



MONITORING THE PERFORMANCE OF THE YOUTH GUARANTEE: A learning package

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OF THE YOUTH GUARANTEE:
A learning package**

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Monitoring the performance of the youth guarantee: A learning package

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Preface

The aim of this learning package is to offer easy-to-use tools to policy-makers and practitioners with the view to monitoring the performance of youth employment policy and programmes. This package may be used to develop training sessions on concepts and approaches for performance monitoring of employment measures that are part of the broader framework of the Youth Guarantee (YG). It may also be used for self-learning purposes. The content of the package is drawn from existing literature, methods, and practical tools relating to the measurement of the outcomes of the interventions included in the implementation plans of the YG.

The learning modules included in the package were tested during national capacity-building workshops that took place in Latvia, Portugal, and Spain between September 2015 and December 2016. Gratitude is expressed to the members of the national YG coordination teams of the three countries, the staff of the European Commission (EC), and the practitioners who participated in the workshops for their useful comments and for their support in the validation of the several drafts of the modules.

This learning package is a deliverable of the joint Action of the International Labour Organization (ILO) and the EC that supports the implementation of the YG. The package was developed by Mr Gianni Rosas, Senior Employment Specialist of the ILO and Ms Valli Corbanese, Senior Youth Employment Expert. Ms Milagros Lazo Castro assisted in the design and layout of the package.

The development of this learning package received financial support from the European Union Programme for Employment and Social Innovation (EaSI) 2014-2020.¹ The information contained therein does not necessarily reflect the official positions of the ILO or the European Commission.

1 For further information please consult: <http://ec.europa.eu/social/easi>

How to use this learning package

Objective

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

Structure and content

The learning material is organized around six modules, totalling approximately 15 training hours. Some training sessions (for example, those described in Modules 1 and 3) may be skipped or shortened to meet the workshop's objectives and respond to participants' learning expectations. This package proposes the following structure:

- Youth Guarantee schemes across Europe: key features
- Basic principles of monitoring and evaluation
- Indicator framework for monitoring the Youth Guarantee
- Monitoring national Youth Guarantee schemes
- Evaluation of Youth Guarantee interventions

Each module identifies the learning objectives; indicates the approximate time needed for delivery; and lists the resources that are available to complement the learning session. The latter include technical annexes and handouts that are part of the package.

Sample PowerPoint presentations are available for modules 2 to 6. Together with the learning modules and other resources, these presentations are included in an interactive version of the learning package that is contained in a USB key that accompanies this printed edition of the package.

Appendix 1 provides a number of techniques that can be used while designing and delivering adult learning events.

The activities proposed in this learning package are given as examples for the facilitator(s). As far as possible, facilitator(s) should adapt these activities to respond to participants' learning needs and style. Each group activity should be concluded with a debriefing session, where participants are given the opportunity to share their experiences and impressions.

A template of the validation questionnaire is included in Appendix 3.

Before delivering the learning sessions, it is suggested that the facilitator(s):

- Go through the learning package to review the topics, the template presentations and handouts proposed, and to identify the resources to be used for the specific workshop
- Review the relevant national Youth Guarantee implementation plans and the documents outlining the monitoring and evaluation framework established at EU level (see the resources listed in Module 4).



Opening of the workshop

Module 1

Opening of the 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
Resources	None

In December 2012, the European Commission (EC) tabled a proposal for a Council recommendation on establishing a Youth Guarantee (YG). The Council of the European Union (EU) adopted this recommendation in April 2013.

With the introduction of Youth Guarantee schemes, the European Union Member States are committed to ensuring that all young people under 25 years of age receive a good quality offer of employment, continued education, an apprenticeship, or a traineeship within four months of becoming unemployed or leaving formal education.

In order to achieve this objective, national funds are matched by the resources made available by the Youth Employment Initiative (YEI) and the European Social Fund (ESF).

INTRODUCTION

INTRODUCTION

cont.

The Council's Recommendation on establishing a YG introduced a number of key policy features:

- The universal reach of the YG, as it raises an obligation for institutions to provide all young people aged 15 to 24 years with a good quality offer of employment, continued education or training, apprenticeship, or traineeship within a period of four months of becoming unemployed or leaving school
- The combination of prevention (early intervention and activation) and curative (labour market integration measures) approaches, accompanied by strategies to reach out to disengaged young people facing multiple disadvantages
- The integration of different policies, measures, and services with a view to fostering coherence and coordination
- Strong partnerships among public institutions (with a mandate in the areas of 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 to ensure the progression towards education, training, or employment
- The continuous monitoring of the design, implementation and results of YG schemes through the multilateral surveillance system of the Employment Committee (EMCO) and the analysis of the impact of the policies in place.

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

- Interventions targeted to young people less than 25 years of age (or less than 30, if the member State so decides) who are neither in employment, nor in education and training (NEET)
- The national authority responsible for overall coordination (in some countries the Public Employment Service coordinates implementation, while in others this role is taken on by the Ministry of Labour)
- The main organizations (education authorities, other ministries, community-based organizations, and so on) that are partners in the YG
- The key reforms, early intervention, activation, and labour market integration measures to be implemented (as stated in the YG implementation plan as well as in other documents -- such as national youth strategies, employment strategies, and National Reform Programmes).

The objectives of the workshop are to:

1. **Familiarize participants with the indicators** set at the EU level for monitoring flows in and out of the YG scheme
2. **Review the implementation and result indicators** established to monitor the performance of interventions
3. **Examine the evaluation approaches** that may be used to appraise the result achieved by the YG interventions.

KEY FEATURES OF THE NATIONAL YOUTH GUARANTEE SCHEME

OBJECTIVES OF THE WORKSHOP

WORKSHOP CONTENT

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 YG implementation plan and their relevance in detecting changes in labour market indicators (employment, unemployment, NEET, and early school leaving rates). These training sessions 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
- **Performance monitoring:** The core part of the workshop centres on the application of the flow 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 (result) indicators; data disaggregation; data gathering methods; analysis of results; and reporting
- **Impact evaluation approaches:** The final sessions of the workshop introduces evaluation approaches and especially impact evaluation techniques.

METHODOLOGY

The workshop is delivered through a combination of presentations, case studies, and group discussions, examples of which are included in each module. Appendix 1 provides suggestions on how to organize adult training activities.

PARTICIPANTS' EXPECTATIONS

After presenting the structure and content of the workshop, the facilitator(s) should invite participants to state their expectations. At the end of the workshop, a specific question in the validation questionnaire will check whether participants' top expectations have been met.



**Youth Guarantee
schemes
across Europe:
Key features**

Module 2

Youth Guarantee schemes across Europe: Key features

Learning objectives	By the end of the session participants will have: • Become acquainted with the key features of Youth Guarantee (YG) schemes in European Union (EU) Member States • Reviewed the main characteristics of the national YG scheme.
Delivery time	60 minutes
Resources	Case Study 1: The Irish Youth Guarantee Implementation Plan Case Study 2: The Spanish Youth Guarantee Implementation Plan PPT: Youth Guarantee schemes in Europe

All EU Member States have presented national Youth Guarantee (YG) implementation plans. Nineteen member States are eligible to receive funds from the Youth Employment Initiative (YEI) and have published their implementation and monitoring plans. National YG implementation plans share a number of key features:

YG SCHEMES AROUND EUROPE

Target groups

- The implementation plans target young people “neither in employment, nor in education or training” (NEETs). The implementation plans of Ireland and Italy disaggregate this broad group of young people into: (i) young unemployed with a further distinction between youth registered with the Public Employment Services (PES) and those who are not; and (ii) inactive young people neither in education or training
- The lack of clear targeting and intake procedures for those NEETs that are not registered with the PES is one of the recurring comments on national Youth Guarantee implementation plans
- All countries target young unemployed who newly register with the PES (primary target group), as well as those who had been unemployed for up to four months at the start of the YG scheme.

Intake process

Most countries have a single point of entry, either through a web-based platform or through the PES. In order to prioritize service delivery, some countries use screening and profiling tools.

In many YG implementation plans, the intake process is not described. 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, activation, and labour market integration measures

Most countries rely on what already existed in terms of labour market integration measures. Programmes were scaled-up, adjusted to fit the characteristics of the target group, and timed within the four-month timeframe established at EU level.

For early intervention, the most popular measures relate to approaches to detect the risk of early school leaving (early warning, longitudinal studies, and tracking systems).

Activation strategies are at the core of many governments' efforts to promote the labour market integration of young people. As such, the main features of activation strategies targeting youth (job search assistance, individual action planning, monitoring, and sanctioning) are included in national YG schemes.

All countries specify process indicators, while only some establish a system for the regular assessment of aggregate (or context) and result indicators. Only the Irish Youth Guarantee implementation plan envisages the impact evaluation 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 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 the monitoring system.

For the development of Youth Guarantee implementation plans, the EU suggested that Member States outline the longer-term reforms and the short-term interventions to be implemented to address the situation of young NEETs for each of the three policy pillars (early intervention, activation, and labour market integration).

The interaction among the pillars of the YG is shown in figure 1. At the top level there are the key reforms to be introduced or expanded to promote youth employment and improve the school-to-work transition. The second level details the specific interventions to be implemented to: (i) reduce early school leaving and ensure that young people have the skills required by the labour market (early intervention), (ii) re-engage inactive and detached youth (outreach), and (iii) support young people to return to education or enter the labour market. The third level comprises the quality offers of employment, further education or training, apprenticeship, and traineeship to be provided to young people within the four-month timeframe.

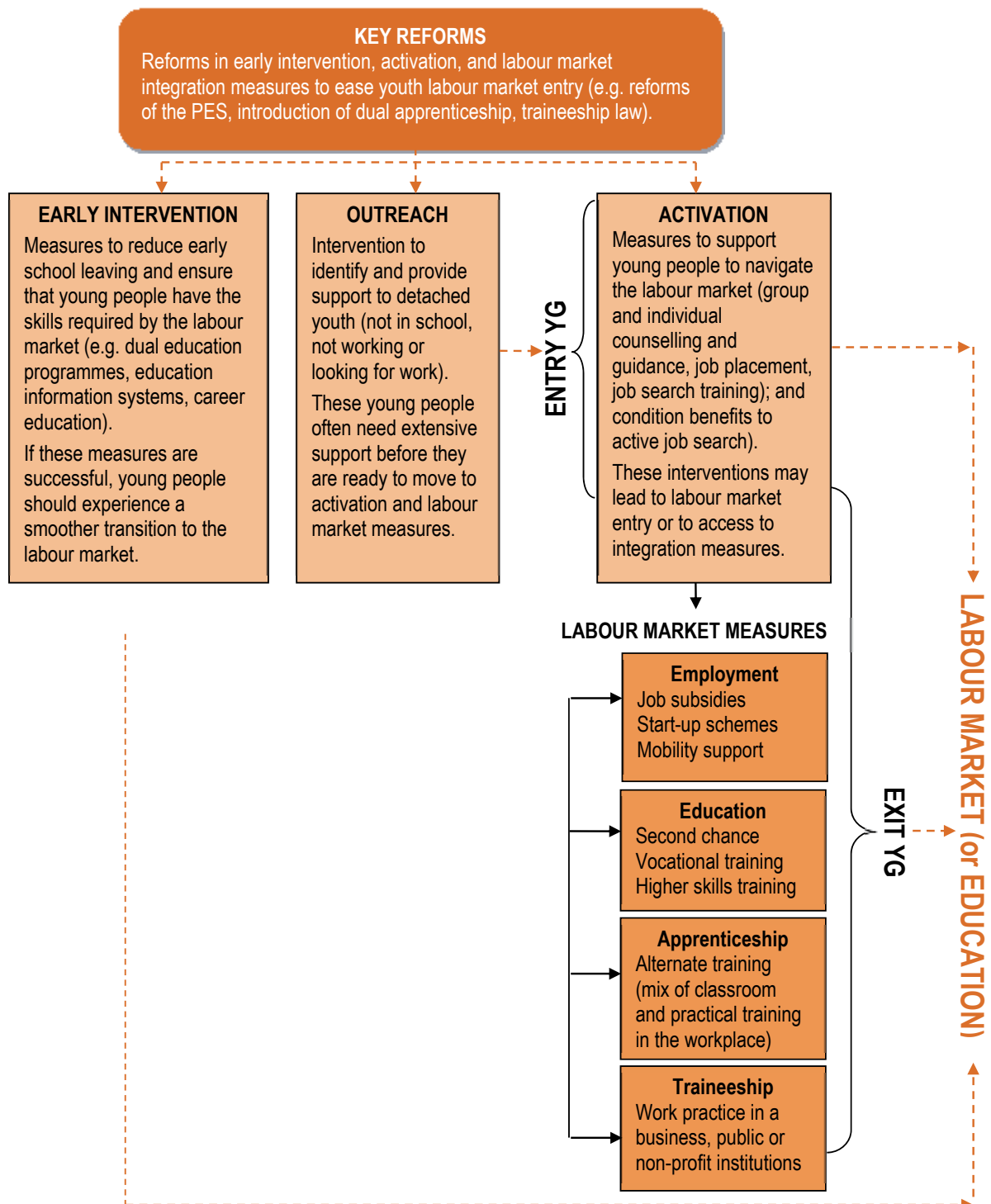
In order to appraise the overall achievements of the YG, it is necessary to collect and analyse data and information at each level and for each specific policy area -- irrespective of the source of funds used to finance the interventions (national, European, or a combination of both).

