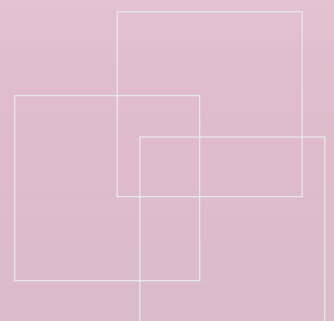
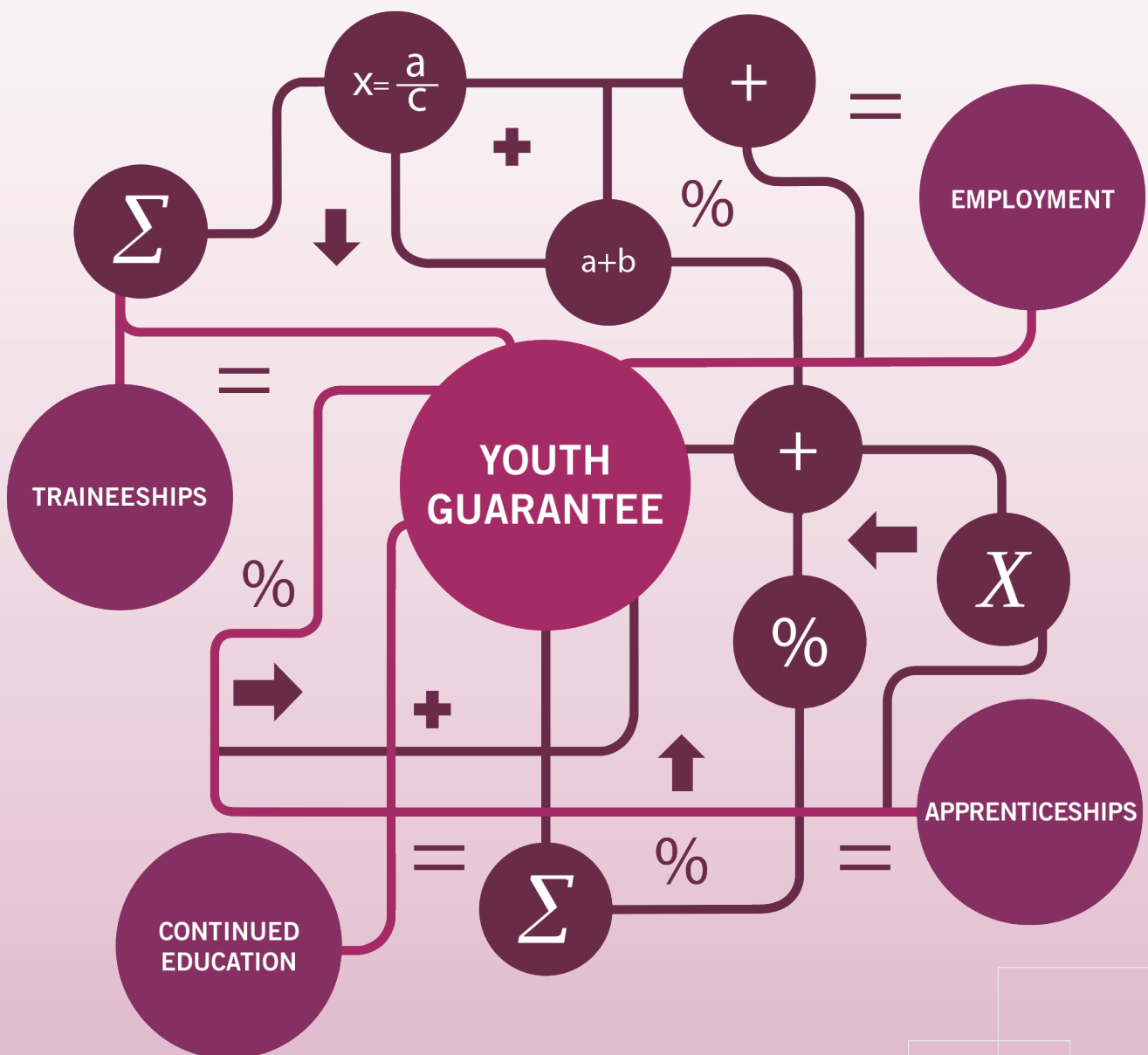


Guide for monitoring the performance of national Youth Guarantees



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PREFACE



PREFACE

This guide was developed to support the staff of labour market institutions in monitoring the performance of youth employment interventions with a view to identifying the measures that are producing positive outcomes and those that require adjustment or discontinuation in case they are not yielding the expected results.

In the context of the implementation of the national Youth Guarantee (YG) plans, this guide aims to facilitate the use of the data collected according to the set of agreed indicators for monitoring the measures that are part of the national plans. It offers practical examples on how to analyse the data collected and prepare reports of the performance of youth employment interventions.

This guide is a deliverable of the joint Action of the International Labour Organization (ILO) and the European Commission (EC) that supports the implementation of the YG. It was prepared by Ms Valli Corbanese, Senior Youth Employment Expert, and Mr Gianni Rosas, Senior Employment Specialist of the ILO. Ms Milagros Lazo Castro assisted in the design and layout of this tool.

The development of this guide received financial support from the European Union Programme for Employment and Social Innovation (EaSI) 2014-2020.¹ The information contained in the guide 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>

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PART ONE: THE YOUTH GUARANTEE



1. MAIN FEATURES

The Youth Guarantee (YG) aims to ensure that all young people under 25 years of age receive a good quality offer of employment, continued education, apprenticeship, or traineeship within four months of becoming unemployed or leaving school.² The rationale for assigning priority to youth employment intervention within a limited time span is grounded on the need to avoid the long-lasting consequences of unemployment and inactivity on individuals and society (e.g. lower quality of employment and reduced earnings during adulthood, greater reliance on welfare, social exclusion).³ Unemployment and inactivity among young people entails substantial economic costs. It was estimated that the direct losses due to the number of young people who were neither in employment nor in education or training (NEETs) in the EU in 2011 amounted to €153 billion in 2011 (or 1.2 per cent of EU's gross domestic product that year).⁴

The establishment of the YG introduced a youth employment policy framework that applies to all EU countries. The main features can be summarized as follow:

- (i) Universal target of young NEETs (aged 15-24 and, in some countries 15-29);
- (ii) Pre-determined period of time within which action has to be implemented (i.e. four months from the time a young person becomes unemployed or leaves school);
- (iii) Integration of policy reforms with direct youth employment action;
- (iv) Combination of prevention measures, remedial action and outreach strategies; and
- (v) Partnership among public institutions at both central and local level, and between these and the social partners, youth and civil society organizations, and the private sector⁵

All the EU countries have developed Youth Guarantee implementation plans that outline the reforms and the early intervention, activation, and labour market integration initiatives to promote young people's employment and improve their school-to-work transition. The design, implementation, and results of the YG schemes are monitored by the Employment Committee (EMCO) and by means of the analysis and impact of the policies already in place.⁶

Adopted in 2015, the EMCO Indicator framework for monitoring the Youth Guarantee calls upon EU countries to follow-up on individual pathways of young people that participate in the YG. This is done by collecting monitoring data and reporting on the basis of a set of agreed indicators.⁷

² Council of the European Union: Council Recommendation of 22 April 2013 on establishing a Youth Guarantee, (2013/C 120/1).

³ K. McLaren: Reconnecting young people: a review of the risks, remedies and consequences of youth inactivity, Ministry of Social Development of New Zealand, Youth Transition Report Series, 2003.

⁴ These costs were calculated as the sum of welfare transfers to NEETs (social assistance, unemployment, disability, and sickness benefit) and the lost contribution of the individual to society (foregone earnings, unpaid taxes, and social security contributions). These estimates, however, do not include indirect costs such as those stemming from ill health, poor self-esteem, loss of skills, and social exclusion. See Eurofound: NEETs – *Young people not in employment, education or training: Characteristics, costs and policy responses in Europe*, Publications Office of the European Union (Luxembourg, 2012).

⁵ Council Recommendation on Establishing a Youth Guarantee (2013/C 120/1), op, cit.

⁶ Ibid.

⁷ European Commission *Employment Committee: Indicator framework for monitoring the Youth Guarantee*, (Brussels, 2015).

The data collected for undertaking the above-mentioned exercise provides information that can be used by policy-makers and practitioners to fulfil a key component of the youth employment policy cycle. This component consists of the monitoring of the performance of youth employment interventions with a view to identifying the measures that are producing positive outcomes and those that require adjustment or discontinuation in case they are not yielding the expected results.

Compared to the evaluation function that provides ex-post results for future policy and programme development, the fulfilment of the performance monitoring function allows for expanding interventions that are proving effective and, at the same time, adjusting, or eventually discontinuing, the interventions that are not producing the expected results.

The aim of this guide is to provide national institutions that are entrusted to implement youth employment policy with a template for the systematic analysis of the performance of the interventions at the time they are being implemented. This template uses the indicators set out at the EU level by the framework for monitoring and evaluating the YG. It provides advice and tips on how to use existing administrative and household-based data for analysing the performance of youth employment interventions.

2. KEY PILLARS

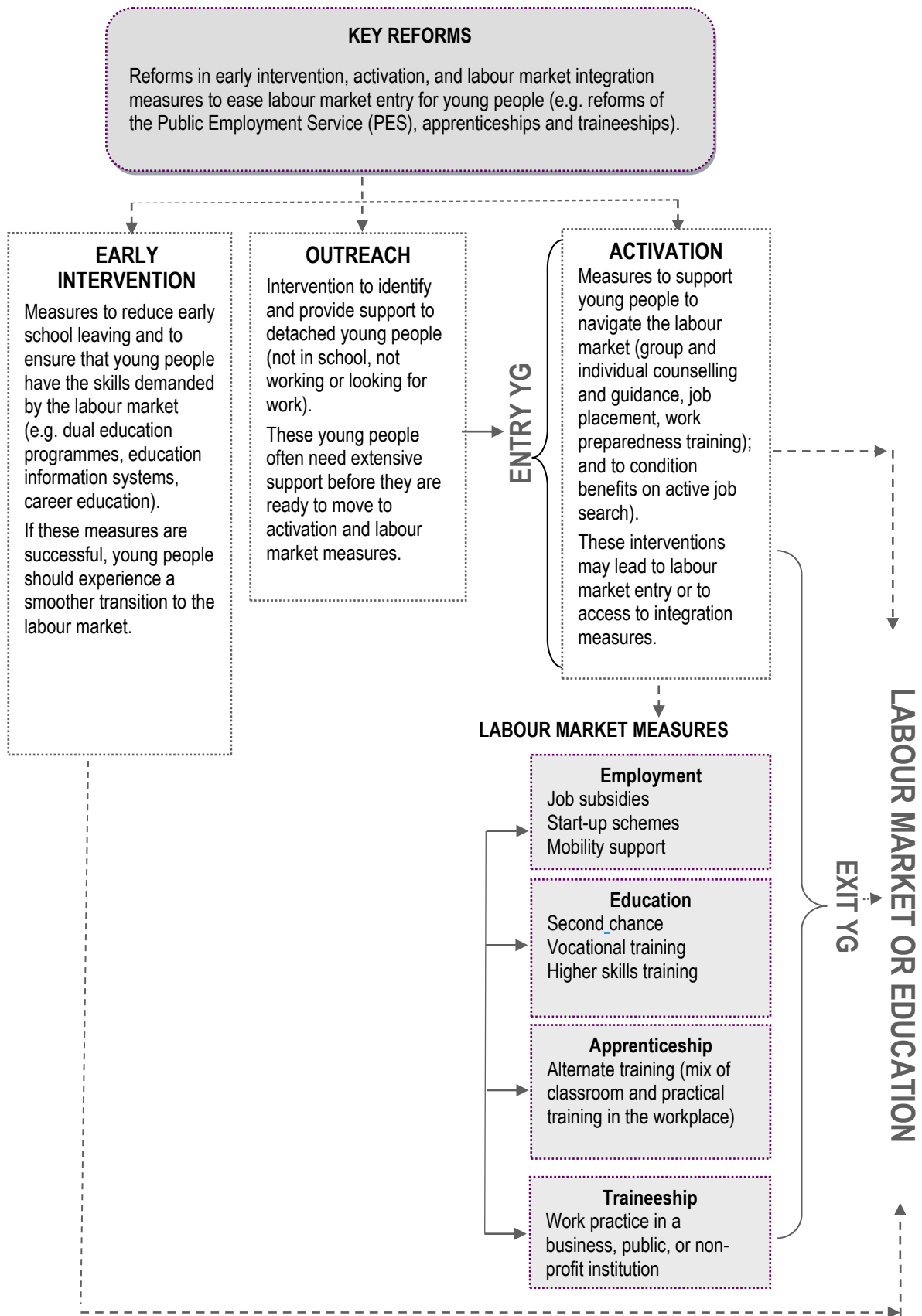
For the development of YG implementation plans, the European Commission suggested that EU countries outline the longer-term reforms and the short-term interventions to be implemented for each of the three policy pillars (i.e. early intervention, activation, and labour market integration measures).

