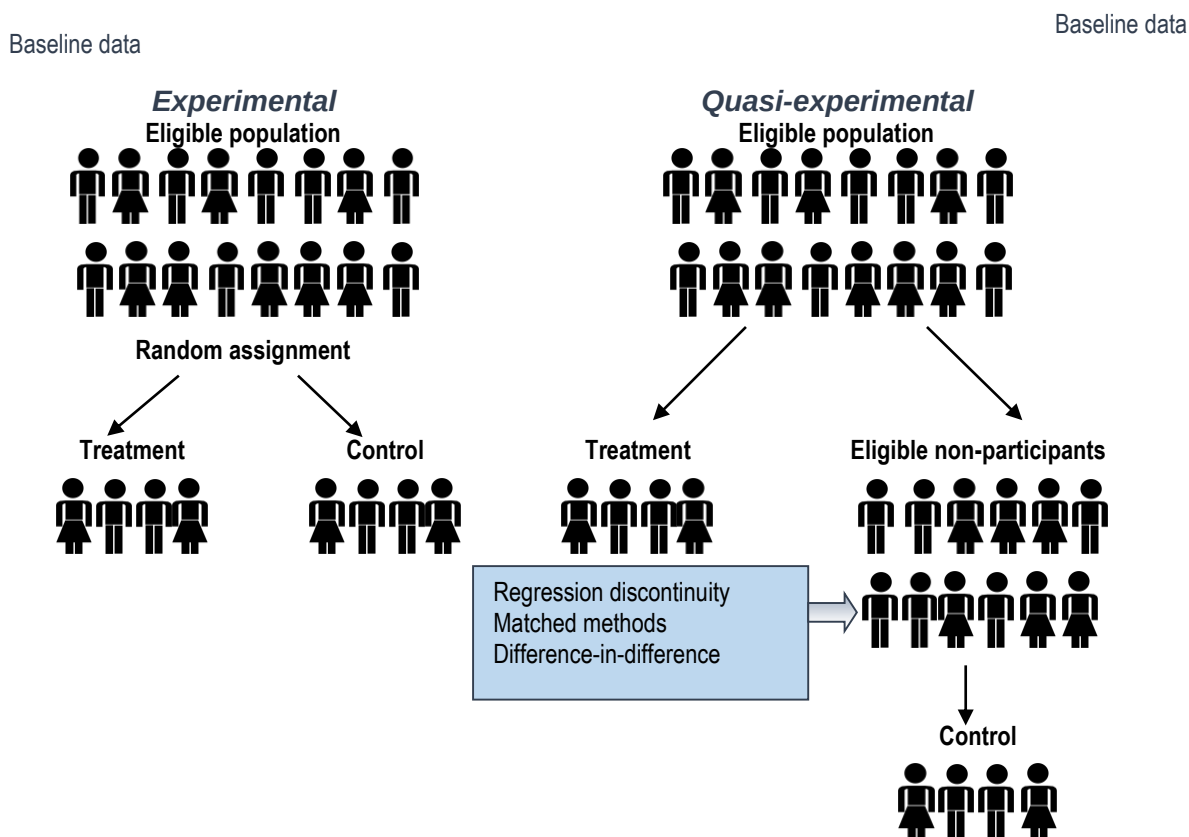
1. The two groups are identical in terms of observable (sex, age-group, level of education, etc.) and unobservable characteristics (preferences, motivation and interests);
2. The two groups are expected to react to the programme in the same way (the outcome of interest is likely to increase/decrease for both groups);
3. The two groups are exposed in the same way to any other factor that is external to the programme to be evaluated.

IMPACT EVALUATION

[PPT slide 4-6]

cont.

Figure 1 Experimental and quasi-experimental approaches



EXPERIMENTAL APPROACHES

[PPT slides 7-11]

[Handout: Glossary of key terms]

In experimental approaches (randomized experimental design or randomized controlled trial) a group of individuals who satisfy the eligibility requirements of the programme are randomly divided into two groups (treatment and control). Because assignment is random, the treatment and control groups would be expected to have similar experiences in the absence of the programme.

Randomization provides a simple method for building a counterfactual for the treatment group by using the outcomes of the control group. The impact of a programme is the difference in post-programme outcomes between the treatment and the control group.

Randomized selection is often unfeasible or impractical. For example, randomized design cannot be used when:

- i. the programme has already started and beneficiaries have already been selected with other methods;
- ii. there are sufficient resources to cover all eligible individuals and it would be unethical to withdraw services just for evaluation purposes;
- iii. the intervention targets a limited number of individuals with unique characteristics; or
- iv. policy-makers oppose the provision of a programme to one group and not to another.

- ✓ **Randomized assignment** uses a lottery to decide which individuals among the eligible population receive the programme and which individuals do not.
- ✓ **Randomized phased-in.** This method exploits the operational inflow of participants over different periods of time to construct a treatment and a control group. It employs randomization to select the group that will receive treatment first, second, third and so on. Any group that is waiting to receive the programme constitutes a valid control group.
- ✓ **Randomized promotion:** In real life, employment programmes only rarely achieve full compliance with assignment criteria (i.e. all those assigned to treatment participate and all those in the control group do not). Under these circumstances, a comparison of the group originally assigned to treatment with the group originally assigned to control will yield the intention-to-treat (ITT) estimate. To estimate the impact of the programme on those who actually take up treatment requires correcting for the fact that some of the individuals assigned to the treatment group do not receive it, or that some of the individuals assigned to the comparison group actually receive it. This is the treatment-on-the-treated (TOT) estimate.