Monitoring framework

CASE STUDIES

KEY FEATURES OF THE NATIONAL YG SCHEME

Figure 1: The pillars of Youth Guarantee schemes



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 partners responsible for the intake of young NEETs into the YG scheme have to collect and manage individual information in the same manner.

Some countries, for example, envisage only one access point (typically through the PES). Others allow young people to access the support available under the YG scheme through different entry points (for example, registration with the PES and enrolment in adult education programmes). Other countries establish a web-based registration system (often combined with other entry points).

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 YEI. This new monitoring and evaluation framework is at the core of this training workshop.

Entry points in the YG

Monitoring and evaluation framework

Case study 1

The Irish Youth Guarantee Implementation Plan

1. Context and target groups

The Irish Youth Guarantee implementation plan has a number of interesting features.

First, the background analysis disaggregates young (aged 15-24) persons “neither in employment, nor in education and training” NEETs) into those who are unemployed and those who are inactive (four per cent of all NEETs). Of the young inactive, 60 per cent are young women with care responsibilities, and another 20 per cent are persons with disabilities. By excluding these two groups, inactive NEETs represent 0.5 per cent 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 analysis examined the survival rate of young jobseeker claimants who were newly registered in 2012. Of all new claimants, 63 per cent left unemployment within four months (some for work, some for education and some migrated abroad). It was assumed that if the inflows were to remain constant throughout the period, the Youth Guarantee (YG) 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, or to other forms of second-chance programmes, or who migrate. This suggests that only 8,000 youth (approximately 13 per cent) leave school for good.

Based on these data, the measures of the YG target the following two main groups of young people:

1. **Young people under the age of 18 years** who left school without completing secondary education, and who have failed to find employment, will be provided with a quality *second-chance* education or training pathway outside the school system or will be supported in re-entering the school system. The actions targeting this group were implemented at the end of 2015;
2. **Young people aged 18-24 years** who become unemployed (either because they lost their job or because they are still seeking a first job) and register with the benefit/employment service, and who subsequently remain unemployed for four months, were 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 were phased in as follows:

- by the end of 2014, processes and programmes were progressively rolled out to ensure that all of those who needed most support (i.e. those assessed as having a low probability of securing employment in the absence of support) received a YG offer within four months
- by the end of 2015, processes and programmes were 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, received a YG offer
- during 2014 and 2015 all long-term unemployed youth (aged less than 25) were engaged by the PES and received a YG offer if still unemployed after four months of this engagement process commencing.

The Department of Social Protection (DSP) is the lead coordinating organization as it has responsibility for the PES, activation of the unemployed, and the payment of social welfare payments to jobseekers (all of these services are 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 the Department of Education and Skills (DES); 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 employers' and workers' organizations, the National Youth Council of Ireland (NYCI), the Irish Local Development Network (ILDN) and *Skillnets* (an employer-sponsored and state-funded organization 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 YG.

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 out by the DSP identified the vast majority of these (77 per cent) as being in employment or in private or *second-chance* education and training in the period after they left school, rather than being inactive. A further seven per cent show some social welfare activity and the remaining 17 per cent (1,360 youth or 1.6 per cent of the youth population aged 18-24) did not appear in the datasets used in the matching process.²

² These young people are not necessarily inactive as there will have been some family emigration and seasonal employment abroad.

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

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 greater risk of becoming long-term unemployed. This is determined by the national profiling system that computes the "probability of exit" (PEX score) of a person exiting the unemployment register within a year. 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 (i.e. at higher risk of becoming long-term unemployed).

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

- Those with a low-to-medium PEX score attend a group counselling session within two 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 score may have to wait two to three weeks for an interview
- Young jobseekers with a high PEX (more likely to find a job) also receive group counselling within two weeks of registration. They are 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)
- application for Back to Work Enterprise Allowance (BTWEA)
- referral to start-up advice and training, including assistance in applying for micro-credit loans
- training course selection and referral
- application for Back to Education Allowance (BTEA) / Part-Time Education Option (PTEO)
- application for an international mobility offer.

The follow-up process involves monthly individual meetings, until the young person exits unemployment or commences an activation/training intervention (currently there is a two to three month interval, depending on individual PEX scores). Unique to the YG is the commitment to ensure that an offer of work, training, or education is made to the young person within four months of the initial interview. There is also 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 is subject to penalty.

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

While this initiative focuses on measures for the recently unemployed, circumstances require engaging the large number of young people who have been unemployed for some time. Under the YG, this process focuses first on young people who have been unemployed over 12 months. This time threshold was progressively reduced to ensure that all existing unemployed young people will participate in the YG process.

Long-term unemployed youth (estimated at 22,000 individuals) were invited to a series of group counselling sessions and offered individualized interviews with a caseworker (with monthly review meetings). This group was:

- 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 Job Clubs, Tús/CE and training, if so determined by the caseworker, within four months of the engagement process commencing.

The expected inflow of young people belonging to the three target groups above was 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	Accredited courses targeting young unemployed, early school leavers aged 15-21	Main programme offer for school-leavers under 18 in the context of the YG
FAS/Solas training for young unemployed	Specific Skills Training, Traineeships, Local Training Initiatives, and training for people with disabilities through specialist training providers	
Momentum	Supports free education and training projects to allow long term jobseekers to gain skills and 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	National internship scheme that provides work experience placements for interns (six or nine months) in the private, public, voluntary and 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 youth. This will involve canvassing employers, as part of their Corporate Social Responsibility (CSR) programmes to make work experience places available for young people aged 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
Job Plus	This programme offers an incentive to employers to recruit long-term unemployed. It provides two levels of payment: €7,500 for two 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 four months (low - medium PEX)

Table 1: Programmes for unemployed young people, *cont.*

Programme	Description	Adaptation to YG purposes
Tús and Community Employment (CE)	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 organizations	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	This programme is similar to Tús, but focused on employment by local government authorities, of persons who had previously been unemployed for more than two years	Specifically designed for the YG
Back to Education Allowance (BTEA)	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 recognized qualification	
The Vocational Training Opportunities Scheme (VTOS)	Funded by the Department of Education and Skills, this Scheme provides a special range of courses designed to meet the education and training needs of unemployed people	
Back to Work Enterprise Allowance (BTWEA)	This allowance 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 per cent in year one and 75 per cent in year two). It includes assistance to developing business plans and providing continuing support to individual start-ups	
Intra-EU Mobility and Language Skills	This scheme 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

Table 1: Programmes for unemployed young people, *cont.*

Programme	Description	Adaptation to YG purposes
Youth Entrepreneurship	Piloting of 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

The monitoring and assessment of the effectiveness of the initiatives undertaken under the Youth Guarantee implementation plan will be carried out at both the macro 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;

- youth employment rate
- youth unemployment rate
- youth unemployment ratio
- inactive NEETs rate

2. Administrative indicators

- survival rates for young people on the unemployment register at four, six, 12, 16 and 24 month thresholds
- exit rates of youth from the unemployment register to employment/other progression options (e.g. training, education, internships, apprenticeships)
- 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 methods are set out in tables 2 and 3.

Table 2: Planned assessments for the structural reforms

Reform	Expected change	Means to measure change	Source of information
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 four 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 four months • Number of CVs loaded on the JobsIreland website as a percentage of the stock of youth on the Live Register at four months.	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).
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 the Central Statistics Office (CSO).
Employment transitions from education	Development of on-line systems which will facilitate transactions between employers, students and educational institutions with regards to work experience/ placements.	• The proportion of education places that have a work experience/work placement element.	Department of Education and 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
JobBridge for disadvantaged youth	Disadvantaged youth with low levels of educational attainment	Number of young people on internships under this scheme	Employment experience for 1,500 unemployed youth	Econometric assessment using randomized control group based on administrative data
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
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	Increase in employability of participants on these schemes	Econometric assessment using randomised control group based on administrative data
Youth entrepreneurship	Youth who have an aptitude and desire for entrepreneurship	Number of young people who are awarded grants by MFI	Number of young people who start their own business	MFI data
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	Increased employability including acquisition of foreign language skills for the workplace	Commissioned follow-up survey

The DSP has set up a longitudinal database of all jobseekers' welfare payments, on a range of DSP-managed activation programmes and on SOLAS programmes for the unemployed, from 2004 onwards. 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.

The challenges identified by the European Commission to implement the YG in Ireland (2015) can be summarized as follows:

- Reduce the time span in which the offer to young people is to be made, which is currently a nine-month period for unemployed young people (aged 18-25) assessed to have a medium-to-high probability of exiting unemployment, in order to avoid scarring effects
- Develop a comprehensive strategy to reach out to unregistered NEETs
- Better address the issue of the quality of offers.

Case study 2

The Spanish Youth Guarantee Implementation Plan

1. Context and target groups

In 2013, at the time of adoption of the recommendation on establishing a Youth Guarantee, out of a total of 4.5 million young people aged between 16 and 24 in Spain, 845,000 were “neither in employment, nor in education and 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 (YG) implementation plan offers young NEETs aged under 25 who register in the YG web portal a good quality offer of employment, continued education, apprenticeship or traineeship within four months from registration. This occurs once the formalities of checking the information provided are complete and, where appropriate, when the applicant's profile is complete. There are complementary measures or programmes of action targeting young people below 25 who are disconnected from the labour market.

2. Applicant's intake

The intake procedure comprises two stages:

- a) **Initial stage**, in which the personal characteristics of the applicant are identified. This stage takes place within a maximum period of 30 days and includes the following actions:
 - *Registration of the applicant* in the specific YG platform
 - *Screening*, i.e. the determination that the applicant meets the requirements of 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 are 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, knowledge of languages, time of application, and age of applicant. This basic profiling is complete with identification of the most appropriate actions by the Public Employment Services (PES) in the Autonomous Communities or, as decided by these Communities, by any other institutions such as social services, young people's organizations, or third sector entities.

- b) **A second stage**, in which attention for applicants under the Youth Guarantee implementation plan was 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 is four months after the application, and priority is given to young people who have no work experience and no skills, as well as long-term unemployed youth.

The Youth Guarantee implementation plan includes specific actions for young people under 30 years old:

- Young people who have no training because they dropped out of school early. In Spain there were in 2013 approximately 450,000 unemployed young people who had not concluded compulsory secondary education
- Young people who have training but need experience. According to the PES registers, in 2013 there were 340,000 unemployed young people with sufficient qualifications for job placement contracts
- Young people with no work experience. In Spain in 2013, approximately 400,000 unemployed young people never had a job or had an experience of less than three months
- Long term unemployed youth, that is, those who have been unemployed for over one year. In 2013, they numbered over 256,000
- Young people who receive unemployment benefit but would like an opportunity. In 2013 they totalled over 215,000 youth.

3. Measure and initiatives

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

Figure 1: Measures of the Spanish Youth Guarantee implementation plan

Improve mediation	Improve employability	Promote hiring	Promote entrepreneurship
• Labour market 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 up to 100 per cent of social security contributions (SSC) 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 six months • Training and employment promotion for young researchers	• Flat rate for self-employed workers • Aid for self-employment for NEET • Making the unemployment benefit (UB) compatible with the start 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 Spanish Youth Guarantee implementation plan 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 YEI 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:** Relation to operations and individuals supported (participants, including those who did not complete), measured in physical or monetary units
- **Result indicators:** Capturing the expected effects on participants brought about by an operation. 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 six months after programme's end).

The challenges identified in 2015 by the European Commission to implement the YG in Spain can be summarized as follows:

- The risk that not all young people under the age of 25 years who are unemployed or who have left formal education are considered as the target population
- The 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
- A lack of sufficient resources in the PES, foreseen as the main entry point for the YG initial assistance, to provide adequate personalized guidance and individual action planning based on the profiles established initially
- Unclear outreach mechanisms for non-registered unemployed or inactive youth
- A need for better targeting of the regional disparities and needs, continuous monitoring and effective coordination between the central authorities and the Autonomous Communities that will be responsible for the implementation of the YG
- A lack of complementary national funding, which could undermine the implementation of the YG in the short- and long-term.