The interaction among the pillars of the YG is shown in Figure 1. The top level comprises the key reforms to be introduced or expanded to promote youth employment and support the school-to-work transition. The second level details the direct interventions that need to be put in place in order to implement the reforms and achieve policy objectives, such as the: (i) reduction of early school leaving and the alignment of skills with labour market requirements (early intervention), (ii) re-engagement of inactive and discouraged young people (outreach) through education or labour market interventions, and (iii) support of young people in going back to education or entering the labour market.

The third level includes the quality offers of employment, continued education, apprenticeship, and traineeship to be provided to young people within four months of becoming unemployed or leaving school. Figure 1 also shows the entry point of potential young beneficiaries in the YG service delivery system. It is from this point that data needs to be collected for monitoring purposes.

In order to appraise the overall achievements of the YG, it is necessary to collect and analyse the data and information at each level and for each specific policy area, irrespective of the source of funding of the interventions. In addition and since the YG represents only a part of the overall employment policy framework, the analysis should extend to all national youth education and employment policies that are being implemented in order to support the transition of young people into the world of work.

FIGURE 1: THE PILLARS OF THE YOUTH GUARANTEE



3. MONITORING FRAMEWORK

The framework for monitoring the performance of the overall system of youth employment policy of a country follows the integrated logic described in Figure 1 above. More specifically, the data collected on the basis of the specific indicators provide information on the different elements and pillars of the YG. These data serve to assess the performance of single elements or components. When analysed together, the same data provide information on the performance of the overall system.

The EC has a long-standing framework for monitoring the interventions supported by the European Social Fund (ESF). The range of indicators of this framework is suitable to measure different types of interventions, including those on youth employment. The framework includes both implementation indicators (e.g. number of participants by type of action, and number of participants who complete a supported intervention) and result ones (e.g. participants' situation upon completion of the programme and situation after six months). With some adaptations, it can be used to assess the performance of public policy reforms.

For the purpose of monitoring the YG, a set of indicators was introduced to complement the ESF framework.⁸ These indicators were developed to monitor the implementation and results of the YG. The *Indicator framework for monitoring the Youth Guarantee* establishes indicators at the following three levels:

- **Aggregate indicators.** These indicators are suitable for measuring the progress made by the key reforms introduced through the YG and all youth employment policies. Collected annually through household-based surveys, the indicators include: (i) the NEET rate (primary indicator); (ii) education indicators (e.g. early school leaving rate, proportion of young people with at least upper secondary education, proportion of individuals aged 30-34 with tertiary education); and (iii) labour market indicators (e.g. youth employment-to-population ratio, youth unemployment rate, youth-to-adult unemployment ratio).
- **Direct monitoring indicators.** These indicators help monitor the progress in the implementation of the YG and its coverage. More specifically, they monitor: (i) the delivery of the YG, and the proportion of young people who are in the YG preparatory phase beyond the four-month target, and (ii) the positive and timely exit from the preparatory phase and the coverage of the YG.

⁸ *Indicator framework for monitoring the Youth Guarantee* is accessible at: <http://ec.europa.eu/social/main.jsp?catId=115>, while for the ESF and YEI indicators see: European Commission: *Monitoring and evaluation of European cohesion policy. European Social Fund (Programming period 2014-2020). Guidance document* (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 (Annex I and II).

- **Follow-up monitoring indicators.** This category of indicators measure the results of the labour market integration measures implemented under the YG.⁹ It focuses on the status of young people after exiting the YG preparatory phase (at six, 12, and 18 months), disaggregated by type of destination (i.e. employment, continued education or training, apprenticeship and traineeship).

Part two of this guide explores the minimum range of data that are required for appraising the overall progress of national YG schemes in terms of process, intermediate outcomes and final outcomes.¹⁰ Appendix 1 provides the template of indicators for monitoring progress in all the areas of the YG. Finally, Appendix 2 gives additional examples of indicators that may be collected and analysed, based on a sample of policy interventions included in national YG implementation plans.

⁹ For a detailed review of the EMCO, ESF and YEI indicators, see ILO: *Monitoring the performance of the Youth Guarantee: A learning package* (Geneva, ILO, 2017).

¹⁰ Since not all the reforms and interventions implemented under the YG will be subject to impact evaluation, this guide primarily makes reference to data collected by national monitoring systems and other administrative and household-based data that can be easily collected.

PART TWO

MONITORING THE PERFORMANCE OF THE YOUTH GUARANTEE



4. KEY REFORMS

As already mentioned, the YG offers the opportunity to introduce or expand a number of key reforms in different 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 Service (PES).

The objective of the analysis is to appraise the progress made by national youth employment policy and not just to assess the effect of one or more of its components.

GUIDELINES

- The analysis of the performance of key reforms should start with the identification of the policies and reforms that have an impact on youth employment outcomes (see Figure 1).
- This analysis is followed by the review of the monitoring data pertaining to all policies and reforms undertaken in each of the areas of the YG and of the assessment of the degree of achievement of the policy objectives.
- A third step revolves around the analysis of the data of the aggregate indicators over time, supported by the data related to implementation and result indicators.

When analysing the progress made, the first task implies the grouping of key reforms according to their relevant policy area and the identification of the specific policy objectives with a view to selecting the most appropriate indicators.

The second task revolves around checking whether there are indicators – among those envisaged by the national and EU frameworks – that are suitable to measure the performance of implementation (process indicators) and the achievement of outcomes (result indicators) of the reforms. A summary table of the indicators established at EU level is available in Appendix 2. In most instances, the aggregate monitoring indicators established by the Indicator framework for monitoring the Youth Guarantee are suitable to assess the achievements of key reforms, while “participation” and “situation of participants at follow up” indicators may be used to appraise progress during implementation.

Since public policy is constantly evolving, the analysis of progress in the area of key reforms should also include the policies adopted before the introduction of the YG and those that will follow, irrespective of whether they were or will be included in the YG implementation plan.



Example:

Take for example a reform focused on the development of a national system to reach out to NEETs (aged 15-29) who are not registered with the Public Employment Service (PES). The objective is to reduce the number of young people who are NEETs. This reform belongs to the policy area “outreach” and the most relevant indicator to measure its outcomes is the change of the NEET rate over time (from the baseline year). The progress made can be assessed by matching the changes in NEET rates against the implementation and result indicators established for the specific outreach interventions at the lower level (i.e. number of young NEET participants, and their situation at follow-up). This exercise will not determine causality (i.e. the changes cannot be attributed to the reform alone), but it will allow an appraisal of whether the reform is contributing to the achievement of the higher-level policy objective of reducing the share of young NEETs.

Tables 1-3 provide an example of how the data relating to this policy area can be organized for the performance analysis. Table 1 reports the share of young NEETs (aged 15-29) in 2013 (baseline year) and 2015 (year of observation), as well as the number of young individuals in each sub-category. The data are extracted from the Eurostat database. The national statistical institutes can further disaggregate the data of young unemployed by registration with the PES.

TABLE 1: EXAMPLE OF TRENDS IN NEETs, 2013-2015

	2013			2015			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Proportion of the population (percentage)									
NEET rate (aged 15-29)	15.6	13.9	17.3	13.8	12.2	15.4	-1.8	-1.7	-1.9
Unemployed	7.6	8.3	6.9	6.4	7.4	5.3	-1.2	-0.9	-1.6
Inactive	8.0	5.6	10.4	7.4	4.8	10.1	-0.6	-0.8	-0.3
Young individuals (thousands)									
Young (aged 15-29) NEETs	59.5	27.1	32.3	47.1	21.3	25.7	-12.4	-5.8	-6.6
Unemployed	29.0	16.2	12.9	21.8	12.9	8.8	-7.2	-3.3	-4.1
Inactive	30.5	10.9	19.4	25.3	8.4	16.8	-5.2	-2.5	-2.6

Source: Based on data from Eurostat, Archive: School-to-work transition statistics, various years.

In the span of two years, the situation improved substantially, with NEET rates declining, especially in regards to unemployment of both young men and women. These positive changes also hold true when discounting the decrease in the population of young people (by 10.5 per cent during the period). There could be many reasons for the decline of the NEET rate (e.g. higher economic growth and impact of public policies other than the national outreach strategy). When the implementation and result indicators of outreach interventions show good coverage and outcomes, it is possible to make a connection with the effects of the reform.

TABLE 2: YOUNG PARTICIPANTS IN OUTREACH ACTIVITIES 2014-2015

	2014			2015		
	Total	Men	Women	Total	Men	Women
Participants to outreach activities (thousands)						
Unemployed (unregistered)	9.4	4.5	4.9	10.6	5.0	5.6
Inactive	12.0	5.5	6.5	13.0	6.1	6.9
Situation at six-month follow-up (thousands)						
Registered in the YG	9.6	4.6	5.0	11.2	5.8	5.4
In education or training	1.3	0.6	0.7	1.6	0.7	0.9
Unemployed	2.8	1.5	1.3	3.1	1.6	1.5
Employed	0.2	0.2	0.0	0.4	0.3	0.1
Inactive	4.0	1.0	3.0	3.2	0.7	2.5
Unknown	9.6	4.6	5.0	11.2	5.8	5.4

Source: Based on data from Eurostat, *Archive: School-to-work transition statistics, various years*.

Table 2 shows the data on young participants (aged 15-29) of outreach activities in 2014 and 2015 and their situation six months after the end of the intervention. Coverage was around 36 per cent of the NEET population in 2014, and 50 per cent in 2015. The data also show that in 2014, approximately 51.8 per cent of participants shifted their status (from NEET to education, employment, or client of the YG service delivery system), and that this group had further increased in 2015 to 55.9 per cent.