EXPERIMENTAL APPROACHES

[PPT slides 7-11]

[Handout: Glossary of key terms]

cont.

TYPES OF EXPERIMENTAL APPROACHES

[Handout: Steps to randomized assignment]

QUASI-EXPERIMENTAL APPROACHES: DIFFERENCE-IN-DIFFERENCE

[PPT slides 12-17]

At the core of quasi-experimental approaches are the different statistical methods used to build a valid control group when experimental approaches are not the best choice.

The **difference in differences** (DD) technique compares the difference in outcomes between the participant and the comparison group after programme completion with the difference that existed before the programme. The key requirement for the DD approach to work is the availability of good quality baseline data for both the treatment and control group before the start of the programme. Without this, it is not possible to use DD approaches and other methods need to be explored.

Typically, the DD approach works backward, namely it tries to identify a valid control group for participants already enrolled in a programme when there is good longitudinal data (many units of observation over multiple periods of time) for both groups.

Example

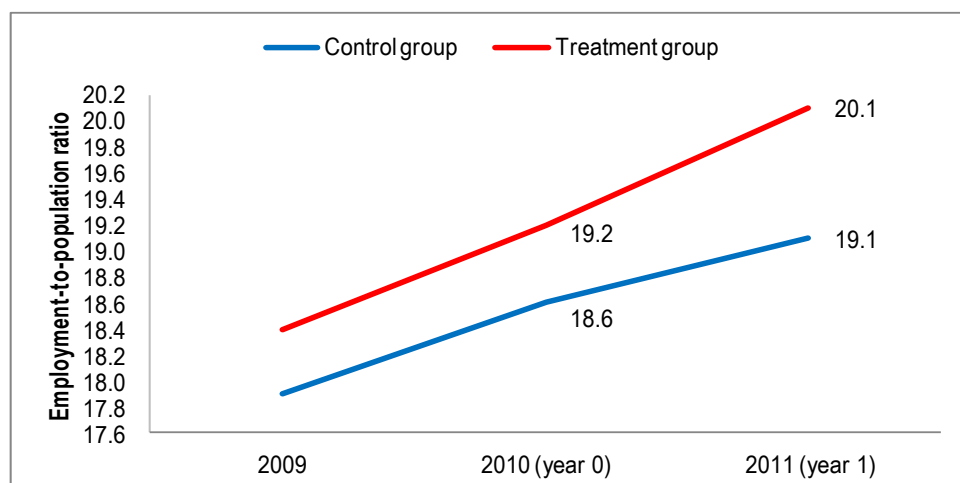
The objective of the work-training programme is to increase employment opportunities of participants.

The April 2010 labour force survey data, disaggregated by region, indicate that the average employment-to-population ratio for youth aged 18–24, who graduated at least six months before in regions that did not offer the programmes, was 18.6 per cent (point A in the figure below). In regions where the programme was offered the ratio was 19.2 per cent (point C). In April 2011, a follow-up survey is run on participants and the control group and finds an employment-to-population ratio of 20.1 per cent (point D) and 19.1 per cent (point B), respectively.

The impact of the programme is calculated as:

$$=(B - A) - (D - C) = (19.1 - 18.6) - (20.1 - 19.2) = 0.4$$

DD estimate



The regression discontinuity design (RDD) is a method that can be used for programmes that have entry rules with a clear cut-off point to determine who is eligible and who is not (for example age or length of unemployment spell). It calculates the difference in post-programme outcomes between individuals near the eligibility cut-off point (and hence this method cannot be generalized to the whole population). Good pre- and post-programme data are required to check that discontinuity has a clear cut-off point and the method requires large evaluation samples.

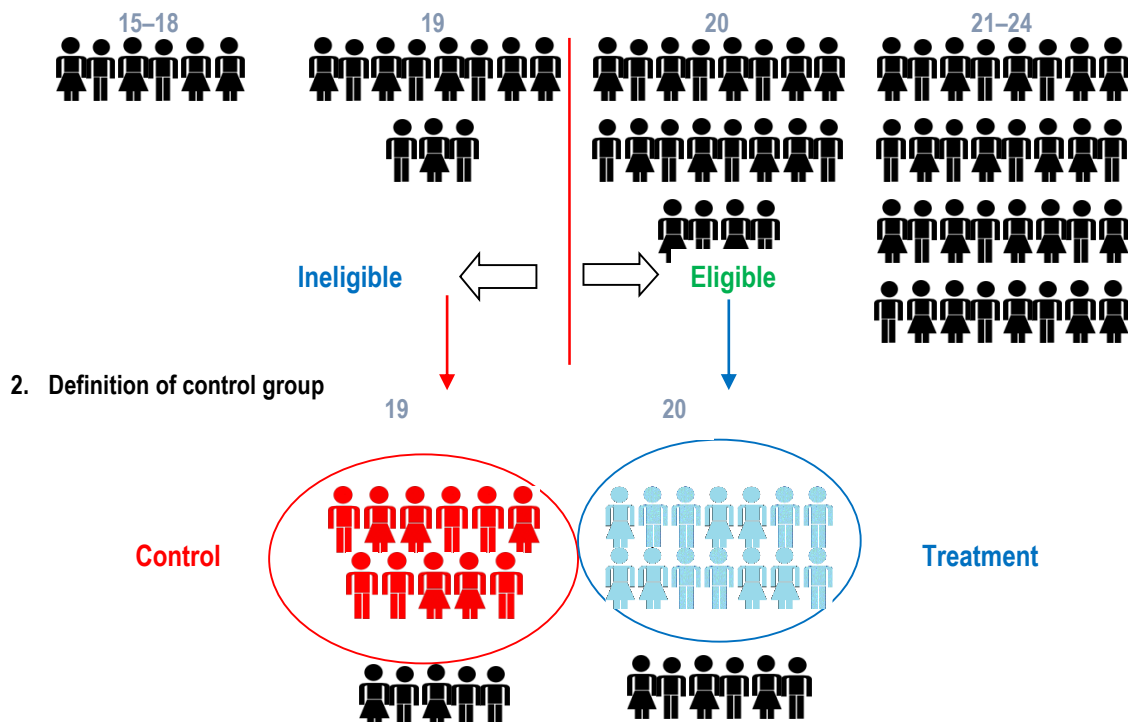
When eligibility rules are not strictly enforced, a selection bias may occur. This means that the difference found in the outcome of interest is due to differences between the two groups rather than the programme.