**Monitoring and evaluation
of youth employment
interventions**

Module
3

Monitoring and evaluation of youth employment interventions

Learning objectives	By the end of the session participants will have: • Reviewed 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
Resources	Ten golden rules to develop indicators PPT: Monitoring and evaluation: Basic principles Annex: <i>Basic principles of monitoring and evaluation</i> (ILO, Geneva, 2017)

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

The key policy question is whether the planned results (outcomes) have actually been achieved. Often, 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 the achievement of the programme's intended outcomes (e.g. participants employed or with the skills needed to get productive jobs).

INTRODUCTION

M&E BASIC PRINCIPLES

10 GOLDEN RULES FOR THE DESIGN OF INDICATORS

The document *Basic principles of monitoring and evaluation* (see the “Resources” section) summarizes the key elements of monitoring and evaluation systems and covers the following topics:

- definition of monitoring and evaluation (including performance measurement and impact evaluation)
- theory of change and performance management systems
- development of performance indicators (process, outcome and progression) with examples
- ways to measure progression through transition matrices
- targets, baseline and data sources
- monitoring results (administrative and survey-based data).

There are ten golden rules to be followed in the design of indicators:

1. **Relevant:** the indicators clearly indicate whether progress is being made
2. **Disaggregated:** to capture what is to be measured
3. **Understandable:** indicators are easy to use and understand with data that are 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:** indicators reflect the problems the intervention intends to address (i.e. with clear linkages to the objective of the measure)
7. **Cost-efficient:** there is a trade-off between indicators and the cost of data collection
8. **Technically sound:** the meaning and interpretation should be clear and data reliable
9. **Forward-looking:** indicators are able to measure trends over time
10. **Adaptable:** to be used in different regions and circumstances.

The following example may be used to start a discussion on the difficulties entailed in monitoring the performance of YG schemes.

GROUP DISCUSSION

Example of a traineeship programme

Measure	Target group	Population reached (process)	Outcome for population (result)
Traineeship	Young unemployed between the ages of 18 and 29 registered with the Public Employment Service (PES) and holding a level from 2 to 8 of the National Qualifications Framework (NQF). Annual target: 25,000	Number of beneficiaries integrated in a traineeship programme four months after registration with the PES.	Percentage of beneficiaries integrated in the labour market six months after the end of the traineeship.
	↑ What does “between the ages of 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 is there nothing to measure the level of skills after the programme?

ANNEX

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.

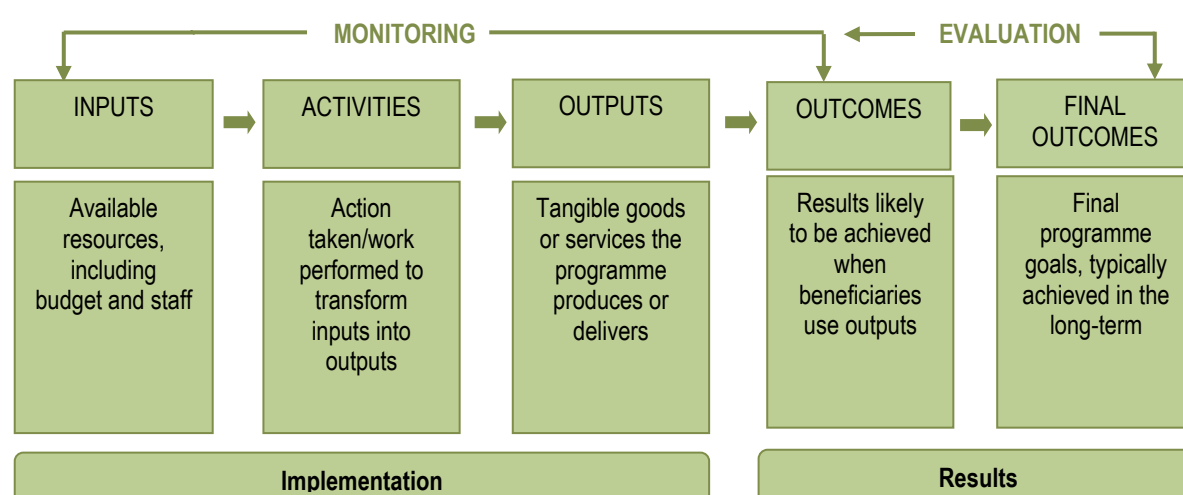
Monitoring and evaluation usually include information on the cost of the programme being monitored or evaluated. This allows judging the benefits of a programme against its costs and identifying which intervention has the highest rate of return. Two tools are commonly used:

- **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.
- **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 €800 per individual employed, while the second costs €1,000. 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) outcomes (use of outputs by the target groups); and (v) aim (or final, long-term outcome of the intervention).

Figure 1: Results chain

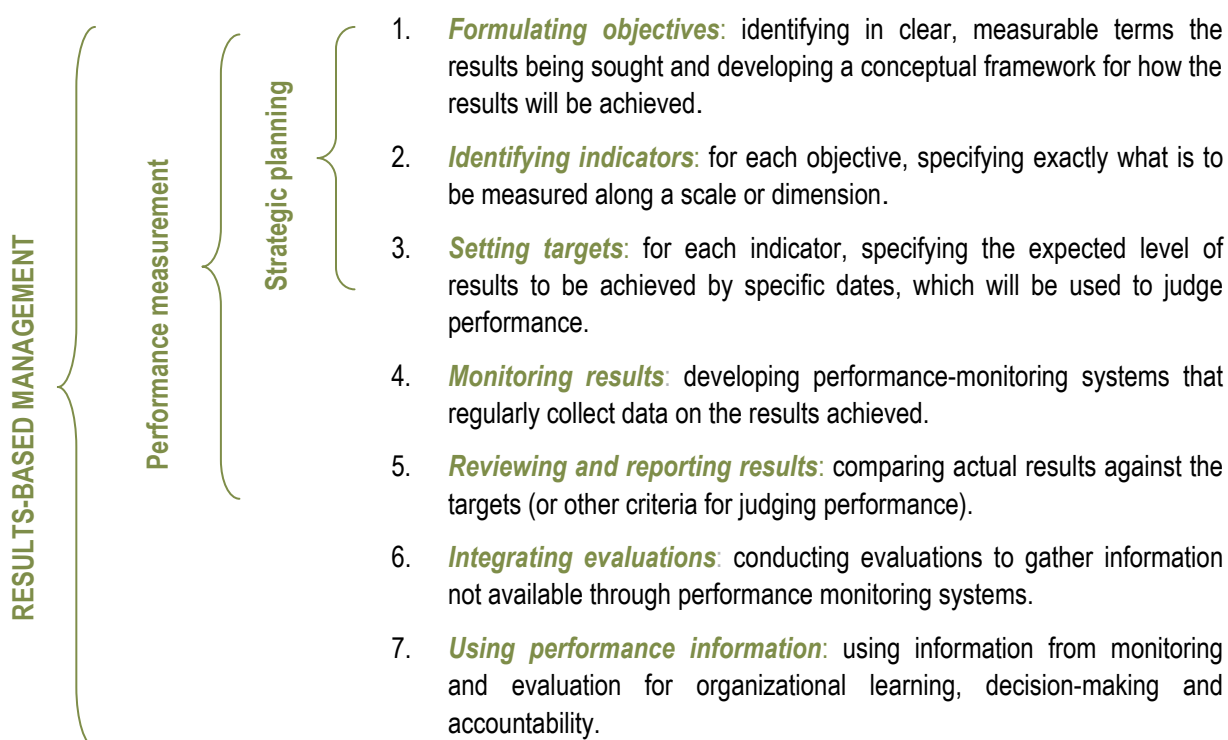


In the result chain above, the **monitoring** system would continuously track: (i) the resources invested in/used by the programme; (ii) the implementation of activities in the planned timeframe; and (iii) the delivery of goods and services. A **performance evaluation** would, at a specific point of 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 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. 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 two weeks prior to the measurement); (ii) a definition of participants (e.g. those who attended at least 50 per cent of the programme); and (iii) a follow-up timeframe (six months after completion). 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 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.

Box 1: Tips for the development of indicators, *cont.*

Specificity. The selection of indicators should reflect those problems that the 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 programme takes place and the occupation, and number of beneficiaries that obtain a job afterwards by individual characteristics.

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 to provide feedback during programme implementation.

Forward-looking. A well-designed system of indicators should measure trends over time.

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

Source: Canadian International Development Agency (CIDA): Guide to gender-sensitive indicators (Ottawa, CIDA, 1997).

4.1. Process 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 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 <i>Programme:</i> training, subsidy, self-employment, etc. <i>Individuals</i> by sex, age group, educational attainment 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)	$\frac{\text{Number of new entrants in period } t}{\text{Stock of entrants end of period } t-1} \times 100$	As above

Table.1: Example of common process (implementation) indicators (measurement and disaggregation), *cont.*

	Process indicators	Calculation method	Disaggregation
4	Degree of coverage of target population (entrants, participants, completers)	$\frac{\text{Number of programme entrants} \times 100}{\text{Total targeted population}}$	As above
5	Implementation	$\frac{\text{Number of implemented actions}}{\text{Number of planned actions}}$	As above
6	Average cost per entrant, participant, completer	$\frac{\text{Total cost of programme}}{\text{Total number of entrants}}$	<i>By programme</i>

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. Drop-outs, 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). 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 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.

Table 2: Example of outcome indicators (measurement and disaggregation)

	Outcome indicators	Calculation method	Disaggregation
1	Gross placement rates (individuals)	$\frac{\text{Number of placements} \times 100}{\text{Total number participants (including drop-outs)}}$	– 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, educational attainment 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	$\frac{\text{Number of individuals placed in a job and earning (hourly) wages over the minimum} \times 100}{\text{Number of placements}}$	– by type of programme – by characteristics of individuals – by type of jobs
3	Cost per placement	$\frac{\text{Total cost}}{\text{Number of placements}}$	– 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).³ 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.

3 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 programmes

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
Dropout 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

Table 3: Examples of performance indicators for youth employment programmes, *cont.*

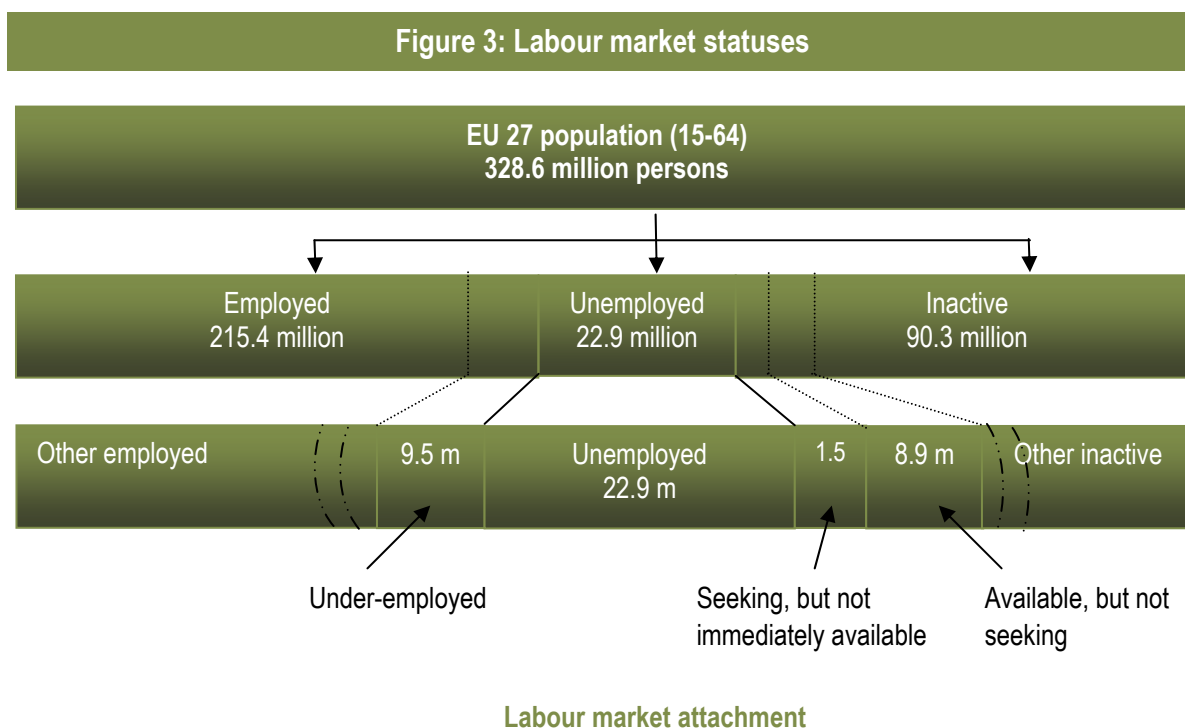
Employment subsidy	
Proportion of subsidized workers (participants) in regular employment at follow-up, including: Share of subsidized workers still employed at follow-up in partner enterprise	= number of subsidized workers employed at follow-up/number of participants = number of subsidized workers employed 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

Table 3: Examples of performance indicators for youth employment programmes, *cont.*

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 Public Employment Service (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.⁴ These individuals (schematically presented in figure 3) may be targeted by employment programmes aimed at increasing their labour market attachment.