Example:

Spain provides an example of how policies enacted before the introduction of the YG contributed to the promotion of young people's employment and the attainment of the higher-level goals of the YG. In late 2013, the country enacted the Organic Law for the Improvement of the Educational Quality (LOMCE). The law includes, inter alia, the reform of the vocational education and training (VET) system (dual VET and a new two-year vocational education cycle); the

introduction of entrepreneurship education; and the reform of higher education system. The aim of the law is to reduce the high rate of early school leaving (23.6 per cent of the 18-24 population in 2013 compared to the EU average of 11.9 per cent), one of the key determinants of poor youth employment outcomes in the country. Therefore, the policy area to which this reform belongs to is “early intervention”, and the achievement of its objectives can be measured by changes in early school leaving rates, the NEET rate, and the share of the young population (aged 20 and above) over time (Table 3).

TABLE 3: SCHOOL-TO-WORK TRANSITION INDICATORS IN SPAIN, 2013-2015

	2013			2015			Diferencia		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Proportion of the population (percentage)									
Early school leaving (aged 18-24)	23.6	27.2	19.8	20.0	24.0	15.8	-3.6	-3.2	-4.0
NEET rate (aged 15-24)	18.6	19.4	17.8	15.6	16.4	14.9	-3.0	-3.0	-2.9
Youth (aged 20-24) with ISCED 3-8	63.8	58.4	69.4	68.5	62.4	74.6	+4.7	+4	+5.2
Young individuals (thousands)									
Early school leaving (aged 18-24)	769.9	454.0	315.5	629.7	382.7	245.5	-140.2	-71.3	-70.0
NEET rate (aged 15-24)	844.1	449.1	395.7	698.1	376.7	324.5	-146.0	-72.4	-71.2
Youth (aged 20-24) with ISCED 3-8	1,525.0	706.8	818.9	1,566.8	724.7	839.9	+41.8	+17.9	+21.0

Source: Eurostat, *School-to-work transition statistics*, various years

The indicators improved significantly, and this observation remains valid when taking into account the decline of the youth population. For example, the number of young NEETs decreased by 17.2 per cent, while the youth population declined by just 1.4 per cent. The positive developments are valid for both sexes, but young women performed better in education compared to their male counterparts.

Enrolment data for the academic year 2014 show a small increase of young students attending vocational education (about two per cent) while students attending general secondary education decreased.¹¹ To establish a clearer relation between the reforms introduced and the

¹¹ See Eurostat, *Pupils enrolled by programme orientation* (online data code educ_uoe_enrs05)

observed changes of the aggregate indicators, it is necessary to examine the administrative data, especially the number of students attending the dual VET programmes, the two-year VET cycle and entrepreneurship education (participation indicators), as well as their progression in further education or the labour market (results indicators).



Appendix 2 provides additional examples of indicators that can be collected and analysed, based on a sample of key reforms included in national Youth Guarantee implementation plans.

This type of analysis is not aimed at establishing causality. Rather, it serves as a tool to link together the policy interventions in a single framework that uses existing indicators to harvest information for the performance analysis. When analysing the data of aggregate indicators, it is always better to work with numbers of young individuals -- as well as rates. This allows: (i) taking into account the effect of increases/decreases of the youth population (ii) grasping the scope of the policy under consideration, and (iii) linking the number of participants to the various interventions (under one pillar) to changes in the aggregate figures. For example, when considering a reform to reduce early school leaving, it is worth thinking additionally in terms of the total number of students attending lower secondary education (which will be affected by the reform). Compared to other types of reforms, policy interventions on the education and training system have a much wider scope and are more likely to have an effect on aggregate indicators.

5. EARLY INTERVENTION

The obligation of the YG to help young people to enter the labour market or return to education and training within four months from the moment they become unemployed or leave school has made early intervention the core principle for the design and implementation of youth employment policies. The fulfilment of this principle is monitored through the *Indicator framework for monitoring the Youth Guarantee* and specifically by means of the indicator “Proportion of young people in the YG service beyond the four-month target”.

Early intervention measures encompass both system-level education reforms and specific interventions to reduce

school failure and early school leaving.¹² They comprise a wide array of education services and programmes that aim to mitigate the factors that place students at risk of poor school outcomes. These measures can produce significant benefits in domains such as academic achievement; behavioural and emotional competencies; educational progression and attainment; and labour market outcomes (i.e. employment and earnings).

Figure 2 shows the key features of early intervention systems as set forth by the European Council Recommendation of 2011.¹³ These include:

- **Reforms that affect the entire school system** (e.g. increasing the length of compulsory education; reforming early track selection; and changing the content and structure of teaching);
- **Interventions that identify and support students at risk** (e.g. early warning system, students' register, compensation classes, peer assistance).

¹² European Commission, *Reducing early school leaving: Key messages and policy support*. Final Report of the Thematic Working Group on Early School Leaving, (Brussels, 2013). For a complete synopsis of recent country practices on early school leaving see: EuropeanCommission/EACEA/Eurydice/Cedefop, *Tackling early leaving from education and training in Europe: Strategies, policies and measures*. Eurydice and Cedefop report, (Luxembourg, 2014).

¹³ Six European countries have adopted comprehensive strategies for tackling early school leaving - Austria, Belgium (Flemish Community), Bulgaria, Malta, the Netherlands and Spain. The Netherlands and Spain introduced these strategies in the mid-2000s, while in the other countries the timeframe of adoption of these strategies coincide with the YG.



FIGURE 2: KEY FEATURES OF EARLY INTERVENTION SYSTEMS

Prevention	Intervention
<ul style="list-style-type: none"> ● Access to quality childhood education ● Relevant and engaging curriculum ● Flexible education pathways ● Smooth transition between educational levels ● High quality and relevant vocational education and training ● Involvement of pupils ● Teacher education ● Guidance system 	<ul style="list-style-type: none"> ● Effective and evidence-based early warning systems ● Focus on individual needs ● Systematic support frameworks ● Extra-curricular and out-of-school activities ● Support to teachers ● Empowering families and parents

Source: Based on European Commission: *Reducing early school leaving: Key messages and policy support*. Final Report of the Thematic Working Group on Early School Leaving (2013).

Together with early intervention measures, policies to reduce early school leaving include compensatory schemes such as second-chance programmes. Based on the pillars of the YG and for the purposes of the analysis of its performance,

these schemes are included under the category “labour market integration measures” and will be examined in chapter 8 of this guide.¹⁴

A wide array of prevention and intervention measures are included in national YG plans, with the aim of minimizing – for students still at school -- the factors known to lead to unemployment and inactivity later in life.

GUIDELINES

- The first task to analyse the performance of early interventions consists of the mapping of the measures that are being implemented in the education, employment or other system within and outside the YG.
- The second task revolves around the review of the objectives of early intervention measures.
- The third task relates to the identification of the most appropriate performance indicators. These indicators will be attached to the measures and included in the monitoring plan.
- Based on each indicator, collect the data and information to analyse the performance of early intervention measures over time.

The indicators to assess the progress made by early interventions will be identified among those envisaged by the national and EU-level frameworks, based on their suitability to measure implementation (i.e. process indicators) and outcomes (i.e. result indicators).

Early intervention measures that affect the school system as a whole can be monitored through the educational attainment and employment aggregate indicators (Indicator framework for monitoring the Youth Guarantee), while specific early intervention measures that are developed to provide direct assistance to specific groups of at-risk students can be monitored through a combination of aggregate, implementation, and progression indicators. For instance, a change introduced in the school programmes with the objective of improving the relevance of skills to the labour market can be monitored through the share of young people who complete the relevant level of education, vertical and horizontal skills matching, and employment to population ratio. If these indicators show an improvement over time, it can be argued that the change in school curricula is achieving the intended results.

¹⁴ See also: ILO, *Policy brief on early intervention measures and youth employment* (Geneva, 2017).

The main indicators that are used to monitoring the performance of early interventions are the following:

- ***Proportion of early school-leavers (aged 18-24):*** Changes in this indicator will serve to measure the attainment of the programme's key objective, namely to keep young people at school until they achieve a qualification. The disaggregation of this indicator by individual characteristics – such as migrant background, living in a jobless household, and disability – will also allow to measure coverage, when combined with participation and progression indicators.
- ***NEET rate:*** This indicator will measure the progress made in the achievement of the second key objectives, namely to reduce the share of young people who end up neither in employment, nor in education or training. Again, if the indicator is disaggregated by individual characteristics, it can be linked to participation and progression indicators to obtain the extent of coverage.
- ***Share of young people aged 20-24 achieving ISCED 3 and above and share of young people aged 20-29 with low educational attainment:*** These indicators are complementary to the early school-leaving rate. If early school leaving among young people with a disadvantaged background is reduced, we should be able to observe (over time) an improvement of the educational attainment level for this group of young people with a concurrent decrease of the proportion of young people who are low skilled.



Example

The Austrian Youth Coaching programme is an early intervention measure aimed at keeping disadvantaged young people (individuals with a migrant background or living in households at risk of poverty and social exclusion) in the education and training system, and to help reintegrate those who are NEET. At the aggregate level, the following indicators can be used to measure progress (Table 4 shows the data for 2013-2015).

TABLE 4: SCHOOL-TO-WORK TRANSITION INDICATORS, 2013-2015, AUSTRIA

	2013			2015			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Proportion of the population (percentage)									
Early school leaving (aged 18-24)	7.5	7.9	7.1	7.3	7.8	6.8	-0.2	-0.1	-0.3
NEET rate (aged 15-24)	7.3	7.2	7.4	7.5	7.7	7.3	+0.2	+0.5	-0.1
Young people (aged 20-24) with ISCED 3-8	87.2	87.1	87.3	88.7	88.0	89.4	+1.5	+0.9	+2.1
Young people (aged 20-29) with ISCED 2	11.9	11.6	12.2	10.1	10.3	9.8	-1.8	-1.3	-2.4
Young individuals (thousands)									
Early school leaving (aged 18-24)	52.3	27.2	25.0	51.3	27.3	24.0	-1.0	+0.1	-1.0
NEET rate (aged 15-24)	71.6	35.3	36.3	73.0	37.6	35.4	+1.4	+2.3	-0.9
Young people (aged 20-24) with ISCED 3-8	454.1	226.4	227.7	469.6	233.8	235.8	+15.5	+7.4	+8.1
Young people (aged 20-29) with ISCED 2	127.1	62.0	65.1	110.7	56.8	53.3	-16.4	-5.2	-11.8

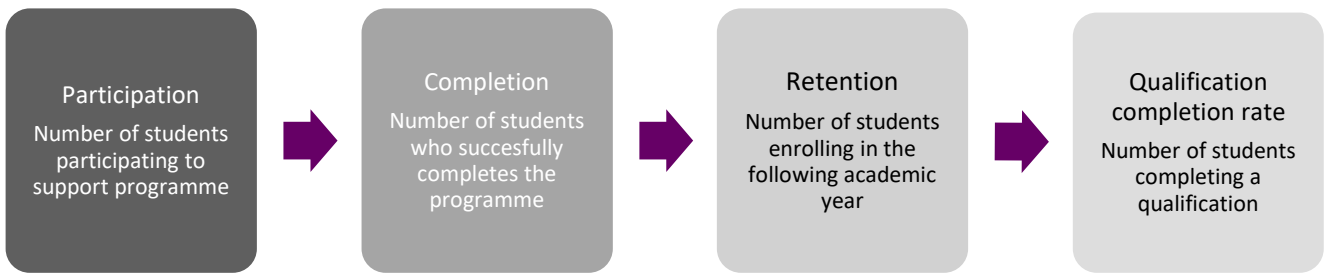
Source: Eurostat: *School-to-work transition statistics*, various years

Table 4 shows a slight decline in early school-leaving rates. This decline is more pronounced among young women compared to their male peers. It shows an improvement of the young population's educational attainment. However, the NEET rates show an increase in the period 2013-2015, especially among young men. This is due to an increasing proportion of young men becoming unemployed during this period, while the group of unemployed women remained stable. This situation would need to be further explored to understand the unexpected increase in young men's unemployment, also in light of the decline of the male population. Young people who are inactive, not in school and not searching for a job, conversely, declined slightly.