REGRESSION DISCONTINUITY DESIGN

[PPT Slides 15-16]

Figure 2 RDD Selection of control group

1. Total youth (aged 15–24) registered as unemployed



[Handout: Choosing between different approaches]

Matching methods rely on observed characteristics (sex, age group, educational level, unemployment spell, national origin, medical condition and so on) to construct a control group. Such methods, therefore, require the strong assumption that no unobserved differences exist between participants and control group, which are associated with the outcomes of interest.

When there are many variables to take into consideration, **propensity score matching** can be used to calculate the likelihood (propensity score) of each youth enrolling/not enrolling in the programme based on observable characteristics. In other words, propensity score matching uses the propensity score to provide a single measure of the set of characteristics that influence the probability of participating in the programme.

CLOSING REMARKS

At the end of the workshop, the facilitator(s) should remind participants why performance monitoring is important:

It is a management tool that allows implementing partners to verify how an intervention evolves over time and take corrective action; It links resources with results (accountability) and helps to identify and address bottlenecks in implementation (effectiveness).

It is an organizational learning tool for designing interventions that respond to the needs of the target group; and

It allows designing and implementing a credible evaluation of the results achieved.

EXPECTATIONS CHECK-UP

Before closing, the facilitator(s) should run with participants a quick check-up of what was done against the expectations expressed at the beginning of the workshop (see Session 1).

VALIDATION OF THE WORKSHOP

[Validation questionnaire, Annex 4]

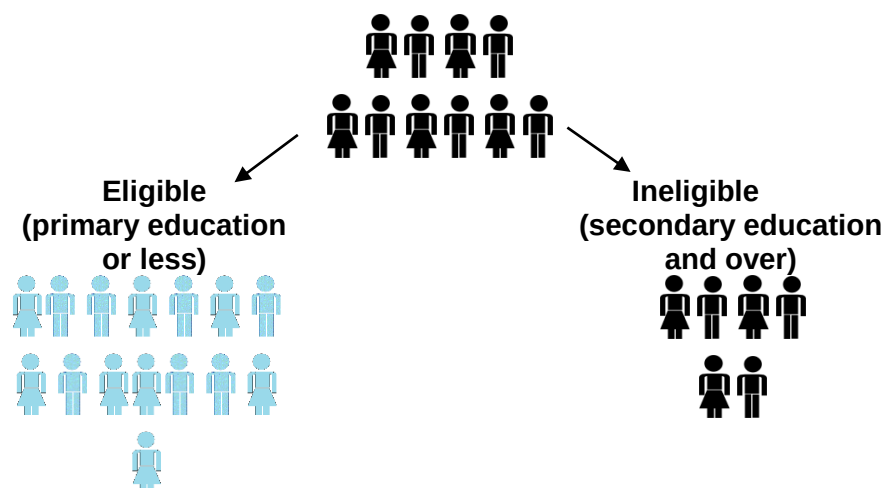
Participants will receive a questionnaire to validate the technical and organizational aspects of the workshop.

Handout 3: Steps in randomized assignment

The **first step** in a lottery design is to define those that are eligible for the programme. In youth employment programmes the “unit” is typically a young person (aged 15–24 or 29 according to the national definition). Eligibility is determined by the characteristics of the group to be targeted by the programme. What is important is that the eligibility rules are certain (e.g. they will not change throughout the duration of the programme) and transparent (e.g. they are easily understood and can be clearly communicated to the general public).

As an example, suppose the government wants to introduce a vocational training programme for youth aged 15–24 with primary educational attainment or less, given that a low level of education is a strong predictor of poor labour market performance. The first step would be to extract from the total population of youth aged 15–24 only those that have primary education or less, as shown in Figure .1.

Figure .1: Total population (young people aged 15–24)



To extract those young people eligible for the programme, it is necessary to have a complete and updated listing of the whole population aged 15–24 and their characteristics (e.g. sex, age-group, level of education, labour market status). This can be derived from census figures, household-based surveys or administrative listings. When a youth employment programme is managed by the public employment services, the unemployment register is commonly used as the framework for the eligible population of the programme. Administrative data may be used when one is reasonably confident that they cover most of the population. If this is not the case, household-based surveys (such as the Labour Force Survey or Household Budget Survey) provide more comprehensive data of the population of interest. In the example above, both the Labour Force Survey and the Household Budget Survey would provide, among others, the information on educational attainment of the population of interest. The ideal data

source, however, would be a recent census of the population. If none of the above-mentioned data sources is accessible (or exists), it will be necessary to collect primary data.