Source: Eurostat: *People outside the labour market*, 2015 op.cit.

4 For more information see: Eurostat: *People outside the labour market* (2015), available at http://ec.europa.eu/eurostat/statistics-explained/index.php/People_outside_the_labour_market.

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; how many of these move to subsidized employment (outflow from unemployment into subsidized employment); and how 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.

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 are 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 from 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 need 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

In order 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.⁵ 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.

5 Tracer studies obtain their name from the primary activity involved, which is to trace, find or locate a group of individuals. 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): Child labour impact assessment toolkit: Tracer study manual (Geneva, ILO, 2011)



**Indicator framework
for monitoring
the Youth Guarantee**

**Module
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 (YG) schemes.
Delivery time	120 minutes
Resources	PPT: Indicator framework for monitoring the Youth Guarantee <i>Indicator Framework for Monitoring the Youth Guarantee</i> (ec.europa.eu/social/contentAdmin/BlobServlet?docId=13402&langId=en) <i>Indicator Framework for Monitoring the Youth Guarantee: Methodological Manual</i> (ec.europa.eu/social/BlobServlet?docId=14091&langId=en) <i>Frequently asked questions about the Youth Guarantee</i> (ec.europa.eu/social/BlobServlet?docId=11423&langId=en) <i>YEI Evaluation Guidance</i> (ec.europa.eu/social/BlobServlet?docId=13458&langId=en) <i>ESF Monitoring and Evaluation Guidance</i> (http://ec.europa.eu/sfc/en/2014/document/esf-monitoring-and-evaluation-guidance) <i>Annex: Indicator framework for monitoring the Youth Guarantee</i> (ILO, Geneva, 2017) Handout 1: Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source Handout 2: International standard classification of education Handout 3: Summary table of EU indicators for monitoring the YG

INTRODUCTION

EU INDICATORS: EMPLOYMENT COMMITTEE, ESF, AND YEI

INDICATOR FRAMEWORK FOR MONITORING THE YG

This module introduces the indicators established at the European Union (EU) level to monitor the Youth Guarantee (YG).

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

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).⁶

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 EMCO) serves to monitor the inflows and outflows of young people in the YG scheme – irrespective of the source of funding – 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 Youth Guarantee (see list of resources) encompasses three categories of indicators, to be collected and reported upon annually:

1. **Aggregate monitoring:** macroeconomic indicators (EU Labour Force Survey (LFS) 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).

⁶ The EMCO framework of indicators is available at: <http://ec.europa.eu/social/main.jsp?catId=115>, while for ESF and YEI indicators see: European Commission: *Monitoring and evaluation of European Cohesion Policy. European Social Fund* (Brussels, 2015). 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 (Annexes I and II).

These indicators serve to measure:

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

Aggregate macroeconomic indicators – computed on the figures of the EU 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 prevention measures to avoid that youth fall into inactivity and unemployment.

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, continued education or training, apprenticeship, and traineeship within the four-month timeframe specified by the Council's Recommendation.

This monitoring framework envisages three direct monitoring indicators:

- 1. Proportion of young people still in the YG preparatory phase beyond four months;**
- 2. Positive and timely exits from the YG preparatory phase;**
- 3. Average annual stock of young people in the YG preparatory phase** (over total “neither in employment, nor in education and training” (NEET) population, i.e. coverage of the YG scheme).

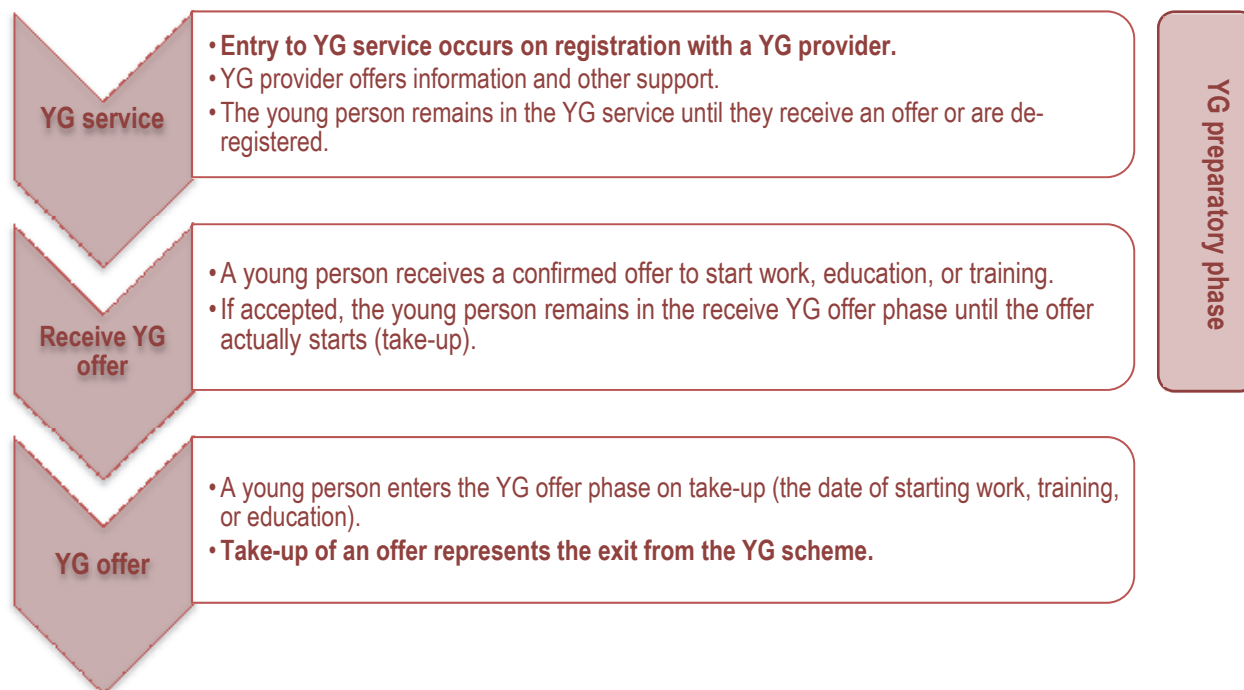
The 2015 version of the indicator framework distinguishes three phases of support, as shown in figure 1.

INDICATOR FRAMEWORK FOR MONITORING THE YG *cont.*

Aggregate macroeconomic indicators

Direct monitoring: inflows and outflows

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 5

Direct monitoring: inflows and outflows cont.

During the **YG service** phase (from the date of registration until the offer), young beneficiaries receive 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 upon which an offer is made/delivered until the date the offer actually starts (the two dates may not coincide). These two phases make up the **YG preparatory phase**, which covers 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 until the date of leaving the offer (irrespective of completion or not). If the offer is subsidized by ESF/YEI funds, this last phase coincides with “participation in interventions funded by the YG (ESF/YEI)”.

Follow-up indicators focus on the situations of young people after exiting the YG preparatory phase (at six, 12, and 18 months) by positive, negative, and unknown status and by type of offer received. “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*. This document envisages that data have to be collected about those individuals who are registered as participants and for whom ESF/YEI funds have been earmarked.

The implementation (output) indicators for programmes funded by the ESF/YEI focus on the individual characteristics of participants, type of programmes, and completion rates. This requires that the young people who received a subsidized offer 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 for implementation, and two for results. The two implementation indicators measure the overall number of individuals enrolling in 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 recognized qualification), (iii) traineeship, and (iv) apprenticeship.

Follow-up indicators

ESF/YEI INDICATOR FRAMEWORK

Implementation indicators

Result indicators

The result indicators focus on the situation of participants after leaving the programme. Measurement is done immediately after the programme's end (within four weeks) and then again after six 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 subsidized workers for an additional period after the termination of the subsidy) has expired.

ANNEX

Indicator framework for monitoring the Youth Guarantee

1. Introduction

The system for monitoring the interventions implemented under the Youth Guarantee (YG) 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).⁷

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

According to the Council's Recommendation on Establishing a Youth Guarantee, the target population is young people aged under 25 years who are unemployed or have left formal education (and are not in education or training).⁸ This means that national YG schemes should cover the current stock of young people (up to 24 or 29 years of age, as decided at country level) in that situation, as well as those who will enter that status from the date of establishing the YG onwards. In other words, the primary target group is young people who are neither in employment, nor in education and training (the so-called NEETs).

The following paragraphs summarize the monitoring indicators upon which European Union (EU) countries are required to report for the implementation of the measures envisaged by the Youth Guarantee implementation plan.

⁷ The indicator framework for monitoring the Youth Guarantee is available at: <http://ec.europa.eu/social/main.jsp?catId=115>, while for ESF and YEI indicators see: European Commission: Monitoring and evaluation of the European Cohesion Policy European Social Fund Guidance Document (Brussels, 2015), available at: ec.europa.eu/social/BlobServlet?docId=7884&langId=en. 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 (Annexes I and II).

⁸ *Council Recommendation on establishing a Youth Guarantee*, 22 April 2013 (2013/C 120/01), available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>

2. Indicator framework for monitoring the Youth Guarantee

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

1. aggregate macroeconomic indicators (Labour Force Survey (LFS) 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 (Results and impact of the Youth Guarantee) has been created under the Joint Assessment Framework (JAF) and provides the means to compare performance across EU countries. The additional difficulty in the collection and reporting of indicators on the YG is due to the source of European funding. The ESF and the YEI, in fact, have their own set of indicators.⁹ This note, 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).

2.1. Aggregate macroeconomic indicators

Aggregate macroeconomic indicators – computed on the figures of the EU LFS – describe the context of YG implementation in each country and its evolution over time. They are considered an indirect means of monitoring the effects of YG implementation and also reflect the impact of prevention measures to avoid young people falling into inactivity and unemployment.

With regard to NEETs, the EU emphasizes that at national level there are important differences between the number of young NEETs based on LFS data, the number of those who are unemployed (International Labour Organization 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 adding up the number of young people aged 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 young people registered with the PES in the same period. Table 1 provides an example of this calculation made for Portugal in 2013. The figures circled in red show the stock of potential beneficiaries of the YG (156,342 young people under 25 years and 123,483 young people under 30). The number of young people (under 25) registered in 2013 with the Portuguese PES totalled 83,784, or 53.6 per cent of all young people (under 25) who were unemployed according to LFS data.¹⁰

⁹ See: *Monitoring and evaluation of European Cohesion Policy European Social Fund*, op. cit.

¹⁰ Employment and Vocational Training Institute, (IEFP), *Relatório de actividades*, (Lisbon, 2014), p.31, available at <https://www.iefp.pt/documents/10181/201605/Relatorio+de+Atividades+2013.pdf/125c240a-ca17-4059-9b4b-58944dcd59b0>

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 the Council Recommendation) is those aged 15-24 (with the additional group aged 25-29 to be reported separately). Handout 1 details the indicators' definition, measurement methods, source of data, and disaggregation required, while Handout 2 outlines the ISCED classification of educational attainment levels.

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

	15-24			25-29		
	T	M	W	T	M	W
NEETs	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: Calculation based on Eurostat: *Annual Labour Force Survey (LFS) detailed figures*, (Brussels, 2013).

Table 2 provides the example of baseline figures for monitoring the aggregate indicators (outlined in Handout 1) in Spain (in percentages).