With respect to specific measures directed to a young beneficiary, progression indicators may be used to monitor changes in her/his performance. These indicators are usually developed to fit the specific form the programme takes for each student. For example, if a student is facing repeated truancy, the progression indicator is designed to monitor the change in truancy occurrences and repetition during and after the administration of the support programme. Not all early intervention measures have built-in progression indicators. For the purposes of understanding how these interventions are affecting young people's performance, it is possible to use standard education indicators applied to young people exposed to early intervention programmes, as shown in Figure 3.



FIGURE 3: INDICATORS TO TRACK PROGRESSION OF AT-RISK STUDENTS



Source: Adapted from Government of New Zealand, *Educational performance indicators: Definitions and methodology*, version 8, 2014.

In addition to the indicators that track performance of early intervention programmes targeting at-risk students until the achievement of a recognized qualification, there are indicators to monitor the performance of at-risk students once they enter in the labour market (activity, employment, unemployment). The aggregate indicators are monitored by examining the number of at-risk students covered by early intervention measures.



Appendix 2 provides additional examples of indicators that may be collected and analysed, based on a sample of early intervention measures included in national Youth Guarantee implementation plans.

6. OUTREACH

The term “outreach” is mostly used when referring to the identification and engagement in education or labour market activities of young people who are not in school, not working, or looking for work and are not supported with by any public or private service provider. The Council’s Recommendation specifically calls upon EU countries to develop effective outreach strategies targeting inactive young people and also those not registered with the PES, with a particular focus on young people facing multiple barriers, including those relating to social exclusion, poverty and/or discrimination.

In 2012 the *Youth Guarantee Preparatory Action* supported the piloting of a number of approaches to identify and reach out to young NEETs.¹⁵ The aim was to draw lessons from practices that proved effective in reaching out to

¹⁵ European Commission, *Piloting Youth Guarantee partnerships on the ground. Case study: Effective outreach strategies to identify and reach out to NEETs*, Brussels 2015.

them for dissemination and scaling up. These pilot projects largely reflect EU countries' outreach strategies and are centred on: (i) cross-reviews of databases to identify at-risk youth (piloted in Ireland, Spain and United Kingdom), (ii) using local partners, such as youth, non-governmental and other community-based organizations (piloted in different areas of Spain), and (iii) employing 'street counsellors' to engage with at-risk young people (piloted in Spain and Ireland).

In the context of the YG, outreach activities encompass:

- information campaigns and awareness raising to attract young people towards available services;
- interventions to identify, contact and engage inactive or disengaged young people; and
- individualized support services delivered in proximity (e.g. in local communities, schools, malls, public events, one-stop-shops, or mobile settings).¹⁶

GUIDELINES

- The first task to analyse the performance of outreach is to review the objectives of the outreach measures that are being implemented within the YG.
- The second task revolves around the identification of performance indicators suitable to measure the progression of young people from initial contact to participation into labour market integration programmes and beyond. These indicators will be included in the monitoring plan.
- Based on each indicator, collect the data and information to analyse the performance of outreach activities over time.

¹⁶ See also: ILO, *Policy brief on outreach strategies for young NEETs* (Geneva, 2017).

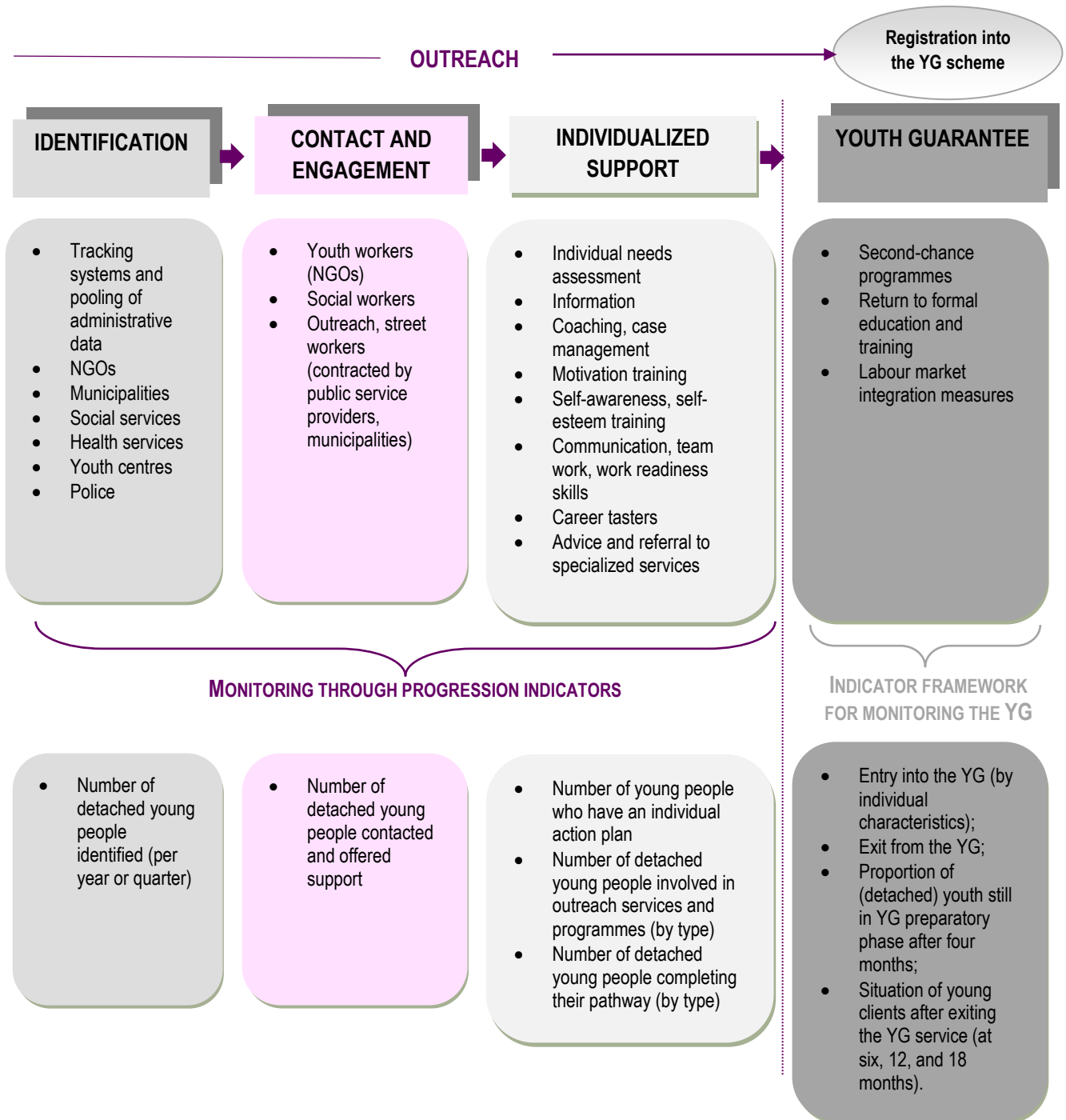
¹⁷ The latter two sets of indicators are those contained in the *Indicator framework for monitoring the Youth Guarantee*.

As regards to the YG plans, one of the expected results of outreach is the registration of disengaged young people in the YG service system. Outreach approaches, therefore, should be monitored through a combination of: (i) implementation and result indicators (to measure individual performance), (ii) direct and follow-up monitoring indicators (to measure whether outreach is resulting in YG registration), and (iii) aggregate indicators (final outcomes of outreach activities).¹⁷

It is also possible to construct progression indicators (similar to those used for early intervention measures) that -- once combined with EMCO direct and follow-up indicators -- provide the possibility of tracking young people from initial contact to participation into labour market integration programmes and beyond (see figure 4 which outlines the delivery of outreach activities).



FIGURE 4: PROGRESSION INDICATORS FOR MONITORING OUTREACH ACTIVITIES





Example:

In Bulgaria, peer-to-peer approaches are being used to reach out to inactive individuals aged 15 to 29 years within the national YG plan. The objective is to motivate detached young people to register in the labour office, or return to the education and training system. Approximately 100 youth mediators were hired by the PES to work in municipalities with large groups of inactive youth. The mediators act as a bridge between them and the authorities, and conduct outreach and street work. The mediator's role is to identify and contact detached young people, establish a trusting relationship, and develop individualized support plans with a view to helping them return to education or enter into the labour market. Progression indicators in this instance would work well, also to document the success rate of contact and engagement activities.

Over time, the success of outreach activities can also be appraised by combining progression and aggregate indicators. Much will depend on the scope of the outreach activities implemented, as often these activities are resource-intensive, are long-term, and can reach only a small fraction of detached young people (that is to say, they have low coverage).

The NEET rate is the indicator that can best measure the aggregate results of outreach activities, but only when it is disaggregated by labour market status (unemployed and inactive young people) and by registration with the PES (this disaggregation can be obtained by the national statistical institute). Table 5 gives an illustration of the way in which this can be done; it contains the Labour Force Survey (LFS) figures of 2013 (baseline) and 2015 (year of observation) for Bulgaria.

TABLE 5: YOUNG (AGED 15-29) NEETs, 2013-2015, BULGARIA

	2013			2015			Diferencia		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Young individuals (percentage)									
Tasa Nini (15-24)	25.7	23.8	27.8	22.2	19.8	24.7	-3.5	-4.0	-3.1
<i>Inactivos</i>	16.5	13.1	20.2	16.1	12.7	19.7	-0.4	-0.4	-0.5
<i>Desempleados</i>	9.2	10.7	7.6	6.1	7.1	5.1	-3.1	-3.6	-2.5
Young individuals (thousands)									
Tasa Nini (15-24)	324.2	154.4	170.4	263.9	121.0	142.7	-60.3	-33.4	-27.7
<i>Inactivos</i>	208.2	85.0	123.2	191.4	77.6	113.8	-16.8	-7.4	-9.4
<i>Desempleados</i>	116.1	69.4	46.7	72.5	43.2	29.3	-43.6	-26.2	-17.4

Source: Eurostat: School-to-work transition statistics, various years

Table 5 shows that some inroads were made in fighting inactivity (the rates of inactive NEETs declined by 0.4 percentage points), but better results were achieved in terms of reducing youth unemployment. These figures, however, also need to take into account the decline of the youth population in the period under consideration (by 5.8 per cent or by 73,000 individuals). At this point, it is relevant to look at the number of inactive young people who were contacted by the PES mediators, and those for whom an individual action plan was developed in the reference period to approximate coverage (i.e., the share of inactive young people with action plans over total number of inactive young people detected by the household-based surveys). For example, if the PES mediators on average help 10,000 young people every year, this covers around five per cent of the inactive non-student youth population.