The **second step** in randomized assignment is the recruitment of the eligible population for programme purposes. The programme is advertised as widely as possible to ensure that all eligible individuals are informed and given a chance to participate. Typically, participation in youth employment programmes is voluntary, in other words, those interested in the programme are asked to apply (or enrol). At this stage it will become apparent to programme managers whether the programme is over-subscribed, and whether the number of applicants is sufficient to permit a lottery design.

The **third step** in randomized assignment is the selection of the sample for evaluation. A representative group will be selected for evaluation purposes and baseline data collected for the individuals in the sample.

The drawing of units is determined by statistical power calculations, which compute the minimum sample size needed for the results to be representative of the outcome of interest. This is based on *confidence level* and *confidence interval*.²

The control group needs to be approximately the same size as the treatment group. If the number of places available for a programme is limited compared to the eligible population (e.g. 600 places available over a population of 10,000), the sample that can be drawn comprises 1,200 individuals (although power calculations at a 95 per cent confidence level require a sample of 2,000 individuals). Provided that the two groups are selected randomly, even a smaller number of observations will ensure that findings can be generalized.

Once the overall sample for evaluation has been drawn (and before proceeding to assignment to treatment and control) it is necessary to run a baseline survey to collect data for each of the indicators to be measured at follow-up (in this example, employment and earnings).

The **fourth step** is to assign young individuals in the sample to two groups of equal size. Random sampling can be performed using an Excel spreadsheet. The names of all individuals listed in the sampling frame are recorded on the spreadsheet with a unit identification number (see below). The command “=RAND ()” will assign a casual number to each individual listed. This number is copied through the command “Paste Special >Values” into column D (final random number). The formula “=IF(C) {row number}>0.5,1,0) selects all those individuals whose random number is between 0.5 and 1.

² A useful site is www.raosoft.com/samplesize.html, where it is necessary to insert the acceptable margin of error, the confidence level required, the size of the population of interest and the response distribution (the site provides explanations of what each of these terms means).

Table 1: Randomization through MS excel

ID Number individual	Surname	Name	Random number *	Final random number **	Assignment ***
1112985925026	SURMANE	NAME	0.642999658	0.112496543	FALSE
1608984767031	SURMANE	NAME	0.352747338	0.6777098	1
1805985950018	SURMANE	NAME	0.300496267	0.307914123	FALSE
2011986916015	SURMANE	NAME	0.590651021	0.382976354	FALSE
2602985733519	SURMANE	NAME	0.924649318	0.796525987	1
2802982974700	SURMANE	NAME	0.441109637	0.455694378	FALSE
1407984954766	SURMANE	NAME	0.516630264	0.502855929	1
1810983715309	SURMANE	NAME	0.781743068	0.476159558	FALSE
1908990964993	SURMANE	NAME	0.52886683	0.892661832	1
2502977979938	SURMANE	NAME	0.326699571	0.097332377	FALSE
2707992964999	SURMANE	NAME	0.217390023	0.837632674	1
0311984710068	SURMANE	NAME	0.606949803	0.128924817	FALSE
0401974715478	SURMANE	NAME	0.673458281	0.922051553	1
0402971922029	SURMANE	NAME	0.906917318	0.971787754	1
0408979777069	SURMANE	NAME	0.740019323	0.094878698	FALSE
0703982505179	SURMANE	NAME	0.258051934	0.575828563	1
0704983777020	SURMANE	NAME	0.1088413	0.841349088	1
0708974715387	SURMANE	NAME	0.384817467	0.188407966	FALSE
0710976805019	SURMANE	NAME	0.553692116	0.460976906	FALSE
1112994710105	SURMANE	NAME	0.712517719	0.149534306	FALSE

* Type in the formula bar “=RAND (cell number)”. This will assign a casual number to each individual listed.

**Copy the list in column D through the command “Paste Special >Values” into column E (final random number).

*** In column F type the formula “=IF(C{row number}>0.5,1,0). This command will select all those individuals whose random number of between 0.5 and 1, while the other individuals will be assigned "FALSE" or "0".

Handout 4: Guidelines to select an impact evaluation methodology

1. The programme has already started

If the programme did not use randomization to assign participants to the programme, only quasi experimental approaches can be used. Which method will work best for a specific programme will depend on the rules established to enrol participants.

The programme is ongoing and participants selection is based on eligibility criteria

If the programme determines eligibility according to clear criteria with a cut-off point, then regression discontinuity design is an effective method to evaluate. Examples of cut off point may be length of unemployment spell or age (for example only youth unemployed for 6 months or more; only youth 20 to 24 and so on).

The programme is ongoing and participants selection is based on first-come, first-served (or other rules)

If the programme used methods such as first-come first-served or caseworker referral for participants' intake, a control group can be build using difference in differences or matched methods, provided that there is a group of non-participants that can be used to build a control group. If a programme targets all the eligible population and was delivered all at once, it is not possible to construct a control group. If the programme is phased in, then the control group can be constructed with DD or matched methods with those individual who have not been enrolled yet.

2. The programme has not started

If the programme has not started yet, the first question is whether the evaluation can be embedded in programme design. This will allow selecting the method that best fit the rules for the intake of participants.