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

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 (aged 15-24) unemployment ratio to adult (aged 25-74) unemployment ratio		18.6	19.4	17.8	28.7	28.4
	Youth-to-adult unemployment rate ratio (aged 15-24 and 25-74)		13.3	14.7	11.8	22.0	24.0
Indicator		Total		Men		Women	
Educational attainment	Youth (aged 20-24) with at least ISCED 3, %	41.9		40.6		43.2	
	Employment rate of recent graduates (aged 20-34), %	55.9		57.8		54.1	
	Proportion of youth aged 20-29 with ISCED 0-2, %	36.4		42.6		30.1	
	Proportion of youth aged 30-34 with ISCED 5-8, %	42.3		37.1		47.5	
	Early leavers from education/training (18-24), %	23.6		27.2		19.8	

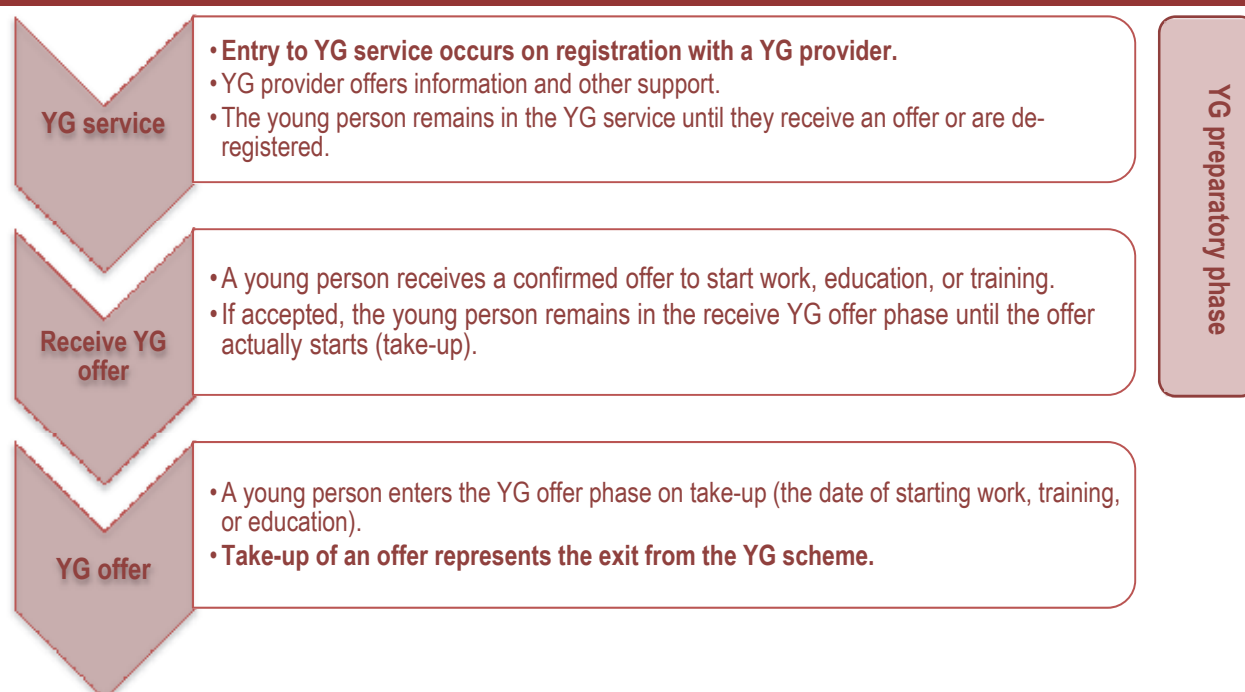
Source: Eurostat: Annual Labour Force Survey (LFS), 2013

2.2. Direct monitoring of Youth Guarantee delivery

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, training, apprenticeship, or traineeship within the four-month timeframe specified by the above-mentioned Council's Recommendation on establishing a Youth Guarantee. 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



Source: European Commission Employment Committee: *Indicator framework for monitoring the Youth Guarantee (YG) methodological manual* (Brussels, 2015), p 5

During the **YG service** phase (from the date of registration until 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 when an offer is made/delivered until the date the offer actually starts (the two dates may not coincide). These two phases make up the **YG preparatory phase**, which covers 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 until the date of leaving the offer (irrespective of completion or not). If the offer is subsidized by ESF/YEI funds, this last phase coincides with “participation in interventions funded by the YG (ESF/YEI)”.

The inflow/outflow indicators of direct monitoring are described in box 1. 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 1: 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 four-month target, percentage (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 the YG preparatory phase after four (six, and 12) months after the date of registration</i> The numerator of the indicator refers to the annual stock of youth who entered the YG scheme, but did not exit the preparatory phase within four months. The denominator is the annual average stock of young people in the YG preparatory phase. Average annual stock is the sum of each month stock of beneficiaries divided by 12. Disaggregation of inflows: Individual characteristics: the information to be collected on young people who are registered with a YG provider are: – Sex and age group: aged 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 25-29 cohort, this has to be reported separately. – Status at entry: total (aged 15-24), of whom • unemployed registered with the PES

Box 1: Direct monitoring indicators (inflow and outflows), *cont.*

Direct monitoring indicator	Measurement, source of data and disaggregation
	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 aged under 25, long-term unemployment is defined at a six-month 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: - none (first entry in the YG); - did not take up offer: i.e. the individual dropped out from the YG scheme before taking up an offer (through drop out or sanctioning); - took up an offer: young people who have already been in the YG scheme and took up an offer (re-entry); - unknown. Disaggregation of outflows: The exit from YG occurs when a young client is de-registered from the YG because: - He or she took up an offer (either from a YG provider or through self-initiative), i.e. POSITIVE DESTINATION - For other known reasons (voluntary de-registration, drop out, return to unemployment/inactivity), i.e. NEGATIVE DESTINATION - Unknown (if the persons cannot be traced and it is not possible to determine what happened). Outflows are to be reported at four-, six-, and 12-month intervals and by type of offer.

Box 1: Direct monitoring indicators (inflow and outflows), *cont.*

Direct monitoring indicator	Measurement, source of data and disaggregation
Positive and timely exit from preparatory phase (percentage) 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 four 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 four-month 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 four 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 and training, apprenticeship, or traineeship (total and subsidized ones).
Coverage of YG (percentage) 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 LFS). Although this indicator mixes two different data sources (administrative and survey-based data), it is used as a proxy of the coverage of the YG services.

2.2.1 Entry in the Youth Guarantee scheme

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

1. has contacted a YG provider (also through a web platform);
2. has been assessed as eligible for support;
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 the YG and his/her personal data have been recorded in the YG register/database does she or he become a “client” (and she or he is recorded as inflow).

Second, young individuals who are registered (i.e. they have 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 six, 12, and 18 months) irrespective of whether they took up an offer or not.

Third, the existence of a unique database of YG clients would ease reporting, but since this is not possible when there are multiple entry points in the YG scheme, all implementing partners (that are also entry points) need to collect and maintain information with the same method -- and with the same disaggregation and measurement rules -- so that information can be pooled on a monthly basis (to report on the four-month timeframe for receiving an offer).

Finally, those implementing partners that are also entry points into the YG scheme -- but who 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 aged between 15 and 24 years, 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).

2.2.2 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), or 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 measures 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 (aged 15-24 or 15-29) who, at the time of contacting a YG provider: (i) are 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 also need to be categorized according to whether they are registered with the PES or not, and by length of unemployment spell (for youth under 25, long-term unemployment refers to periods of unemployment six 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:** ISCED levels 0-2, 3-4 and 5-8
- **Youth from rural areas:** young people residing in thinly populated areas, as per DEGURBA classification¹¹
- **Migrants, people with a foreign background, minorities** (see box 2)¹²
- **Persons with disabilities:** registered as disabled according to national definition
- **Persons living in a jobless household:** households (family group under one roof) where no member is employed (i.e. all are unemployed or inactive)
- **Persons living in a single adult household with dependent children:** an 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 disadvantages:** other factors affecting labour market outcomes, not mentioned above (e.g. being homeless or with substance addiction problems).

11 Eurostat: *Degree of urbanisation (DEGURBA), Rural areas classified as Code 3*, available at: http://ec.europa.eu/eurostat/ramon/miscellaneous/index.cfm?TargetUrl=DSP_DEGURBA

12 Minority, ethnic belonging and disability are personal data considered "sensitive" according to article 8 of Directive 95/46/EC of the European Parliament and of the Council on the protection of individuals with regard to the processing of personal data (dated 24 October 1995). In line with articles 6 and 7 of this Directive, the ESF regulation provides Member States with the legal basis to justify the 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 data (see also paragraph 2.2 of this chapter). See: European Commission: *Monitoring and evaluation of European Cohesion Policy European Social Fund Guidance Document*, (Brussels, 2015), op.cit.

Box 2: Migrants, people with a foreign background and minorities

Migrants: non-EU born individuals from a third country, legally residing in EU countries. Migrants can be of first, second, or third generation, although many migrants of second and third 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: European Commission: Evaluation of ESF support for enhancing access to the labour market and the social inclusion of migrants and ethnic minorities (Brussels, 2011)

2.2.3 Outflow from the Youth Guarantee scheme

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 set 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 persons working in own business, farm, or professional practice. A self-employed person is considered to be working if she or 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 or her business.
- 2. Continued education (and training):** enrolment in formal education or training programmes leading to a recognized qualification (measured in terms of ISCED levels or levels of the National Qualification Framework (NQF).
- 3. Traineeships:** They refer to a limited period of work practice spent in enterprises, 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 that form part of mandatory professional training (e.g. law, medicine), (iii) traineeships that are part of market policies, and (iv) traineeships that have been agreed between the trainee and a host organization (business, non-profit, or government) without the involvement of a third party.
- 4. Apprenticeships:** the characteristics of the apprenticeship (e.g. occupation, duration, skills to be acquired, wage, social protection entitlements) 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 recognized qualification in a specific occupation.

The timeframe to measure outflow is set in three categories, i.e. “within four, six and 12 months”, counted from the date of the young person’s registration 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 the YG*” does not appear to require a distinction of “positive outcome” into outcomes resulting from an offer made by a YG implementing partner (which results in the participation of the young person in a programme listed under the Youth Guarantee implementation plan and funded by the ESF or YEI), versus outcomes resulting from self-initiative (which need to be recorded to count positive destinations).

However, this distinction becomes important to compute the result indicator “*Situation of young people at six, 12, and 18 months after exiting the preparatory phase*” (see section 2.3.). 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 on their own - the type of destination (employment, education and training, traineeship and apprenticeship) through administrative data (social security and tax records, education and training registers).

2.3. Follow-up indicators

The follow-up indicators focus on the status of young people after exiting the YG preparatory phase, disaggregated by type of destination (employment, education and training, apprenticeship, traineeship). These indicators (see Box 3) measure the situation of young people by type of destination at three time intervals (six, 12, and 18 months).

The baseline is nil and the source of data is administrative records (where available) or data collected through a follow-up survey on a representative sample of young clients enrolled in the YG scheme. Since there is a general assumption that most young people in the YG scheme will receive an offer to participate in 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 six-month interval) should be reflected in the YG register/database.

Box 3: 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 six-, 12-, and 18-month intervals), percentage Baseline: Nil Data source: Administrative records	<i>Percentage of young people who -- at six, 12, and 18 months 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: 1. a positive status (employment, education/training, apprenticeship, traineeship), of which subsidized (by type of destination) 2. a negative status (unemployed or inactive) 3. 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 disadvantages. 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 interventions.
Situation of young people after exiting the YG preparatory phase (at six-, 12, and 18-month intervals), by type of offer, percentage 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 (six, 12, and 18 months) by type of offer received.</i> The numerator is the number of youth who exited the YG preparatory phase (see above) and are in employment, education or training, apprenticeship, traineeship at six, 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.