Appendix 2 provides additional examples of indicators that can be collected and analysed, based on a sample of outreach activities included in national YG implementation plans.

7. ACTIVATION

Activation approaches are grounded upon the interactions among the unemployment and social insurance systems, ALMPs and benefit conditionality. Their aim is to bring long-term unemployed and inactive individuals into the labour supply, and counteract the potentially negative effects of benefits on work incentives. This is to be achieved by conditioning benefit receipt on active job searches, and enhancing participation in active labour market measures. The key features of activation strategies is the mandatory requirement for unemployed individuals to attend counselling sessions, actively search for jobs, accept offers of suitable work, and participate in training or job-creation programmes. These requirements are mirrored by the obligation of PES to provide unemployed individuals with effective employment services and labour market integration measures (mutual obligation).¹⁸

The “traditional” target groups for activation programmes are recipients of income-replacement benefits, which are conditional on availability for work. Non-compliance with the requirement of active job search triggers sanctioning (the progressive decrease or suspension of the benefit payment). As there is evidence

¹⁸ J. P. Martin: *Activation and active labour market policies in OECD countries: Stylized facts and evidence on their effectiveness*, IZA Policy Paper No. 84 (2014); and H. Immervoll and S. Scarpetta: *Activation and employment support policies in OECD countries. An overview of current approaches*, IZA Journal of Labor Policy (2012).

that activation programmes have a positive impact on employment outcomes, these strategies have been extended to other groups of unemployed (single parents, disability and social assistance beneficiaries, and also young unemployed), but with mixed results.¹⁹

Activation strategies targeting young people typically include a wide spectrum of interventions, namely:

- **Job-search assistance:** Most countries follow a practice of intensive mandatory interviews between the jobseeker and an employment advisor. Young people are also required to report regularly on their job-search effort, while the PES provides referral to vacant jobs;
- **Individual action plan:** This plan -- agreed upon by the employment advisor and the young unemployed individual -- determines the activities that will be implemented to help the young person find work, including applications to vacancies, support in writing the *curriculum vitae*, and participation in training programmes;
- **Monitoring and sanctioning:** These are key policy tools that allow the PES to check (and potentially react on) compliance with the obligations of activation strategies. Such obligations can, for example, be defined in terms of accepting suitable job offers, participating in offered ALMP schemes, sending out a specific number of applications, or attending meetings with the employment adviser. Non-compliance may result in a sanction (reduction or withdrawn of welfare benefits). The strictness of sanctions varies. Some countries cut the unemployment benefits completely for a specified period of time, and others only reduce it;
- **Referral to active labour market programmes:** Referral may be triggered after a period of ineffective job searching, or on the basis of the result of screening/profiling approaches geared to determining the level of labour market risk faced by the unemployed individual.²⁰

Under the “activation” pillar of the YG, the majority of EU countries envisage 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 (in Bulgaria and Poland, for example). Some countries are establishing -- within the existing PES structure - - specialized youth counselling teams, while others are strengthening cooperation with private employment agencies.

¹⁹ Access to unemployment benefits for young people is limited in most EU countries, both with respect to insurance and assistance benefits. Austria, Estonia, Finland, Germany, Hungary, Ireland, the Netherlands, Spain, and the United Kingdom have unemployment assistance for individuals ineligible for unemployment benefits.

²⁰ In the YG, this referral is carried out on the basis of measures to support labour market integration.

Activation rules (job search monitoring and sanctioning) are included in the Youth Guarantee implementation plans of Belgium, Ireland, and Germany.²¹

Within the YG schemes, activation strategies are part of the preparatory phase, which is the period that lasts from registration in the YG to the date of taking up an offer (see figure 1). This is to say that job search assistance, individual action planning, job search monitoring and sanctioning are instrumental to the delivery of a quality offer of employment, continued education, traineeship or apprenticeship within the established timeframe of four months.

GUIDELINES

- The first task to analyse the performance of activation strategies is to identify the objectives of each intervention offered as part of the preparatory phase of the YG.
- The second task revolves around the identification of performance indicators suitable to measure the progression of young people from activation to labour market entry or referral to integration programmes. These indicators will be included in the monitoring plan.
- Based on each indicator, collect the data and information to analyse the performance of activation strategies over time.

The success of activation measures can be appraised by a combination of implementation indicators (participation in a specific activation service) and the inflow and outflow indicators established by EMCO (especially timely exits from the YG preparatory phase, and situation at follow-up).

If activation strategies are working as expected, this should also result -- over time -- in an increase of the share of young people 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.

²¹ See also: ILO, *Policy brief on activation strategies for youth employment measures* (Geneva, 2017).



Example:

In Latvia, for instance, all young NEETs who registered in the YG system received job search support, and nearly nine out of ten also received vocational guidance (100 and 87 per cent, respectively).

In 2014, young people who exited the YG preparatory phase with an offer of employment accounted for 43.8 per cent of all exits (which amounts to approximately 11,400 individuals), but only nine per cent of these offers were subsidized. One could argue that the intensive job search and vocational guidance support provided to young people when registering in the YG -- accompanied by increasing labour demand -- accelerated the transition of young NEETs to employment (see table 6). This statement could be confirmed by the analysis of changes in aggregated indicators (see table 7).

TABLE 6: ACTIVATION SERVICES TARGETING YOUNG PEOPLE, LATVIA 2014

2014					
Young people aged 15-29					
Activation measures		YG total entrants	YG total exits	Exit into employment	Of which subsidized employment
Job search support	31,900	31,903	26,014	11,392	1,011
Vocational guidance	27,750				

TABLE 7: YOUTH LABOUR MARKET TRENDS, 2013-2014, LATVIA

	2013			2014			Diferencia		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Percentage									
NEET rate	15.6	13.9	17.3	15.2	12.6	17.9	-0.4	-1.3	+0.6
Youth unemployment rate	16.3	16.4	16.3	14.3	13.9	14.9	-2.0	-2.5	-1.4
Youth unemployment ratio	9.3	10.1	8.6	8.4	8.9	7.8	-0.9	-1.2	0.8
Youth employment ratio	47.8	51.3	44.2	50.3	55.2	45.1	+2.5	+3.9	+0.9
Thousands of young people									
NEETs	59.5	27.1	32.3	54.0	22.8	31.1	-5.5	-4.3	-1.2
Total youth unemployment	35.8	19.7	16.1	30.0	16.2	13.7	-5.8	-3.5	-2.4
Total youth employment	182.7	100.1	82.6	178.8	100.3	78.4	-3.9	+0.2	-4.2

Fuente: EUROSTAT, Labour Force Survey, annual data 2013-2014

Table 7 shows that the NEET rate declined slightly in 2013-14 in Latvia, but this was prevalently a male phenomenon (young men saw an improvement with respect to unemployment and inactivity, while inactivity increased in the case of young women). Overall, the number of young NEETs declined by 9.2 per cent (whereas the youth population declined by 6.8 per cent). If one looks only at rates, there is a marked improvement in the position of young people (both for men and for women, even though the improvement is more pronounced for young men). The total number of young unemployed decreased, but so did the number of young people with a job. This discrepancy may be attributed to both demographic factors (a decrease in the youth population) and to declining labour force participation (especially among young women). As both employment and unemployment are lagging indicators (that is to say, they react to changes in economic growth and labour demand with around a one-year delay), it may be argued that the results of activation measures are not yet observable. This needs to be confirmed through follow-up indicators (situation of young people at 12 months after exiting the YG).



Appendix 2 provides additional examples of indicators that can be collected and analysed, based on a sample of activation measures included in national Youth Guarantee implementation plans.

8. LABOUR MARKET INTEGRATION MEASURES

The labour market integration measures envisaged by the YG centre on offering low-skilled young people and early school leavers the possibility to: (i) re-enter education, (ii) boost their skills and competencies to service labour demand needs, (iii) use targeted and well-designed wage and recruitment subsidies to smooth the transition to work, and (iv) make more enterprise start-up services available.²²

In the YG implementation plans, the measures to support the integration of young NEETs into the labour market -- the third and final level of intervention as shown in figure 1 -- are grouped according to four possible destinations, namely: (i) employment, (ii) continued education, (iii) apprenticeship, and (iv) traineeship. As there are large differences in the design and targeting of labour market integration measures across EU countries, the paragraphs that follow offer some suggestions on a minimum range of monitoring indicators to be collected and analysed on the programmes included under each destination (building on those that need to be collected for reporting under the YG and the ESF/ Youth Employment Initiative (YEI) supported interventions). Each EU country, however, should develop its own monitoring framework, with specific indicators established on the basis of the objectives of the labour market integration measures included in the implementation plan.²³

GUIDELINES

- The first step to analyse the progress made in labour market integration measures is to identify the objectives of each programme within the YG.
- The second task relates to the identification of the most appropriate performance indicators to measure both implementation and results. These indicators will be attached to the programmes and included in the monitoring plan.
- Based on each indicator, collect the data and information to analyse the performance of labour market integration measures over time.

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 follow-up (combination of EMCO, ESF/YEI and quality indicators to appraise the results

²² European Commission: *The Youth Guarantee and Youth Employment Initiative three years on* (Strasbourg, 2016).

²³ The ILO *Policy brief on labour market integration measures for young people* (Geneva, 2017) reviews the key design features of those youth employment programmes that have produced positive labour market outcomes in the last twenty years, with a view to benchmarking the labour market integration measures implemented within national YG schemes.

8.1 TRANSITION TO EMPLOYMENT

The measures included in the “employment” destination of YG schemes include hiring subsidies, self-employment schemes and start-up incentives, as well as public works.

The indicators that are typically used to monitor the performance of these programmes are those related to participation in the programme and the labour market situation of participants at follow-up (modelled on the ESF/YEI indicators). Young beneficiaries who exit the YG preparatory phase (i.e., those who take up a subsidized offer of employment or begin self-employment) become “participants”, and their situation after participation in the programme is monitored at regular intervals. ***In order to appraise the overall performance of the measure, however, it is also necessary to verify the quality of the young beneficiaries’ outcome.***

The performance of these programmes, over time, can also be appraised by looking at changes in aggregate indicators. This exercise does not establish causality between the programme and the changes in aggregate indicators, but serves to get an idea of whether the programme is contributing to the achievement of the higher-level outcomes of the YG.



Example:

In Portugal, for example, the objective of the programme Reembolso da Taxa Social Única is to reduce employers’ costs for hiring young individuals. In order to analyse how this programme is performing, the inflow/outflow indicators of the (EMCO) monitoring indicator framework are combined with implementation and results indicators.

Table 8 reports the direct monitoring data of the Portuguese YG. The figures show that only 12.5 per cent of all exits in employment were subsidized (which argues in favour of the activation approaches implemented by the PES). The reimbursement of the social security contribution programme covers the majority of YG beneficiaries who received a subsidized offer of employment.

The table also shows the definition of the implementation and result indicators to be screened. The indicator “number of young people participating in the measure” is derived from administrative sources (the PES database) and should tally with the number of young people who exited the YG preparatory phase with an offer to participate in the specific programme.