There is excess demand for the programme and/or resources will not allow to enrol all those in need

If, when designing a programme, the eligible population is found to be larger than the number of participants the programme can actually accommodate at a given time (because of human and/or financial resources constraints), the programme can use randomized controlled trail (also called randomized assignment) to decide who among the equally eligible population receives the programme and who does not. If the programme is delivered all at once, a lottery design will work very well; if the programme is to be delivered in stages, a randomized phase-in design can be used. If randomization is not feasible (political opposition, ethical questions), the evaluation will have to use quasi-experimental approaches, namely discontinuity design if the intake of participants uses clear eligibility ranking with cut-off; difference-in-difference or matched methods if intake is based on specific characteristics or on first-come-first-served basis or caseworkers referral.

Participation to the programme is voluntary and not all will enrol

When the programme is well resourced and can take in all eligible population at once, or when enrolment is voluntary, but not all will enrol, randomized promotion design can be used. This method randomizes those who are encouraged to take up the programme, rather than the whole eligible population.

Participation to the programme is based on observed (or unobserved) characteristics

If the assignment of participants is based on observed characteristics (for example, young people with longer unemployment spells) or unobserved characteristics (for example, letting individuals apply to a programme based on their own motivation), it is still possible to use a randomized evaluation design, provided that the sample of the sub-group of the eligible population (in the examples above, those with longer unemployment spells and those who apply to the programme) is large enough to allow random assignment between participants and non-participants. If randomization is not feasible, difference in difference methods can be used. Matching methods may be problematic, as it may be difficult to match unobservable characteristics.

3. Availability of resources

The last question regards the resources the programme has available for the impact evaluation. Different methods have different requirements in terms of sample size, data collection and complexity of statistical analysis. All of this will determine the overall cost of the exercise.

Handout 5: Glossary of key impact evaluation terms

Comparison (or control) group	A comparison (or control) group has the same characteristics as the treatment group, except that those in the comparison group do not benefit from the programme. Control (comparison) groups are used to estimate the counterfactual.
Counterfactual	Counterfactual is an estimate of what a certain outcome (Y) would have been for a programme participant in the absence of the programme (P). By definition, the counterfactual cannot be observed directly. Therefore, it must be estimated using control groups.
Experimental design (randomized assignment or randomized control designs)	Experimental design is considered the most robust method for estimating counterfactuals and is often referred to as the “gold standard” of impact evaluation. With this method, beneficiaries are randomly selected to receive a programme, and each has an equal chance of being extracted. Those who are not selected become the control group. With samples that are large enough, the process of random assignment ensures equivalence, in both observed and unobserved characteristics, between the treatment and control groups.
External validity	In impact evaluation, external validity means that the causal impact observed can be generalized to all eligible units. For an evaluation to be externally valid, it is necessary that the evaluation sample is a representative sample of all eligible individuals.
Impact (effect)	In the context of impact evaluations, this term denotes the intended or unintended changes in outcomes that can be attributed directly to a programme.
Impact evaluation	An impact evaluation is an evaluation that establishes a causal link between a programme or intervention and a set of outcomes. An impact evaluation tries to answer the question of whether a programme is responsible for the changes observed in the outcomes of interest.
Intention-to-treat (ITT) estimate	The ITT estimate describes the difference in outcomes between the group to whom treatment is offered (including no-shows and dropouts) and the same indicator for the group to whom treatment was not offered (including those who crossed over to the treatment group).
Internal validity	To have internal validity an impact evaluation must have a control group that provides a valid estimate of the counterfactual.
Quasi-experimental design	Quasi-experimental design approaches are used to construct a valid control group by using statistical means to control for differences between the participants of a programme and those that did not participate.

Regression	In statistics, regression analysis includes any technique for modelling and analysing several variables, when the focus is on the relationship between a dependent variable and one or more independent variables. In impact evaluation, regression analysis helps to understand how the value of the outcome indicator Y (dependent variable) changes when the assignment to treatment or comparison group P (independent variable) is varied, while the characteristics of the beneficiaries (other independent variables) are held fixed.
Selection bias	Selection bias occurs when the reasons for an individual's participation in a programme are correlated with outcomes. This bias occurs when the control group is ineligible or self-selects out of the programme.
Treatment group	This is the group of participants to a youth employment programme.
Treatment-on-the-treated (TOT) estimate	The TOT estimate describes the impact of the treatment on those individuals that have actually benefited from treatment.