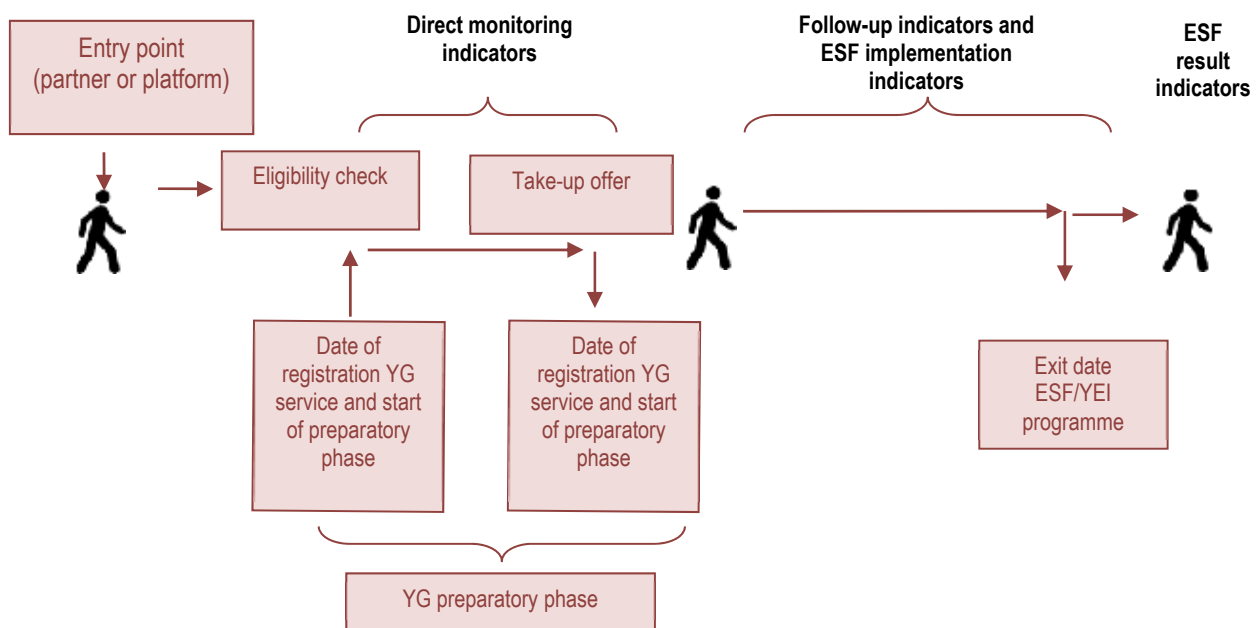
The calculation of the above-mentioned indicator requires the observation of each young person who left the YG preparatory phase after six, 12, and 18 months from the date of exit. The measurement needs to be done on the monthly outflows from the YG register and requires that young people are followed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

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

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

The relationship between the YG indicator framework and the ESF/YEI monitoring indicators is shown in Figure 2.

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



3. European Social Fund and Youth Employment Initiative indicators

The monitoring and evaluation framework of the interventions funded by the ESF/YEI is established in the ESF Guidance Document: *Monitoring and evaluation of European Cohesion Policy*.¹³

The ESF/YEI monitoring framework specifies that individual data are 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 starts the programme and the date when he or she 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 – relates 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 disadvantages (homeless, ex-offender, substance addiction, and so on).

If the personal information of young people who are eligible under the general rules of the YG is accurately collected at registration, it is 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 six 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.¹⁴

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.

13 European Commission: *Monitoring and evaluation of European Cohesion Policy European Social Fund Guidance Document*, (Brussels, 2015), op.cit.

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

3.1. Implementation indicators

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

Box 4: Implementation indicators of ESF/YEI-funded actions

Indicator	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 benefiting directly from one of YG interventions. These are divided into four categories: 1. Employment and self-employment: all interventions in which 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 recognized qualification; 3. Traineeships, i.e. a limited period of work practice in enterprises, public bodies, or non-profit institutions, in order to gain practical work experience. For the purposes of the Youth Guarantee implementation plans, 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 recognized qualification in a specific occupation.

Box 4: Implementation indicators of ESF/YEI-funded actions, *cont.*

Indicator	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 or training, traineeship and apprenticeship) and by individual characteristics (sex, age, labour market status, household situation, other disadvantages, 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 she or he attends regularly until the end of the programme. Any participant who does not attend according to schedule and/or drops out before the scheduled end, for whatever reason, is to be excluded from the count of this indicator (dropout).

3.2. Result indicators

The ESF/YEI result indicators focus on the situation of participants once they have left the programme. Measurement is done immediately after the programme's end (four weeks) and then again after six months. "Programme's end" means that any additional obligation imposed on the 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 employer's obligation to retain subsidized workers for an additional period after the termination of the subsidy) has expired. Box 5 provides the definition of result indicators, measurement, data sources, and disaggregation.

Box 5: Result indicators of ESF/YEI-funded actions

Result indicators (participants)	Measurement, source of data, and disaggregation
Participants situation upon leaving the YG intervention, percentage (short-term, four 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 or training, job searching, or who have gained a qualification upon leaving.</i> The numerator of the indicator is the number of youth who participated in 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 the status of participants. Since the YG interventions target unemployed and inactive young people, the measurement is carried out by labour market status before and after the intervention. “Upon leaving” is understood as four weeks after the exit date. Labour market statuses upon leaving is computed for participants on the basis of their labour market status at entry (unemployed and inactive) 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 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.

Box 5: Result indicators of ESF/YEI-funded actions, *cont.*

Result indicators (participants)	Measurement, source of data, and disaggregation
Participants' situation six months after leaving the YG intervention, percentage (longer term, six months) Baseline: Nil Data source: Administrative register/ follow-up survey (on representative sample)	<i>Percentage of young participants in employment or education or training, six months after leaving the YG intervention.</i> The numerator of the indicator refers to the number of young people 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 also geared to measuring the participants' outcomes after the intervention and effect over time. Whereas the indicators measure 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 only in the shorter-term. 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-month intervals, with a view to having consistent measurements across the type of indicators. The disaggregation of this indicator is to be done by individual characteristics (e.g. sex, age, educational attainment), by type of labour market status at the time of measurement and at the time of entry.

3.3. Baseline, targets and data collection

Immediate and longer-term result indicators are reported annually. 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 for a representative sample, i.e. randomly selected to reflect the socio-economic characteristics of participants (sex, labour market 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 of the output indicators must be excluded from any process of aggregation used to produce the indicators.

Handout 1

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

Main indicator	Measurement, source of data, and disaggregation
NEET rate (percentage of the population aged 15-24 and 25-29)	<i>Percentage of the population aged 15-24 of a given sex who are 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) b) have not attended any education or training in the four weeks preceding the survey. The NEET rate is the main indicator to measure (indirectly) the effect of the YG as it relates to the primary group targeted by early intervention, activation and labour market measures. If the national YG scheme targets the cohort 15-29, the figures for this group are to be reported separately for this indicator and those that follow. The source of data is the EU LFS, annual estimates, and the baseline is the NEET rate in 2013.
Labour market indicators	Measurement, source of data, and disaggregation
NEET rate (aged 15-24) by labour market status (percentage of the population)	<i>Percentage of the population aged 15-24 (who did not receive any education or training in the four weeks preceding the survey), who are unemployed and inactive.</i> Percentage of the population aged 15-24 (who did not receive any education or training in the four weeks preceding the survey), who are unemployed and inactive: • 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 LFS, annual estimates and the baseline is the annual NEET rate (aged 15-24) in 2013 disaggregated by labour market status.

Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source, *cont.*

Labour market indicators	Measurement, source of data, and disaggregation
Employment-to-population ratio of youth aged 15-24 and 25-29 (percentage of the population)	<i>Percentage of the population of a given age and sex who are employed.</i> The numerator is all young persons who are employed and the denominator is the total population of the same age group and sex. Employed persons are individuals who performed work, even for just one hour per week, for pay, profit, or family gain during the reference week, or who 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 LFS, annual estimates, and the baseline is the annual employment-to-population ratio (aged 15-24; 25-29) in 2013.
Youth unemployment rate (percentage), aged 15-24	<i>Percentage of the labour force of a given age and sex who are 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: (i) were without work during the reference week, (ii) were currently available for work and (iii) 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 LFS, annual estimates and the baseline is the annual unemployment rate of the population aged 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 those aged 15-24 and 25-29.

Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source, *cont.*

Labour market indicators	Measurement, source of data, and disaggregation
Youth unemployment ratio (percentage), aged 15-24	<i>Percentage of the population of a given age and sex who are 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 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 those aged 15-24 and 25-29.
Youth unemployment ratio (aged 15-24) to adult unemployment ratio (aged 25-74)	<i>Ratio of the youth population who are unemployed over the ratio of the adult population who are 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 LFS, annual estimates, and the baseline is the annual youth unemployment ratio (aged 15-24) over adult (aged 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.

Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source, *cont.*

Educational attainment indicators	Measurement, source of data, and disaggregation
Youth (aged 20-24) educational attainment level (ISCED 3 and over), percentage	<i>Percentage of the population aged 20-24 with at least upper secondary education (ISCED level 3 and over)</i> The numerator is all persons aged 20-24 who have attained International Standard Classification of Education (ISCED) level 3 and above, while the denominator is the total population aged 20-24. The educational attainment level is defined as the highest level of education successfully completed, on the basis of the levels of ISCED as shown in Handout 2. All the indicators in the group “Educational attainment” need to be analysed 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 LFS, annual estimates, and the baseline to be considered is the percentage of youth (aged 20-24) with ISCED level 3 and above in 2013.

Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source, *cont.*

Educational attainment indicators	Measurement, source of data, and disaggregation
Employment rates of individuals (aged 20-34) recently graduated (ISCED 3-8), percentage	<i>Percentage of the population in the given age and sex group, recently graduated who are employed one to three 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 one to three years previously. The denominator consists of the employed population in the same age group, who left education one to three years previously, irrespective 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 pays 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 LFS, annual estimates, and the baseline is the respective LFS figure for 2013.
Proportion of youth aged 20-29 with low educational attainment level (ISCED 0-2), percentage	<i>Percentage of the population in the given age and sex group with lower secondary education or less</i> The numerator comprises all persons in the given age and sex group 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 LFS, annual estimates, and the baseline is the respective LFS figure for 2013.

Aggregate monitoring: macroeconomic indicators, measurement, disaggregation, and data source, *cont.*

Educational attainment indicators	Measurement, source of data, and disaggregation
Proportion of youth aged 30-34 with tertiary educational attainment level (ISCED 5-8), percentage	<i>Percentage of the population in the given age and sex group with educational attainment at ISCED level 5-8</i> The numerator comprises all persons in the given age and sex group who have tertiary educational attainment (ISCED level 5-8). The denominator consists of the population in the same age group and sex. The source of data is the LFS, annual estimates, and the baseline is the respective LFS figure for 2013.
Early leavers (aged 18-24), percentage	<i>Percentage of the population aged 18-24 who have attained at most lower secondary education and not been involved in further education or training</i> The numerator of the indicator refers to persons aged 18-24 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; 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 answer the questions “highest level of education or training successfully completed” and “participation to education and training”. The source of data is the LFS, annual estimates, and the baseline is the respective LFS figure for 2013.

Handout 2

International Standard Classification of Education

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's or equivalent
ISCED 7	Master's or equivalent
ISCED 8	Doctoral degree or equivalent
Groups	(a) ISCED 0-2: lower secondary education attainment (b) ISCED 3-4: upper secondary education (c) ISCED 5-8: tertiary education

Source: Eurostat: *International Standard Classification of Education (ISCED)*, available at [http://ec.europa.eu/eurostat/statistics-explained/index.php/International_Standard_Classification_of_Education_\(ISCED\)](http://ec.europa.eu/eurostat/statistics-explained/index.php/International_Standard_Classification_of_Education_(ISCED)).

Handout 3

Summary table of EU indicators for monitoring the YG

Source	Type	Indicator statement	Disaggregation
Indicator framework to monitor the YG	Implementation (output/process)	Proportion of young people in the YG service beyond the four-month target, percentage (inflow/outflow YG service)	Inflows: by sex, age-group (aged 15-24; 25-29), labour market status, educational attainment (ISCED levels), prior YG experience, individual disadvantage Outflow: by type of offer (employment, education or training, apprenticeship, traineeships), type of outcome (positive/negative), within four, six, or 12 months
		Positive and timely exit from YG service, percentage	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, percentage	By sex, age-group: (aged 15-24; 25-29), labour market status, educational attainment (ISCED groups)
	Result (outcome)	Situation of young YG clients after exiting the YG service (at six-, 12-, and 18- month intervals), percentage	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: six, 12, and 18 months after exit
		Situation of young YG clients after exiting the YG service (at six-, 12-, and 18- month intervals), by type of offer, percentage	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: six, 12, and 18 months after exit

Summary table of EU indicators for monitoring the YG, *cont.*

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 • Sex and age group: aged 15-19; 20-24; (and 25-29 in Portugal). Labour market status: (i) unemployed (of whom registered unemployed and long-term unemployed), and (ii) inactive, not in education or training • Educational attainment: by ISCED groups • 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 • Living in a single adult household with dependent children: other disadvantages: additional factors affecting labour market outcomes (ex-offenders, people at risk of poverty or social exclusion, substance abusers, homeless persons) By type of intervention • Employment and self-employment • Continued education and training • Traineeship • Apprenticeship
		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 until the scheduled end of the programme

Summary table of EU indicators for monitoring the YG, *cont.*

Source	Type	Indicator statement	Disaggregation
European Social Fund and Youth Employment Intervention	Result (outcome)	Participants' situation upon leaving the YG intervention, percentage (short-term)	By personal characteristics • Sex and age group: aged 15-19; 20-24; (and 25-29) • Labour market status: (i) unemployed; and (ii) inactive • Educational attainment: by ISCED groups • Youth from rural areas • Migrants, people with a foreign background, minorities • Persons with disability • Living in a jobless household • Living in a single adult household with dependent children: • Other disadvantages By type of intervention • Employment and self-employment • Continued education and training • Traineeship • Apprenticeship By labour market statuses upon leaving • In employment or self-employment • Job searching • Education or training • Gained a qualification
		Participants' situation six months after leaving the YG intervention, percentage (longer term)	By personal characteristics, type of intervention and labour market status, as above



Monitoring national Youth Guarantees

Module

5

Monitoring national Youth Guarantees

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
Resources	PPT: Monitoring national Youth Guarantee schemes

National Youth Guarantee coordination authorities need to adapt the monitoring framework established at European Union (EU) level to the specific features of the interventions planned in their Youth Guarantee implementation plans.