TABLE 8: DIRECT MONITORING INDICATORS: REEMBOLSO DA TAXA SOCIAL ÚNICA

YG direct monitoring indicators 2014				
YG total entrants	YG total exist	Exit in employment	Of which subsidized	Of which exit to "Reembolso da Taxa Social Única"
Number of young people aged 15-29				
335,151	223,623	94,098	11,798	9,295



Performance indicators	
Implementation	Results
<ul style="list-style-type: none"> • Number of young people participating in the measure (annually); • Number of young participants completing the programme. 	<ul style="list-style-type: none"> • Situation of young participants at six, 12, and 18 months; • Share of participants who, at follow-up, are employed (of which share employed by the same firm that received the subsidy); • Group of young people holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).

The analysis starts by checking the consistency between the YG outflow figures and the data on programme participants. The indicator relating to completion of the programme provides an indication of the difficulties that young people encounter when integrating into the work environment. If participation and completion diverge substantially, there is a need to intervene (it may be a problem of matching between individuals and enterprises, or a problem of enterprise screening).

The analysis then moves to the quantitative results of the programme, i.e., the share of beneficiaries who are employed after the end of the programme (in the instance of hiring subsidies, the end of the programme is when the additional obligations imposed on employers cease). These types of programmes usually yield rates ranging between 60 and 80 per cent, with a tendency to decline over time. The shares of young people employed by the same firm that received the subsidy will make it possible to determine whether the job is sustainable (or whether hiring incentives are effective only for the duration of the subsidy).

The final step of the analysis looks at the quality of jobs that the participants gain. Quality indicators need to include the type of contract (full or part-time, temporary or permanent); wage levels (in line with the average at national level); social security entitlements; and the matching between qualifications and job tasks.²⁴

²⁴ For a discussion of job quality indicators see ILO, *Guidelines to assess the quality of youth employment offers* (Geneva, 2017).



This type of analysis needs to be carried out for every programme that is included in the “employment” destination. The summing up of all the results of employment and self-employment programmes included in the “employment” destination will require additional judgement on their potential contribution to changes in the aggregate labour market indicators (employment to population ratio; youth unemployment rate; youth unemployment ratio, youth-to-adult unemployment ratio; and NEET rate).²⁵ Appendix 2 provides additional examples of indicators that can be collected and analysed, based on a sample of employment programmes included in national YG plans.

²⁵ The causal impact of these programmes can only be determined by a counterfactual evaluation.

8.2 CONTINUED EDUCATION AND TRAINING

The measures included in the continued education and training destination of YG schemes include very diverse programmes, ranging from *second-chance* education to vocational training, which combines theoretical learning and work-based practice, and training for high-tech occupations. What all these programmes have in common is that they strive to provide young people with a higher-level qualification, which in turn should increase their probability of finding employment. The multiple objectives underpinning the design of education and training interventions are reflected in the range of indicators that are analysed to judge their overall performance.

Implementation indicators look at participation and completion (with the latter becoming important to assess the effectiveness of the education or training programme), **while result indicators also comprise** (aside from the labour market situation at the end of the programme) **indicators to measure the additional qualifications attained by participants.**²⁶ **When looking at the situation of young participants at follow-up, it is also important to include indicators that may measure the quality of the education and training experience for participants** (for example: vertical skills matching, and employment and earning levels).²⁷

As for other labour market integration measures, the cumulative effect of education and training programmes should, over time, also be observable through changes in aggregate indicators, related to both the labour market (NEET rates, employment and unemployment) **and educational attainment** (especially share of young people with ISCED levels 3-8, share of young people with ISCED levels 0-2).



Example:

The YG scheme in Latvia offers young people the opportunity to participate in continuous vocational education programmes (leading to a level 6 qualification) and vocational advancement programmes (leading to a level 5 qualification). The objective is to increase the qualification of participants, which is considered instrumental for acquiring better employment. Table 9 reports the direct monitoring data of the Latvian YG and shows the definition of the implementation and the result indicators to be screened. The indicator “number of young people participating in the measure” is derived from administrative sources and should tally with the number of young people who exited the YG preparatory phase with an offer to participate in the vocational training programme under analysis.

²⁶ See European Commission, *Frequently asked questions about the Youth Guarantee*, April 2015.

²⁷ ILO, *Assessing the quality dimensions of youth employment offers* (Geneva, 2017).

TABLE 9: DIRECT MONITORING INDICATORS: *CONTINUOUS VOCATIONAL TRAINING*

YG direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in education	Of which subsidized	Of which exit into “Continuous vocational training”
Number of young people aged 15-29				
31,903	26,014	1,559	1,526	(number)



Performance indicators	
Implementation	Results
<ul style="list-style-type: none"> • Number of young people participating in the programme (annually); • Number of young participants completing the programme. 	<ul style="list-style-type: none"> • Number of participants achieving a level 6 qualification; • Situation of young participants at six, 12 and 18 months (employment, education, apprenticeship, traineeship). <p>For those in employment :</p> <ul style="list-style-type: none"> • Share of young people holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).

The analysis starts with checking the consistency between the YG outflow figures and data about the participants. The indicator relating to completion provides indications on the drop-out rate. If participation and completion diverge substantially, there is a need to understand how to improve success in the course.

The analysis then moves to the quantitative results of the programme, namely (i) the share of beneficiaries who achieved Level 6 qualification, and (ii) situation of participants at follow-up.

For those young people who are employed at follow-up it is necessary also to analyse the quality of jobs, especially vertical skills matching, contract type, and level of earnings.

The labour market returns from vocational training programmes are contingent upon a number of factors, such as the occupation of choice, the blending of theoretical and practical training, and the strength of labour demand. To appraise whether the programme is yielding the expected results, one could look at the performance of similar programmes provided in the past (or for another target group).



This type of analysis needs to be carried out for all the programmes grouped under the “continued education and training” destination. Appendix 2 offers additional examples of indicators that can be collected and analysed, based on a sample of education and training measures included in national YG plans.

8.3 APPRENTICESHIPS

Apprenticeship programmes are forms of VET that combine and alternate periods of theoretical classroom learning and practical training at a workplace, leading to a formal qualification recognized in the labour market. Training periods may be carried out on the job, at school, or at a training centre, depending on the design of the programme and the needs of enterprises. In some cases, emphasis is placed on school learning, while in others work experience predominates.²⁸ This definition is broader than the one employed by the European Commission in the scope of the *European Alliance for Apprenticeships* and is used to capture the multiple approaches that the EU countries adopt to offer young people a combination of vocational of training and work experience. These approaches often include programmes provided within the formal education and training system (mainly targeting students and school-aged young people) as well as schemes organized as part of ALMPs, targeting NEETs).²⁹

The inclusion of apprentice-based programmes in YG plans is due to the effectiveness of these interventions in providing young people with the skills relevant for the labour market; improving the transition from school-to-work; and the matching of skills and jobs.³⁰ What distinguishes an apprenticeship from a vocational training programme is the existence of an apprenticeship agreement (a legally-binding contract) which specifies the learning and training content; conditions of work (apprenticeship wage, hours of work, social security entitlements) and type and level of the qualifications to be gained. If the programme offered under the YG does not fulfil these requirements, it has to be included in the “continued education and training” destination, rather than under “apprenticeship”.

For monitoring purposes, the indicators used to measure the performance of apprenticeship are similar to those used for continued education and training. **Implementation indicators look at participation and completion** (with the latter becoming important to appraise

²⁸ See: *Key elements of quality apprenticeships*, G20 Task Force on employment (September 2012).

²⁹ The European Commission, in the scope of the *European Alliance for Apprenticeships*, defines apprenticeships as “...those forms of Initial Vocational Education and Training (IVET) that formally combine and alternate company-based training (periods of practical work experience at a workplace) with school-based education (periods of theoretical/practical education followed in a school or training centre), and whose successful completion leads to nationally recognised IVET certification degrees”. See: European Commission, *Frequently asked questions about the Youth Guarantee*, op.cit. See also: European Commission, *Apprenticeship supply in the Member States of the European Union. Final Report*, (2012).

³⁰ See: European Council Declaration: “European Alliance for Apprenticeships”, (October 2013).

the success rate of the apprenticeship programme), **while result indicators also comprise** (aside from the labour market situation at the end of programme) **indicators to measure the qualifications attained by participants.**

When looking at the situation of young participants at follow-up, it is equally important to include indicators that can measure the quality of the apprenticeship experience for participants (for example: vertical skills matching and employment and earning levels).³¹

As for other labour market integration measures, the cumulative effect of apprenticeship programmes should, over time, also be observable through changes in aggregate indicators, related to both the labour market (NEET rates, employment and unemployment) **and educational attainment.** This, however, depends on the scope of apprenticeship schemes (i.e. the number of young people who gain an apprenticeship place).



Example:

The Portuguese YG offers young people the possibility to participate to apprenticeship courses organized by the PES. This initiative, named “Cursos de Aprendizagem”, leads to a level 4 qualification that may help to find an entry-level job position or access further education and training courses (level 5). Table 10 reports the direct monitoring data (EMCO indicator framework) of the Portuguese YG and the definition of the implementation and the result indicators to be screened. The indicator “number of young participating in the measure” is derived from administrative sources and should tally with the number of young people who exited the YG preparatory phase with an offer to participate to the apprenticeship programme under analysis.

³¹ See ILO, *Assessing the quality dimensions of youth employment offers*, op.cit.



The analysis needs to be carried out for all the schemes grouped under the “apprenticeship” destination (for example: a country may offer both dual apprenticeship as part of the formal education system and apprenticeship-like programmes organized as part of ALMPs). The indicators to measure the performance of apprenticeship programmes, however, are always the same (i.e. participation, completion, qualification achieved, and situation at follow-up), irrespective of how they are organized.

TABLE 10: DIRECT MONITORING INDICATORS: PROGRAMME APRENDIZAGEM

Youth Guarantee direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in apprenticeship	Of which subsidized	Of which exit into "Cursos de Aprendizagem"
Number of young people aged 15-29				
335,151	223,623	11,537	11,537	11,537



Performance indicators	
Implementation	Results
<ul style="list-style-type: none"> Number of young people participating in the apprenticeship programme (annually); Number of young participants completing the apprenticeship. 	<ul style="list-style-type: none"> Number of participants achieving a level 4 qualification; Situation of young participants at six, 12, and 18 months (employment, education, apprenticeship, traineeship); <p>For those in employment :</p> <ul style="list-style-type: none"> Share of young people holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).

The analysis starts by checking the consistency between the YG outflow figures and the data about the participants. The indicator relating to completion provides indications on the drop-out rate. If participation and completion diverge substantially, there is a need to understand how to improve course success.

The analysis then moves to the quantitative results of the programme, namely: (i) the share of beneficiaries who achieved a Level 4 qualification, and (ii) the situation of participants at follow-up. In the example of Portugal, the follow-up results collected at the six-month interval show that roughly 73.3 per cent of beneficiaries were still in apprenticeship (as the programme is of 3,700 hours); 3.1 per cent were employed, and 5.1 per cent had returned to unemployment or inactivity.

For those young people who are employed at follow-up it is also necessary to analyse the quality of jobs, especially the vertical skills matching (to ensure that the skills acquired in apprenticeship match the tasks of the job young people find), contract type, and level of earnings.