Annex 1

Timetable

TIME	Day 1	Day 2	Day 3	Day 4	FRIDAY
09.00-10.00	S1: Opening Opening remarks Objectives of the workshop and participants' expectations <i>Interactive presentation</i>	S4 EU framework of indicators for monitoring the YG (Aggregate indicators) <i>Presentation</i> Handout: EU framework of indicators	S6 Monitoring early intervention and activation measures <i>Presentation</i> Complying with EMCO inflow and outflow Indicators	S7 Monitoring labour market integration measures <i>Presentation</i> Complying with the ESF/YEI framework of indicators	S8 Evaluation approaches <i>Presentation</i> Handout: Glossary of key evaluation terms
10.00-11.00	S2: Youth Guarantee schemes in EU countries Key features of YG schemes in other EU countries <i>Presentation and country studies</i>	S4 EU framework of indicators for monitoring the YG (Inflow/outflow) <i>Presentation</i> Handout: EU framework of indicators	S6 Monitoring early intervention and activation measures Group work: Early intervention and activation indicators	S7 Monitoring labour market integration measures Group work: Measuring performance of labour market integration measures	S8 Evaluation approaches <i>Presentation</i> Handout: Choosing between different approaches S8 Closing Validation of the workshop Closing remarks
COFFEE BREAK					
11.30-12.00	S2: National Youth Guarantee scheme Key features of the national YG scheme: <i>Presentation and Q&A</i> S3: Monitoring and evaluation: Basic principles <i>Presentation</i>	S4 EU framework of indicators for monitoring the YG: Actions funded by the ESF/YEI <i>Presentation</i> Handout: EU framework of indicators	S6 Monitoring early intervention and activation measures <i>Presentation and facilitated group discussion</i> Handout: Monitoring matrix	S7 Monitoring labour market integration measures <i>Presentation and facilitated group discussion</i> Handout: Monitoring matrix	
12.00-13.00	S3: Monitoring and evaluation: Basic Principles (cont'd) Handout: M&E principles <i>Facilitated group discussion</i>	S5 Monitoring key reforms <i>Presentation</i> Group work: Measuring the achievements of key reforms Handout: Monitoring matrix	S6 Monitoring early intervention and activation measures (cont.ed) <i>Facilitated group discussion</i>	S7 Monitoring labour market integration measures (cont.ed) <i>Facilitated group discussion</i>	

Annex 3

Designing and implementing training workshops: Guidelines for facilitators

Designing and implementing training workshops: Guidelines for facilitators

Understanding the audience	Understanding the nature and characteristics of participants is crucial to the success of a training workshop. With this understanding, facilitators will be able to deliver the workshop according to participants' needs and expectations.
Developing learning objectives	Learning objectives are statements that clearly describe what participants will be able to do as a result of their learning experience. They describe the intended <i>results</i> of the training event. These objectives help facilitators: ▪ decide what they want to accomplish in the workshop and how to do it; ▪ shape the workshop according to the needs of the participants; ▪ understand whether participants find the workshop relevant and appropriate to their needs; ▪ determine content and activities; ▪ specify what participants will be able to do at the end of the workshop; and ▪ measure the results achieved at the end.
Identifying the workshop design criteria	Once the learning objectives have been identified, facilitators can select and/or develop the training material and instructional techniques to be used during the workshop. Facilitators should have a thorough knowledge of the material they include in their course. They must also be conversant with the main instructional methods. The following guidelines help facilitators choose what they want to include in the workshop and the instructional approaches to be used. This information should be included in the session plans. 1. Define the objectives so that it is clear what is expected to be achieved by the end of the workshop. 2. Prepare an overview of the workshop that outlines objectives and content. 3. Present simple concepts, one at a time. 4. Select the best instructional technique for encouraging the knowledge and skill-building (i.e. role-playing, case studies, and experience-sharing among the participants) and provide alternative learning means (i.e. variety of instructional approaches). 5. Give an adequate number of positive examples of the concept, portraying concrete examples to explain the concepts. 6. If possible, take examples from the ideas or knowledge familiar to the participants to show a connection to real-life cases. 7. Offer opportunities for participants to become involved in the workshop (i.e. through group discussions, hands-on activities, question-and-answer sessions, problem-solving). 8. Allot sufficient time for participants' discussion and practice 9. Allow sufficient opportunity for feedback or interaction with participants, in order to monitor learning progress.

<i>Identifying the workshop design criteria (cont.)</i>	1. 2. Provide enough exercises to foster the acquisition of knowledge or skill to the extent that it becomes automatic. 3. Give a summary of each session and link the previous to the next topic. 4. Ensure a non-threatening, self-motivating environment.
<i>Tips for running workshops</i>	This section provides few tips for running workshops. The advantages and disadvantages of using the main instruction methods are summarized in table at the end of these guidelines. Skilled and knowledgeable facilitators Having a specific purpose in attending the workshop (i.e. to gain knowledge and to acquire skills), and with limited time at their disposal, learners expect facilitators to be skilled and knowledgeable and to be able to transmit their knowledge and skills effectively. It is, therefore, important that facilitators come to the workshop well-prepared. Real-world application Participants expect the training to provide knowledge and skills that they can directly and immediately apply. It is important that facilitators meet expectations by actually conducting research in the 'real world' and find real-life applications of concepts. Facilitators may also use resource persons who are experienced and knowledgeable in the specific field. The more the workshop is relevant, the more participants will be able to relate to, and learn from it. In this way, participants will validate their attending the workshop. They will consider the latter effective and useful.
<i>Starting the workshop</i>	The way in which facilitators open the workshop will set the tone for what is to follow. They may use this opportunity, not only to start off by giving a good impression of themselves and the workshop, but also to establish the best kind of learning environment. Facilitators may have no control over attitudes of the participants, but they can surely make these attitudes more positive by winning them over right from the start. Welcoming participants The facilitators' welcome is the first activity to be carried out in front of the whole group. It should give participants a positive image of the facilitators. A straightforward, confident welcome is sufficient. For example, they may simply say, "<i>On behalf of the Ministry of Employment, I would like to welcome you to this workshop on monitoring and evaluation of the Youth Guarantee. I hope that you will find it worthwhile and productive</i>". Introduce yourself Facilitators should introduce themselves formally. This is the time to establish their credibility. They may give some information about their background, relevant experience, qualifications relating to the workshop and, finally, add a few personal details to build rapport. State the purpose of the workshop Facilitators should explain the purpose of the workshop and give a short statement of what is expected of the participants. They should briefly describe the main objectives and ask participants what they themselves hope to learn. This will help validate the needs of participants and define which topics need more attention. These inputs can be recorded on a flipchart. Outline the agenda Facilitators should go through the workshop agenda (i.e. what will be done and when, how facilitators plan to go through the sessions, activities, timing, and breaks). Participants should be referred to the