These typically set forth a number of key reforms, early intervention and activation initiatives, and labour market integration programmes.

INTRODUCTION

INTRODUCTION cont.

KEY REFORMS

MEASURING THE ACHIEVEMENTS OF KEY REFORMS

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

1. Go through national Youth Guarantee (YG) implementation plans to classify interventions into the three pillars of the YG (key reforms, early intervention and activation, and labour market integration measure);
2. Review – for each action under each category – the indicators that have been set in the Youth Guarantee implementation plan to verify their consistency with the EU framework. If necessary, monitoring indicators should be adjusted.

The YG offers many European countries the opportunity to introduce (or expand) a number of key reforms in diverse policy areas (ranging from the reform of the vocational education and training system, to the reform of the structure and organization of the Public Employment Services (PES)). The progress in achieving the objectives of key reforms can usually be measured through the aggregate indicators of the *Indicator framework for monitoring the Youth Guarantee* (see Module 4).

For instance, one of the key reforms envisaged by the Portuguese Youth Guarantee implementation plan is to increase the level of qualification of young people aged 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 PES (especially vocational guidance, labour market information, and job search assistance).

In Latvia, key reforms centre on developing a national system to activate young NEETs and introducing career education in schools.

The aggregate indicators outlined in the *Indicator framework for monitoring the Youth Guarantee* (see also Module 4) provide three sets of indicators that may 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, 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 aged 20-34 by educational attainment
- youth employment ratio
- employment rates of individuals (aged 20-34) recently graduated, levels 3 to 8 of the International Standard Classification of Education (ISCED).

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).

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

- NEET rate (per cent of population aged 15-24 and 25-29)
- employment-to-population ratio (aged 15-24 and 25-29)
- employment rates of individuals (aged 20-34) recently graduated (ISCED 3-8).

If career education is mainstreamed at all levels of the education system, there is an assumption that young people would make choices more in line with the demands of the labour market and therefore be more employable.

PORTUGAL

SPAIN

LATVIA

MEASURING PROGRESS IN EARLY INTERVENTION

Similarly, in the case of key reforms, the selection of indicators to measure progress in early intervention will be contingent upon the specific initiatives of the national Youth Guarantee implementation plan.

Systemic early intervention actions – i.e. those affecting the school system as a whole and involving all students – can be monitored through the educational attainment and employment aggregate indicators (*Indicator framework for monitoring the Youth Guarantee*), whilst specific early intervention measures targeting students at risk can be monitored through a combination of aggregate, implementation, and progression indicators.

Some countries, for instance, focus their attention on mechanisms to detect the risk of early school leaving, while others concentrate on giving young people the opportunity to gain work experience while at school (dual vocational training).

In the first example (tracking system), the indicator that may be used to measure progress is:

- early leavers from education and training (aged 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, it is assumed that young people with vocational skills aligned to the labour market and practised in a real work setting will have a better chance in the labour market. The indicator, therefore, may be:

- employment-to-population ratio (aged 15-24 and 25-29), by educational stream.

OUTREACH

In the context of the YG, outreach activities typically encompass: (i) information campaigns and awareness raising to attract young people towards available services, (ii) interventions to identify, contact, and engage inactive or disengaged youth, and (iii) individualized support services delivered in proximity (e.g. in local communities, schools, malls, public events, one-stop-shops, or mobile settings).

Outreach approaches may be monitored through a combination of:

- implementation and result indicators (to measure individual performance)
- direct and follow-up monitoring indicators (to measure whether outreach is resulting in YG registration)
- aggregate indicators (final outcomes of outreach activities)

The majority of member States envisage -- under the “activation” pillar of the YG -- the strengthening of job search assistance and counselling and guidance services, as well as the introduction or fine-tuning of profiling systems and individual action planning (for example, Bulgaria and Poland). Some countries are establishing – within the existing PES structure – specialized youth counselling teams, while others are strengthening cooperation with private employment agencies. Activation rules (job search monitoring and sanctioning) are included in the Youth Guarantee implementation plans of Belgium, Ireland, and Germany.

Within Youth Guarantee schemes, activation strategies are part of the preparatory phase, which is the period that lasts from registration in the Youth Guarantee scheme to the date of taking up an offer.

The success of activation measures can be measured by a combination of implementation indicators (participation in a specific activation service) and the inflow and outflow indicators established by the Employment Committee (EMCO) (especially a timely exit from the YG preparatory phase and situation at the follow-up stage). If activation strategies work as expected, they should also result – over time – in an increase of the share of youth exiting the YG preparatory phase in a timely fashion and (at the aggregate level) in declining youth unemployment and inactivity, as well as increasing employment.

OUTREACH *cont.*

ACTIVATION

ACTIVATION *cont.*

In Portugal, for example, the Youth Guarantee 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 the YG service (inflow, annual average)
- proportion of young people in the YG preparatory phase beyond the four-month target
- situation of young clients after exiting the YG service at six-, 12-, and 18-month intervals

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

- number of young unemployed participating in the activation and job search training
- situation of participants four weeks and six months after the end of the measures (European Social Fund (ESF) / Youth Employment Initiative (YEI))
- situation of young participants after exiting the YG service at six-, 12-, and 18-month intervals.

LABOUR MARKET INTEGRATION MEASURES

In Youth Guarantee implementation plans, the measures to support the integration of young NEETs in the labour market are grouped according to four possible destinations, namely: employment, continued education, apprenticeship, and traineeship.

Broadly speaking, the indicators to be taken into consideration relate to: (i) participation in and completion of each specific measure (combination of EMCO and ESF/YEI for monitoring implementation at the individual level), (ii) situation of participants at the follow-up stage (combination of EMCO, ESF/YEI and quality indicators to appraise the results achieved

by each specific measures), and (iii) aggregate education and labour market indicators to appraise the cumulative contribution of integration measures. Once a young person receives and takes up an ESF/YEI subsidized offer by a partner organization and exits the YG preparatory phase, she or 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 Module 4), namely:

- total young people enrolled by type of action
- total number of participants
- participants' situation at the end of the training programme (four weeks, six, and 12 months).

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

A participant is a person who participates in an ESF/YEI-funded measure, and benefits directly from support that entails 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 computerized records that include:

- the unique identifier (code) of the programme/measure
- the unique personal identifier of the individual
- 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.

LABOUR MARKET INTEGRATION MEASURES *cont.*

DISAGGREGATION OF ESF/YEI INDICATORS

The ESF/YEI framework requires that information on participants be disaggregated by:

- sex and age group (total, men, women; aged 15-19; 20-24; and 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
- those living in a jobless household: a family group under one roof where nobody is employed (i.e. all are unemployed or inactive)
- those living in a single adult household with dependent children
- other disadvantaged persons: e.g. homeless, ex-offender, addiction problems).

The labour market statuses of participants upon leaving are computed on the basis of their labour market status at entry (unemployed and inactive, not in education and training) and by the 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 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 derived by a validation process.

Result indicators on the employment situation at follow-up also need to provide information on the quality of jobs. The Guidance on evaluation of the Youth Employment Initiative (YEI) (see Module 4) 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 European Social Fund (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. The quality of data is defined in terms of relevance, accuracy, timeliness, punctuality, accessibility, clarity, comparability, and coherence. Two of these criteria are particularly relevant to the ESF monitoring system:

- **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). In order to assess the completion of individual participation records, it should be possible to distinguish between incomplete responses and unavailable data.

MEASURING JOB QUALITY

DATA QUALITY



Evaluation of Youth Guarantee interventions

Module

6

Evaluation of 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 Youth Guarantee (YG) scheme.
Delivery time	90 minutes
Resources	Handout 1: Steps in randomized assignment Handout 2: Guidelines to select an impact evaluation methodology Handout 3: Glossary of key impact evaluation terms PPT: Evaluation of Youth Guarantee interventions

The European Social Fund (ESF) programming document for the period 2014-2020 emphasizes the need to evaluate the effectiveness, efficiency, and impact of the interventions funded by the ESF and the Youth Employment Initiative (YEI).

INTRODUCTION

PERFORMANCE EVALUATION

Performance evaluations are based on the data stemming from the monitoring framework, and especially short- and longer-term result indicators. These 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. 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 attaining 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. As a minimum, the evaluations should assess at what 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

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 and answer the question of why and how an intervention works. This approach mainly produces a qualitative estimate of impacts

- **Counterfactual impact evaluation**, which involves the outcomes of those having benefited from a specific programme and those who have not. This method is useful in ascertaining 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 who 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 outcome 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:

$$\alpha = (Y | P = 1) - (Y | P = 0)$$

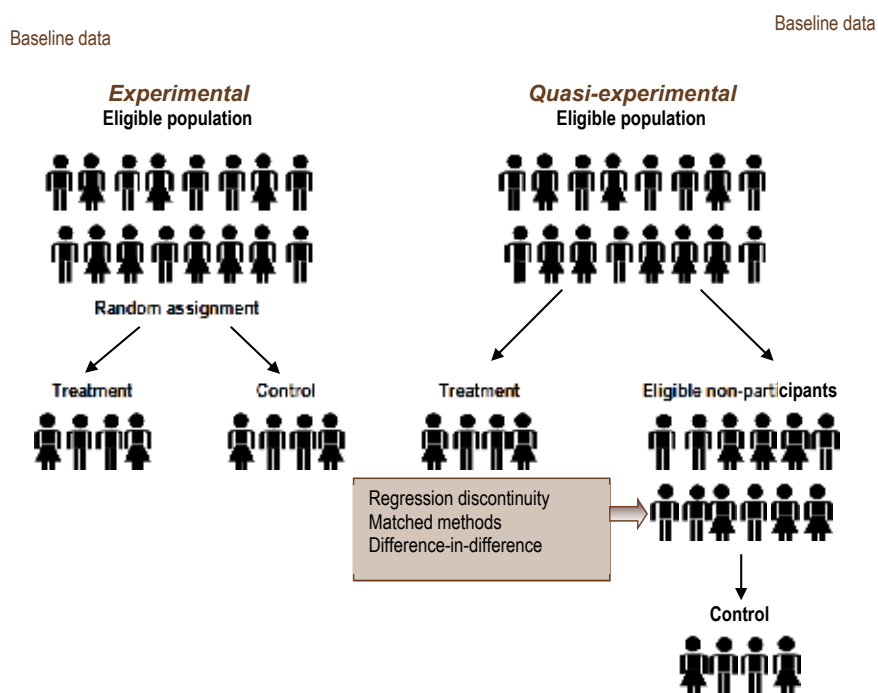
Since the second part of the equation cannot be directly measured, comparison (or “control”) groups are used. Impact is the difference between the outcome for participants and the outcome for the control group [or: $\alpha = (Y_p) - (Y_c)$].

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 (e.g. sex, age-group, level of education) 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 *cont.*

Figure 1: Experimental and quasi-experimental approaches



EXPERIMENTAL APPROACHES

In experimental approaches (randomized experimental design or randomized controlled trials) 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:

1. The programme has already started and beneficiaries have already been selected by means of other methods;
2. There are sufficient resources to cover all eligible individuals and it would be unethical to withdraw services simply for evaluation purposes;
3. The intervention targets a limited number of individuals with unique characteristics;
4. Policy-makers oppose the provision of a programme to one group and not to another.

The most know types of experimental approaches can be summarized as follows:

- **Randomized assignment** uses a lottery to decide which individuals among the eligible population receive the programme and which individuals do not.
- **Randomized phase-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. This is because 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 do receive it. This is the treatment-on-the-treated (TOT) estimate.

EXPERIMENTAL APPROACHES *cont.*

TYPES OF EXPERIMENTAL APPROACHES

QUASI-EXPERIMENTAL APPROACHES: DIFFERENCE-IN-DIFFERENCES

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. In order for the DD approach to be successful, the availability of good quality baseline data for both the treatment and control group before the start of the programme is key. If these data are not available, it is not possible to use DD approaches and other methods need to be explored. Typically, the DD approach works backwards, 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.