8.4 TRAINEESHIPS

The practice of traineeship is relatively new and has gained importance as a means to provide young people with workplace-based experience -- highly valued by employers -- and, therefore, to ease the school-to-work transition.³²

The 2014 Council Recommendation on a Quality Framework for Traineeships highlights two broad quality issues affecting traineeship schemes, namely: lack of solid learning content, with trainees asked to simply do menial tasks; and poor working conditions (long hours, lack of social security coverage, health and safety risks, little or no compensation and long duration). The Recommendation addresses these concerns by setting forth a number of minimum quality criteria (concerning learning content, duration and conditions of work) that EU countries should comply with to ensure that traineeship schemes increase employability.³³ The measures included in the “traineeship” destination of YG schemes typically include those periods of learning and work experience organized as part of ALMPs and transnational traineeships. Traineeships that are an optional or compulsory part of academic and/or vocational curricula and mandatory professional training are excluded.

Since the main objective of traineeships is to provide young people with a period of work experience to ease their transition to employment, the **indicators to measure performance look at participation and completion** (implementation) **and the labour market situation of young participants at follow-up** (results). **When screening result indicators, it is also important to include indicators that measure the relevance of the traineeship experience** (for example: the share of participants recruited by the enterprise/organization that offered the traineeship; vertical skills matching; type of contract; and earning levels). **Similar to**

other labour market integration measures, the cumulative effect of traineeship schemes should, over time, be observable through changes in labour market indicators (NEET rates, employment and unemployment).



Example:

The Portuguese YG plan offers young people the possibility of participating in diverse types of internships (with private enterprises, public institutions at central and local level, as well as with international organizations and enterprises abroad). Table 11 reports the direct monitoring data of the Portuguese YG and the figures related to the traineeship organized by the PES in private enterprises (*Estágios Emprego*).

³² G. Rosas: “In search of benchmarks for quality internships”, in United Nations Department of Economic and Social Affairs (UNDESA), *World youth report on youth civic engagement* (New York, 2016).

³³ See: European Council Recommendation on a Quality Framework for Traineeships (March 2014), accessible at: http://www.consilium.europa.eu/uedocs/cms_Data/

The table also shows the definition of the implementation and result indicators to be screened.



The analysis needs to be carried out on all the programmes that are grouped under the “traineeship” destination, even though the indicators’ definition is always the same.

TABLE 11: DIRECT MONITORING INDICATORS: *ESTÁGIOS EMPREGO*

Youth Guarantee direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in traineeship	Of which subsidized	Of which exit into “ <i>Estágios Emprego</i> ”
Number of young people aged 15-29				
335,151	223,623	29,469	29,469	28,357



Performance indicators	
Implementation	Results
<ul style="list-style-type: none"> • Number of young people participating in the traineeship programme (annually); • Number of young participants completing the traineeship. 	<ul style="list-style-type: none"> • Situation of young participants at six, 12, and 18 months (employment, education, apprenticeship, traineeship); <p>For those in employment :</p> <ul style="list-style-type: none"> • Share of participants employed by the enterprise that provided the traineeship; • Share of young people holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).

The analysis starts by checking the consistency between the YG outflow figures and data about the participants in the traineeship scheme. The indicator relating to completion helps to appraise the retention of the programme. If completion figures are low, this may indicate that the traineeships provided are of poor quality (in terms of learning and/or working conditions).

The analysis then moves to the quantitative results of the programme and especially to the share of young participants who are working at the end of the programme (as this is the expected outcome of traineeship programmes).

This figure is further disaggregated by participants working in the same enterprise/organization that offered the traineeship (as traineeship schemes are often used by host organizations as a screening method for the recruitment of new workers). This step may be skipped if the traineeship is carried out at public institutions (at central and local level) or in community-based organizations, as these often do not have the resources to recruit additional workers.

For those young people who are employed at follow-up it is necessary also to analyse the quality of jobs, especially vertical skills matching (to ensure that the experience young people acquire during a traineeship matches the type of jobs they find), contract type, and level of earnings.

9. INFLOW AND OUTFLOW ANALYSIS

As already mentioned, the methodology developed by EMCO to monitor the YG established three sets of indicators: (i) aggregate indicators (to monitor indirectly the effect of the YG at national level), (ii) direct monitoring indicators (to measure the delivery of the YG through inflows and outflows, as well as coverage), and (iii) follow-up indicators (to measure the results of the measures implemented).

In order to ensure data consistency and ease reporting of direct and follow-up indicators, the European Commission provided EU countries with **a data reporting template in MS Excel** that automatically calculates main and supplementary indicators on the basis of the figures entered in pre-labelled calculation sheets (entrants, stocks, exits, and follow-up by type of offer).



This template can become a very useful tool when used regularly to check the progress made by the national YG plan.

Table 12 provides some insights on how to analyse the data that are entered in the various parts of the template.

TABLE 12: INFLOW AND OUTFLOW DATA (EMCO MONITORING TEMPLATE)

Template sheet	Data analysis
<p>“Entrants”</p> <p>This section of the template reports the overall number of young people who enter (inflow) in the YG (i.e. all those young people who have contacted a YG provider, have been assessed as eligible and have their personal information recorded).</p> <p>Disaggregation</p> <ul style="list-style-type: none"> • Age-group (15-19, 20-24, and 25-29) • Sex • Registration as unemployed • Prior YG experience 	<p>This section of the template serves to understand the targeting approach of the YG and (indirectly) the quality of the offers proposed.</p> <p>First, the sex, age, and labour status profile of the young people who entered the YG should be checked against household-based data of NEETs to verify that the support available is actually reaching those who need it most. For example, the 2014 data template of Portugal shows that the YG attracted primarily young people aged 15-24 (59.4 per cent of all entrants), young women (53.1 per cent of all entrants) and individuals registered as unemployed with the PES (97 per cent of all entrants). The Labour Force Survey (LFS) data show that young Portuguese NEETs are mainly aged 15-24 (58.9 per cent of all NEETs), mostly women (52.1 per cent) and unemployed (70.2 per cent). While the sex and age profile of YG entrants is aligned to household data, the labour status profile is skewed towards registered unemployed. This means that the YG is benefitting most registered unemployed rather than inactive young people (29.8 per cent of all young NEETs) and unregistered unemployed (30 per cent of all unemployed).</p> <p>Second, the share of young entrants with prior YG experience can be used (albeit indirectly) to check the quality of the offers provided. If this group is relatively large, there could be a problem with the type of offers delivered (for example: poor matching between the features of the programme and the characteristics of young people) and/or with the effectiveness of the measures offered (especially if the share of re-entrants in the YG is substantial).</p>
<p>“Stocks”</p> <p>The sheet of the template reports on the average annual stock of young people who are still in the YG preparatory phase (i.e. they did not take up an offer) four, six, and 12 months after registration.</p> <p>Disaggregation</p> <ul style="list-style-type: none"> • Age-group (15-19, 20-24, and 25-29) • Sex • Duration 	<p>This section of the template aims at measuring the time it takes for a young person to receive an offer (i.e. the compliance with the four-month timeframe established by the Council Recommendation).</p> <p>The analysis is relatively straightforward: one needs to look at differences (if any) in the time it takes to receive an offer across age groups and sex. For example, if women aged 20-24 are more likely to take up an offer within four months compared to young men and to women in the older age-group (and presuming that the sex distribution of entrants is equal), one may wish to check the suitability of available programmes for young men and those in the older age group.</p> <p>The data on stocks are also used to measure the coverage of the YG (i.e. the average annual stock of young people in the YG preparatory phase is benchmarked against the annual average NEET population). This measure, although combining administrative- and household-based data, gives an indication of the share of young NEETs who are receiving support. In order to be analysed, this indicator needs to be tracked across different years (to check whether coverage is improving or worsening) as well as against the EU average (37.3 per cent in 2014). If the national coverage does not improve over time and/or is below the EU average, this means that the YG is failing to reach its objectives.</p>

TABLE 12: INFLOW AND OUTFLOW DATA (EMCO MONITORING TEMPLATE) CONT.

Template sheet	Data analysis
<p>“Exits”</p> <p>This part of the template looks at the outflows of young people from the YG by type of destinations (i.e. the offers of employment, continued education, apprenticeship and traineeship, subsidized and unsubsidized, which young people receive or find).</p> <p>Disaggregation</p> <ul style="list-style-type: none"> • Age-group (15-19, 20-24, and 25-29) • Sex • Positive destination (subsidized or unsubsidized) • Negative destination (unemployment or inactivity) • Unknown destination 	<p>The data of this part of the template -- combined with inflow data and information about the take-up of offers -- serve to determine the efficiency and timeliness of the YG’s response to the needs of young NEETs.</p> <p>The first item to be analysed is the broad composition of outflows (positive, negative, and unknown). If the YG is fulfilling its function, the overwhelming majority of young beneficiaries should be in a positive destination, and the number of those in unemployment or inactivity should be small. If the share of young people in a negative situation is considerable, the programmes on offer are not fulfilling their main functions and they will need to be adjusted.</p> <p>In many instances, the template presents substantial numbers of young people who are in an “unknown” situation. This may happen, for example, when it is not possible to pool the administrative data collected by different public entities (employment, education, social security), or there are delays in the updating of individual records. This may cause individuals to be classified as in an “unknown” destination when in reality, they are working or in education or training. In addition, some of those classified as “unknown” may be young people who dropped out from a programme. In any case, when the number of young people in an unknown situation is high, it may be worthwhile to contact them to verify their current status.</p> <p>The next step of the analysis is to examine the relative weight of the different positive destinations (i.e. the share of exits in employment, education, traineeship and apprenticeship) by age and sex to understand how targeting mechanisms are functioning. For instance, if the composition of NEETs (household-based data) reveals a predominance of low-skilled young people, one would expect to see a substantial number of exits into further education and apprenticeship destinations. If, conversely, many unemployed individuals have no prior work experience, this should be reflected in the number of acquired traineeships.</p> <p>If the NEET situation at national level is determined by a mix of different factors (low skills, limited work experience, low labour demand), exits across destinations would reflect this (due consideration being given to the fact that it may be more difficult to organize a traineeship compared to giving recruitment subsidies to enterprises).</p> <p>The final step of the analysis looks at the relationship between subsidized and unsubsidized offers. This is particularly relevant for the “employment” destination. A high share of young people in an employment destination -- most of whom are unsubsidized -- may point to the relevance of activation services (provided in the YG preparatory phase) for helping young people to find a job. For instance, this is the case in Portugal and Latvia. In Portugal, approximately 49 per cent of all exits in 2014 were into employment, of which only 20 per cent were subsidized. Similarly, in Latvia 43.8 per cent of all exits were into employment, of which a mere 9 per cent were subsidized. The sustainability of these open-market opportunities, however, can only be determined by analysing follow-up indicators (see next section).</p> <p>Finally, it is necessary to look at the disaggregation of destination by sex and age to see whether there are differences that need to be explained. For example: a prevalence of subsidized employment among young men in the age group 25-29 may point to “creaming” (i.e. selection of those young people most easily placed).</p>

TABLE 12: INFLOW AND OUTFLOW DATA (EMCO MONITORING TEMPLATE) CONT.