Starting the workshop (cont.)	timetable of activities that was sent with the invitation letter or, if revisions have been made, hand out a revised timetable. Provide practical information Facilitators should briefly describe where the participants can find the main facilities (e.g. restrooms, eating and smoking areas). Introduce participants Facilitators may ask participants either to introduce themselves or use an ice-breaking activity. The choice depends on whether facilitators want to obtain information from participants or establish a particular atmosphere. For the former, facilitators may ask each participant to state his/her name and reasons for participating in the workshop. If they feel that many participants feel uncomfortable about introducing themselves they can think of another activity for the introductory session.
Breaking the ice	Icebreaking activities, or warm-ups, can help facilitators create an informal atmosphere and make the participants feel more comfortable with the facilitators and with one another. They are designed to help facilitators establish a positive and collaborative environment and to create a climate of openness that facilitates interpersonal relations. Icebreakers are particularly useful in moulding individuals into a group. They are appropriate if participants do not know each other or are feeling somewhat apprehensive about what is going to happen.
Building rapport	Establishing and maintaining rapport is critical to the success of the workshop. Good rapport results in more open interaction between facilitators and participants and among participants themselves. There are several ways in which facilitators can build rapport. The following are just few examples: ▪ Use individuals' names when addressing participants and answering their questions. ▪ Treat everyone with courtesy and dignity. ▪ Be open and accessible. State that participants are welcome to make their own contributions to the sessions. ▪ Handle mistakes sensitively and with tact.
Validating the workshop	Evaluation is an important aspect of the training process and should be included in the planning. It provides facilitators with very useful information and feedback on the effectiveness of the training. It ties up directly with the objectives designed at the beginning of the planning process as it will show whether the objectives were achieved. There are four levels of evaluation. The level facilitators choose will depend on the type of information they want. Below are descriptions of the different levels of evaluation, which will guide facilitators in determining the type they will want to carry out. Reaction evaluation This type of evaluation aims to collect feedback from participants on: i) course content, including clarity of the course objectives, the effectiveness of instructional methods and the length and pace of instruction, ii) skills and knowledge acquired, iii) course material, including training material and visual aids, iii) facilitator(s) and resource persons, and iv) workshop facilities.

Validating the workshop (cont.)

Learning evaluation

The learning level evaluation examines the knowledge and skills acquired by participants. It is content-specific, and based on the performance of participants during training. The learning level evaluation may be done through: i) participation in class, ii) on-going participant evaluation throughout the activities (e.g. the application of knowledge and skills during role-play, case studies), iii) short-answer tests, iv) essays, and in-class observations.

Performance evaluation

The performance-level evaluation examines the extent to which the knowledge gained and the skills acquired during the training have been transferred (or applied) to a real environment. The information for this level of evaluation may be gathered through: i) direct observation; ii) supervisors' interviews, iii) performance appraisals, and iv) participants' reports.

Results evaluation

The results level evaluation examines the impact training has had on its ultimate target group. Put another way, it analyzes whether the workshop produced the expected results (e.g. it provided an effective response to the monitoring and evaluation issues faced by participants).

Instruction methods: Advantages and disadvantages

Method	Advantage	Disadvantage
Lecture - The facilitator has full responsibility for presenting facts and principles orally. <i>Formal lectures</i> are mostly used when presenting information to large groups. Communication is virtually one-way (from instructor to learners). <i>Informal lectures</i> include active participation through the use of questions as an effective two-way communication process.	Allows facilitators to transmit information to a large group of participants in a short period of time. It also provides a good introduction and transition to other instructional techniques. For example, facilitators may use a lecture to introduce a case study, summarize the results and the knowledge gained from the case study, make a transition to the next topic, and introduce the next activity.	Places the burden of learning on the instructor and limits the opportunities for participation and peer learning. It also offers minimal feedback on whether facilitators are getting information across or whether messages are understood by participants.
Questioning – With this method, the facilitator imparts knowledge and skills by asking questions. The knowledge and skills transfer can also take place by having participants directing questions to the facilitator.	Encourages participants to become actively involved in the learning process. It gives feedback on whether facilitators are getting the right messages across. With this method, facilitators may gauge the capacity of the participants to apply the concepts being discussed.	It can be time-consuming. Facilitators should ensure that the questioning process does not lead to irrelevant topics and that it contributes to the achievement of the objectives. Another disadvantage is that it can encourage a dominant few to answer questions, and discourage the shy types from participating.
Discussion – Through discussion, learners are prompted to participate in an open forum where they can share ideas. The forum may imply a general group discussion or interaction within smaller groups. Discussions must be purposeful, focused and lead to the achievement of the workshop objectives.	Provides excellent peer-learning opportunities. Participants can exchange ideas, learn from others, compare knowledge and opinions and collectively analyze the points of the discussion.	It can be time-consuming and may lead participants into off-track discussions. This is where effective facilitation skills are needed.
Demonstration - This method aims to provide a "clear picture" of a task to be learned. It is based on the principle that one learns best by doing. Participants learn physical or mental skills by performing these skills under supervision.	Allows participants to demonstrate their skills and get immediate feedback on whether the concepts were properly understood and correctly applied. It also enables them to develop skills and fosters self-confidence through practice.	It requires considerable preparation time and careful planning. Facilitators have to make sure that the demonstration and practice are closely linked to actual situations.
Case study - A case study is a prepared presentation of facts and/or descriptions of realistic situations that may be based on actual events. Participants are asked to discuss these facts/situations together, and devise the best course of action to take, or the solution to be found.	It helps to develop judgment, decision-making, and problem-solving skills. It also enhances peer-group learning because participants can observe how the case was perceived and approached by each group, thereby providing the entire class with alternative solutions to a given problem.	It requires time to develop a good case study. Some case studies oversimplify a problem vis-à-vis the actual situation, so that the solutions to these case studies are only partially effective, or completely ineffective, in real-life situations.