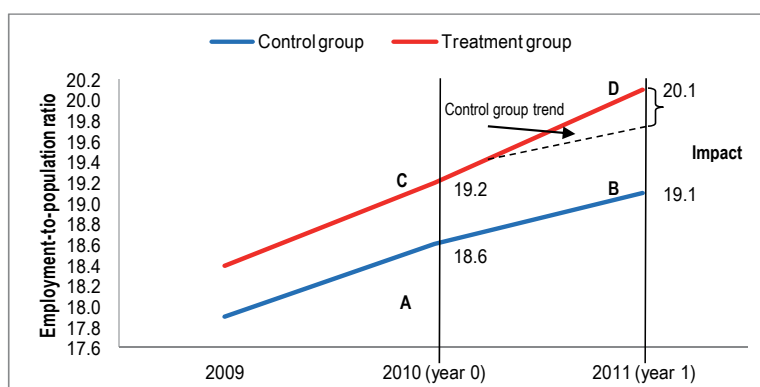
Example

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

The Labour Force Survey (LFS) 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 figure 2). In regions where the programme was conducted the ratio was 19.2 per cent (point C). A year later, a follow-up survey was run on participants and the control group and found 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:

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

Figure 2: DD estimate



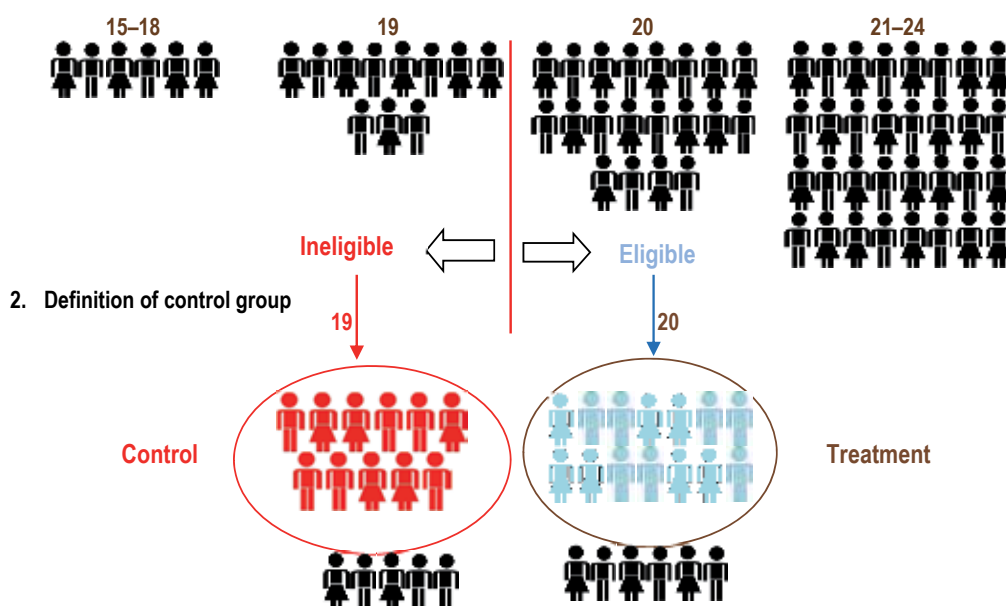
The **regression discontinuity design** (RDD) is a method that can be used for programmes that have entry rules with a clear cut-off point to determine who is eligible and who is not (for example, age or length of unemployment spell). It calculates the difference in post-programme outcomes between individuals 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

Figure 3: RDD Selection of control group

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



MATCHING METHODS

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 the control group, which are associated with the outcomes of interest.

When there are many variables to take into consideration, **propensity score matching** (PSM) 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 to 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
- It allows designing and implementing a credible evaluation of the results achieved.

EXPECTATIONS CHECK-UP AND VALIDATION

Before closing the workshop, the facilitator(s) should run through with participants a quick check-up of what has been done against the expectations expressed at the beginning of the workshop (see Module 1). Participants will also receive a questionnaire to validate the technical and organizational aspects of the workshop.

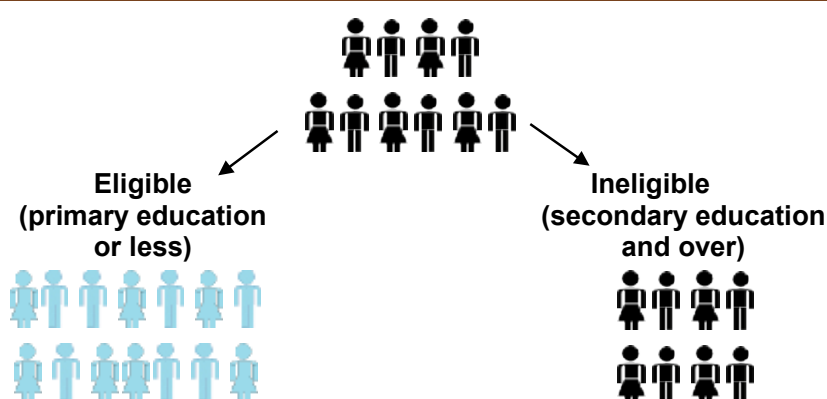
Handout 1

Steps in randomized assignment

The **first step** in a lottery design is to define those who 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, let us suppose that 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 who have primary education or less, as shown in figure 1.

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



In order to extract the 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 (PES), 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 (LFS) or Household Budget Survey (HBS)) provide more comprehensive data of the population of interest. In the example above, both the LFS and the HBS 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 are available, 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.¹⁵

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 for 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 table 1). 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.

¹⁵ 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 with a random number of between 0.5 and 1, while the other individuals will be assigned “FALSE” or “0”.

Handout 2

Guidelines to select an impact evaluation methodology

1. The programme has already started

If the programme has not used the randomization approach to assign participants to the programme, only quasi-experimental approaches can be used. The method that will work best for a specific programme will be contingent upon the rules established to enrol participants.

a. 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 (RDD) is an effective method to evaluate. Examples of cut-off points may be: length of unemployment spell, or age (for example only youth unemployed for six months or more; only youth aged 20 to 24, and so on).

b. The programme is ongoing and participants' selection is based on a first-come, first-served basis (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 built using difference-in-differences (DD) 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 is 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 individuals who have not yet been enrolled.

2. The programme has not started

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

a. There is excess demand for the programme and/or there are inadequate resources to cover the enrolment of 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 may use a randomized controlled trial (also called randomized assignment) to decide who -- among the equally eligible population -- should receive the programme and who should 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: RDD if the intake of participants uses clear eligibility ranking with cut-off; DD or matched methods if intake is based on specific characteristics; on a first-come-first-served basis; on a caseworker's referral.

Guidelines to select an impact evaluation methodology, *cont.*

2. The programme has not started, *cont.*

b. Participation in the programme is voluntary and not all will enrol

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

c. Participation in 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 given examples, 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, DD 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 that 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 3

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 chosen. 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 may 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).

Handout 3

Glossary of key impact evaluation terms, *cont.*

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 who 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.

Appendices

Appendix 1

Designing and implementing training workshops: Guidelines for facilitators

Understanding the audience

Understanding the nature and characteristics of the participants is crucial to the success of a training workshop. With this understanding, facilitators will be able to deliver the workshop according to the 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 results 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
- 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.

- define the objectives so that it is clear what is expected to be achieved by the end of the workshop
- prepare an overview of the workshop that outlines objectives and content
- present simple concepts, one at a time

Identifying the workshop design criteria

cont.

- 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)
- give an adequate number of positive examples of the concept, portraying concrete examples to explain the concepts if possible, take examples from the ideas or knowledge familiar to the participants to show a connection to real-life cases
- offer opportunities for participants to become involved in the workshop (i.e. through group discussions, hands-on activities, question-and-answer sessions, problem-solving)
- allot sufficient time for participants' discussion and practice
- allow sufficient opportunity for feedback or interaction with participants, in order to monitor learning progress
- provide enough exercises to foster the acquisition of knowledge or skills to the extent that these become automatic
- give a summary of each session and link the previous topic to the next
- ensure a non-threatening, self-motivating environment.

Tips for running workshops

This section provides a few tips for running workshops. The advantages and disadvantages of using the main instruction methods are summarized in the table at the end of these guidelines.

Skills 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 and learn from it. In this way, participants will validate their attending the workshop. They will consider it effective and useful.

Starting the workshop

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, "*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*".

Introducing 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 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).

Starting the workshop *cont.*

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 or 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

Ice-breaking 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.

Ice-breakers 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 interactions between facilitators and participants and among participants themselves. There are several ways in which facilitators can build rapport. The following are a 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 that the facilitators choose will depend on the type of information they want. Descriptions of the different levels of evaluation are given here, 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.

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 analyses whether the workshop produced the expected results (e.g. it provided an effective response to the monitoring and evaluation issues faced by participants).

Table.1: Instruction methods: Advantages and disadvantages

Method	Advantage	Disadvantage
Lecture - The facilitator has full responsibility for presenting facts and principles orally. Formal lectures are mostly used when presenting information to large groups. Communication is virtually one-way (from instructor to learners). Informal lectures 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.	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 shyer 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 analyse the points of the discussion.	Can be time-consuming and may lead participants into off-track discussions. This is where effective facilitation skills are needed.

Table 1: Instruction methods: Advantages and disadvantages, *cont.*

Method	Advantage	Disadvantage
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.	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.	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.
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).	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 practice of new behaviour or skills, and stress that the exercise is not about acting abilities but about the proper application of what has been learned.

Table 1: Instruction methods: Advantages and disadvantages, *cont.*

Method	Advantage	Disadvantage
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.	Allows creative thinking for new ideas, encourages full participation (i.e. all ideas are equally recorded) and draws on the group's knowledge and experience. It creates a spirit of cooperation among participants.	Can be unfocused. Participants may have difficulty getting away from known reality. If not managed well, criticism and negative evaluation may occur. The 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 skills through years of experience or through higher levels of study or research in the field.	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.

Appendix 2

Sample of timetable

TIME	Day 1	Day 2	Day 3	Day 4	Day 5
09.00-10.30	M1: Opening Opening remarks Objectives of the workshop and participants' expectations <i>Interactive presentation</i>	M4 Indicator framework for monitoring the YG <i>Presentation</i> Handout: Indicator framework for monitoring the YG	M5 Monitoring national Youth Guarantee schemes: Early intervention and activation <i>Presentation</i> Complying with EMCO inflow and outflow indicators	M5 Evaluation of national Youth Guarantee interventions: Labour market integration measures <i>Presentation</i> Complying with the ESF/VEI framework of indicators	M6 Evaluation approaches <i>Presentation</i> Handout: Glossary of key evaluation terms
11.00-12.30	M2: Youth Guarantee schemes across Europe Key features of YG schemes in EU countries <i>Presentation and case studies</i>	M4 Indicator framework for monitoring the YG (Inflow/outflow) <i>Presentation</i>	M5 Monitoring national Youth Guarantee schemes: Early intervention and activation (cont.) Group work: Early intervention and activation indicators	M5 Evaluation of national Youth Guarantee interventions: Labour market integration measures (cont.) Group work: Measuring performance of labour market integration measures	M6 Evaluation approaches <i>Presentation</i> Handout: Choosing between different approaches Closing remarks and validation of workshop
COFFEE BREAK					
13.30-15.00	M2: Youth Guarantee schemes across Europe Key features of the national YG scheme: <i>Presentation and Q&A</i> M3: Monitoring and evaluation of youth unemployment interventions: An introduction <i>Presentation</i>	M4 Indicator framework for monitoring the YG: Actions funded by the ESF/VEI <i>Presentation</i>	M5 Monitoring national Youth Guarantee schemes: Early intervention and activation (cont.) <i>Presentation of group work</i> Handout: Monitoring matrix	M5 Evaluation of national Youth Guarantee interventions: Labour market integration measures (cont.) <i>Presentation of group work</i> Handout: Monitoring matrix	
15.30-17.00	M3: Monitoring and evaluation of youth unemployment interventions: An introduction (cont'd) Handout: Basic principles of monitoring and evaluation <i>Facilitated group discussion</i>	M5 Monitoring national Youth Guarantee schemes: Key reforms <i>Presentation</i> Handout: Monitoring matrix	M5 Monitoring national Youth Guarantee schemes: Early intervention and activation (cont.) <i>Facilitated group discussion</i>	M6 Evaluation of national Youth Guarantee interventions: Labour market integration measures (cont.) <i>Facilitated group discussion</i>	

Appendix 3

Validation Questionnaire

Please reply to the questions listed below. Rate aspects of the workshop according to the criteria indicated in each question. Please be candid in your replies. 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 focused 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 event? (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 organization			
☐	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?					