Method	Advantage	Disadvantage
Role-play - This is a method through which participants act out situations by assuming assigned roles. The knowledge and skills transfer takes place through simulations where participants are asked to play a role (alone or in small groups).	It helps participants identify with the points of view of others, their attitudes, beliefs and feelings. It also provides participants with an opportunity to practice new attitudes, behaviour and skills. Finally, it decreases self-consciousness and builds self-confidence in exhibiting new skills.	Some participants may not feel comfortable with this instructional method. To remove resistance to role-playing, the facilitators should explain the benefits of this method in the learning and practicing of new behaviour or skills and stress the exercise it is not about acting abilities but about the proper application of what has been learned.
Brainstorming - This is an instructional method through which all participants are asked to contribute with their ideas to solve a shared problem by considering a variety of possible solutions. Activities are tailored according to the participants' needs, i.e. the problem is one which they normally encounter in their everyday life.	It allows creative thinking for new ideas, encourages full participation (i.e. all ideas are equally recorded) and draws on group's knowledge and experience. It creates a spirit of cooperation among participants.	It can be unfocused. Participants may have difficulty getting away from known reality. If not managed well, criticism and negative evaluation may occur. Value to participants depends in part on their level of maturity
Resource person - It is also possible for facilitators to make use of resource persons, i.e. someone who is experienced and knowledgeable and has a high degree of expertise in the field. He/she may have acquired these through years of experience or through higher levels of study or research in the field.	It can personalize topics and break down the audience's stereotypes.	The resource person may not be a good speaker. In some case, personalities may overshadow content.

Annex 4

Validation Questionnaire

Validation Questionnaire

Workshop: *Monitoring performance and assessing impact of Youth Guarantee schemes*

Venue:

Dates:

Please respond to the questions listed below. Rate aspects of the workshop according to the criteria indicated in each question. Please be candid in your responses. This questionnaire is anonymous and the results will be shared only in an aggregated form.

Your feedback is sincerely appreciated. Thank you.

	Fully	Mostly	More or less	Partly	No
Were the objectives, content and method of the workshop clarified before its start?	☐	☐	☐	☐	☐
After this workshop, I consider that:	Fully	Mostly	More or less	Partly	No
The workshop was well-structured	☐	☐	☐	☐	☐
The facilitation was professional	☐	☐	☐	☐	☐
The workshop focussed on key issues	☐	☐	☐	☐	☐
The facilitator/resource persons took into account participants' feedback	☐	☐	☐	☐	☐
The content delivered was interesting	☐	☐	☐	☐	☐
The group of participants contributed to my learning	☐	☐	☐	☐	☐
The workshop responded to my expectations	☐	☐	☐	☐	☐
The learning methods were appropriate	☐	☐	☐	☐	☐
The venue suited participants' needs	☐	☐	☐	☐	☐

After this workshop, I consider that:		Fully	Mostly	More or less	Partly	No
The objectives of the workshop have been achieved		☐	☐	☐	☐	☐
What I have learned will have an impact on my work		☐	☐	☐	☐	☐
Overall, I consider this workshop as						
Very relevant		☐				
Relevant		☐				
More or less relevant		☐				
Barely relevant		☐				
Irrelevant		☐				
How would you improve this type of events? (Check all that apply)						
☐	Provide better information before the workshop	☐	Clarify the workshop objectives			
☐	Reduce content covered	☐	Increase content covered			
☐	Update content covered	☐	Improve the instructional methods			
☐	Make group activities more stimulating	☐	Improve the organisation			
☐	Make the activity less difficult	☐	Make the activity more difficult			
☐	Slow down the pace	☐	Speed up the pace			
☐	Allot more time for the workshop	☐	Shorten the time for the workshop			

After this workshop, how relevant do you think the following topics are for you?	Very relevant	Relevant	More or less	Barely	Irrelevant
Development of monitoring and evaluation systems	☐	☐	☐	☐	☐
Design of performance indicators and targets	☐	☐	☐	☐	☐
Data collection methodologies	☐	☐	☐	☐	☐
Analysis of monitoring and evaluation data	☐	☐	☐	☐	☐
Impact evaluation approaches	☐	☐	☐	☐	☐
Good practices in monitoring/evaluating Youth Guarantee interventions	☐	☐	☐	☐	☐
Which parts of the workshop were most useful and why?					
Which parts of the workshop were least useful and why?					
Do you have any additional comments on the workshop?					