Template sheet	Data analysis
<p>“Follow-up”</p> <p>This section of the template explores the effectiveness of the offers provided to young NEETs. The data report the labour market status of young people who took up employment, further education, apprenticeship and traineeship offers at six, 12, and 18 months.</p> <p>Disaggregation</p> <ul style="list-style-type: none"> • Age-group (15-19, 20-24, and 25-29) • Sex • Destination 	<p>This final section of the template examines the situation of young people at regular intervals after their exit from the YG preparatory phase, by type of offer received. It serves to measure the effectiveness of the offers provided.</p> <p>The first set of data to examine is the overall situation of young people who exit the YG (positive, negative or unknown). If the number of those who are in a negative situation (unemployed or inactive) is relatively high, it will be necessary to check the design of the various types of offers.</p> <p>The figures at follow-up by type of destination allow determining (by comparison) those pathways that are more/less effective for young NEETs. The analysis should focus on follow-up data measured at the 12-month interval (as at the six-month benchmark, many education and apprenticeship programmes are still ongoing) and give due consideration to the multiple objectives of the offers. In order to take into account the multiplicity of programme objectives, one may compare the shares of young people who return to unemployment and inactivity after exit (negative result), rather than focusing on positive outcomes. The more effective offers, therefore, become those that have the lowest share of young beneficiaries in unemployment and inactivity.</p> <p>The 12-month follow-up data of Portugal, for instance, show that the number of those unemployed and inactive at follow-up is higher for those who received an offer of education (21.7 per cent) and traineeship (14.2 per cent) compared to those who received an offer of employment (8.2 per cent) and apprenticeship (6.9 per cent). This fact points to the need to re-examine the continued education and traineeship programmes to understand the reasons of poor performance.</p> <p>The final step is to examine sex and age distribution of negative outcomes. In the example of Portugal, the negative outcomes recorded for continued education and traineeship affect young women to a greater extent than young men, but this is particularly evident in the case of young women aged 25-29 who took up an offer of traineeship. The reason for this phenomenon should be researched (poor matching of young women with traineeship opportunities, or gender discrimination by employers).</p>

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APPENDICES



Appendix 1: TEMPLATE OF INDICATORS TO ANALYSE THE PERFORMANCE OF THE POLICY PILLARS OF THE YOUTH GUARANTEE

KEY REFORMS				
	Aggregate indicators	Performance indicators		Remarks
		Implementation	Results	
EARLY INTERVENTION	<ul style="list-style-type: none"> • NEET rates (% of the population) by labour market status; • Early school-leaving rate (aged 18-24); • Share of young people (aged 20-24) with ISCED 3-8; • Share of young people (aged 20-29) with ISCED 0-2; • Employment rates of individuals (aged 20-34) recently graduated (ISCED 3-6), %; • Proportion of young people aged 30-34 with tertiary educational attainment level (ISCED 5-6), %; • Employment-to-population ratios by broad groups of educational attainment; • Vertical matching; 	<ul style="list-style-type: none"> • Number of participants in early intervention measures; • Number of participants completing early intervention measures. 	<ul style="list-style-type: none"> • Proportion of participants in early intervention measures who gain a recognized educational qualification; • Share of participants who are in employment, education or training at follow-up; • Share of employed participants, of which proportion vertically matched. 	<p>The objective of early intervention reforms is to ensure that young people remain at school and acquire the skills they need to find a job and pursue a career.</p> <p>If these reforms are successful, they should result in improved educational attainment and employment indicators, and declining early school-leaving rates. This in turn, should have an effect on NEET rates.</p> <p>Changes in aggregate indicators can be benchmarked with performance indicators (namely the numbers of young people participating in the interventions, and the number of those who -- after the intervention -- are still in a positive situation) to verify the extent to which the reforms are actually achieving their intended objectives. This exercise does not determine causality (which can be measured only by impact evaluations), but helps to understand how reforms are progressing.</p>
OUTREACH	<ul style="list-style-type: none"> • NEET rates (% of the population) by labour market status. 	<ul style="list-style-type: none"> • Number of participants in outreach measures; • Number of participants completing outreach measures. 	<ul style="list-style-type: none"> • Proportion of participants of outreach measures who registered in the YG (by destination). 	<p>The objective of outreach strategies is to ensure that young people who are detached (from the labour market and society) received the support that is available to them under the YG.</p> <p>The progress made by these strategies should be observable in declining NEET rates over time. Changes in this aggregate indicator can be analysed against the number of young people who receive outreach services and register with the YG. The performance of outreach approaches can also be measured through progression indicators that combine implementation and result indicators (as shown in the preceding column) with YG direct and follow-up indicators.</p>

KEY REFORMS, CONT.

	Aggregate indicators	Performance indicators		Remarks
		Implementation	Results	
ACTIVATION	<ul style="list-style-type: none"> • NEET rates (% of the population) by labour market status; • Youth unemployment ratio (aged 15-24 and 25-29); • Youth unemployment rate (aged 15-24 and 25-29); • Employment-to-population ratio (aged 15-24 and 25-29). 	<ul style="list-style-type: none"> • Number of participants in activation measures; • Share of young people receiving a quality offer within four months. 	<ul style="list-style-type: none"> • Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (six, 12, and 18 months). 	<p>The objective of activation policies is to increase the transition from unemployment and -- in the case of the YG -- inactivity to employment.</p> <p>The achievement of this objective should result in improving NEET rates, raising employment, and decreasing unemployment. The changes in aggregate indicators can be related to the number of young people who, once registered in the YG, receive activation services and are provided with an offer within the four-month timeframe (implementation), and those YG participants who -- after receiving activation services and having taken up an offer -- are in a positive situation at follow-up.</p> <p>Also, there is no causality between participation and changes in aggregate indicators.</p>
LABOUR MARKET	<ul style="list-style-type: none"> • NEET rates (% of the population) by labour market status; • Youth unemployment ratio (aged 15-24 and 25-29); • Youth unemployment rate (aged 15-24 and 25-29); • Employment-to-population ratio (aged 15-24 and 25-29); • Job quality (vertical matching, type of contract, earnings, etc.). 	<ul style="list-style-type: none"> • Number of participants included in the measures that are part of the reform (or approximate number of young people affected by the reform). 	<ul style="list-style-type: none"> • Share of participants who are employed; • Share of employment participants in a quality job. 	<p>The core objective of labour market policy reforms is to promote the quantity and quality of employment opportunities for young people. Their effectiveness is typically measured in terms of changes in youth employment and unemployment over time.</p> <p>In order to check the relation between the specific interventions of the reform and its overall objectives, one may observe the number of individuals affected by the reform (or participants, depending on the type of reform), the number of those who find a job after participating (or who are affected), and the proportion of those who are in quality jobs.</p>

EARLY INTERVENTION MEASURES

Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
<ul style="list-style-type: none"> • Number of participants in early intervention measures; • Number of participants completing early intervention measures. 	<ul style="list-style-type: none"> • Number of participants in early intervention measures who gain a recognized educational qualification; • Share of participants who are in employment, education or training at follow-up; • Share of employed participants, of which number vertically matched. 	<p>This policy pillar of the YG encompasses both systemic interventions (for example: a change in the school curricula) and measures targeting students at risk of school failure. The aim is to ensure that all young people are equipped with the skills they need for life and work while at school.</p> <p>The monitoring of the progress made in this policy area builds on standard implementation and result indicators, or progression indicators that keep track of young people from the moment they participate, throughout support measures at school, to when they achieve a qualification and enter the labour market. For systemic early intervention measures (like a change of the VET system), the indicators look at participation (in the new VET courses), and results (how many achieve a qualification and are employed).</p> <p>If the scale of early intervention measures is sufficiently large, this should contribute to changes in education and labour market aggregate indicators (see column on the right).</p>	<ul style="list-style-type: none"> • NEET rates (percentage of the population) by labour market status; • Early school-leaving rate (aged 18-24); • Share of young people (aged 20-24) with ISCED 3-8; • Share of young people (aged 20-29) with ISCED 0-2; • Employment rates of individuals (aged 20-34) recently graduated (ISCED 3-6), percentage; • Proportion of individuals aged 30-34 with tertiary educational attainment level (ISCED 5-6), percentage%; • Employment-to-population ratios by broad groups of educational attainment; • Vertical matching.

OUTREACH

Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
<ul style="list-style-type: none"> • Number of participants in outreach measures; • Number of participants completing outreach measures. Number of participants in outreach measures; • Number of participants completing outreach measures. 	<ul style="list-style-type: none"> • Number of participants in outreach measures who registered in the YG (by destination). 	<p>This policy pillar of the YG comprises those interventions aimed at identifying, contacting, and engaging young people who are detached (from the labour market and society). The objective is to bring them towards the support that is available within the YG.</p> <p>The progress of these initiatives can be measured by standard implementation indicators, while the intended result is registration into the YG (and from this moment onwards the direct and follow-up indicators of the YG monitoring framework apply).</p> <p>Progression indicators can also be constructed with a view to continuously tracking participants throughout their integration pathways (from identification to entry in a job).</p> <p>The cumulative effect of outreach measures over time should be observable through changes in the NEET rate (if the scope of the measures is coherent with the numbers of young people who are NEETs and not registered for assistance).</p>	<ul style="list-style-type: none"> • NEET rates (percentage of the population) by labour market status.

ACTIVATION MEASURES

Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
<ul style="list-style-type: none"> • Number of participants in activation measures. 	<ul style="list-style-type: none"> • Share of young people receiving a quality offer within four months; • Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow-up (six, 12, and 18 months). 	<p>This policy pillar of the YG encompasses all those services that young NEETs receive as part of the preparatory phase and which are geared towards increasing the transition from unemployment and inactivity to employment and activity.</p> <p>Performance indicators focus on the relation between participation in activation services, exit from the YG preparatory phase and transition to employment (or another YG destination). If activation works, this should be observable through an increasing share of YG beneficiaries receiving an offer within four months and higher shares of young people who are in employment (or education) thereafter.</p> <p>Over time, the provision of effective activation services should contribute to changes in aggregate labour market indicators. In turn, the latter, will have an effect on the NEET rate (or at least in the employment count of NEET rates).</p>	<ul style="list-style-type: none"> • NEET rates (percentage of the population) by labour market status; • Youth unemployment ratio (aged 15-24 and 25-29); • Youth unemployment rate (aged 15-24 and 25-29); • Employment-to-population ratio (aged 15-24 and 25-29).

MEASURES TO SUPPORT LABOUR MARKET INTERGATION ¹				
	Performance indicators		Remarks	Aggregate indicators
	Implementation	Results		
EMPLOYMNET	<ul style="list-style-type: none"> Number of young people participating in the programme; Number of participants completing the programme. 	<ul style="list-style-type: none"> Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow-up (six, 12, and 18 months), of which <ul style="list-style-type: none"> Proportion who are in employment and share who are in quality employment (type of contract, vertical matching, earnings, etc.). 	<p>The indicators that measure the effectiveness of the employment offers provided to young beneficiaries of the YG combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework) and the follow-up indicators of the EMCO indicator framework (enriched by the job quality measures of the YEI monitoring system).</p> <p>Monitoring focuses on the relation between participation in employment programmes and transition to employment (or another YG destination).</p> <p>If employment offers work as expected, this should be reflected by an increasing number of YG beneficiaries who are in employment thereafter.</p> <p>Over time, the provision of effective employment offers should contribute to changes in aggregate labour market indicators. In turn, the latter will have an effect on the NEET rate (or at least in the employment count of NEET rates).</p>	<ul style="list-style-type: none"> NEET rates (percentage of the population) by labour market status; Youth unemployment ratio (aged 15-24 and 25-29); Youth unemployment rate (aged 15-24 and 25-29); Employment-to-population ratio (aged 15-24 and 25-29).
CONTINUED EDUCATION	<ul style="list-style-type: none"> Number of young people participating in the programme; Number of participants completing the programme. 	<ul style="list-style-type: none"> Number of participants achieving a recognized qualification; Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow-up (six, 12, and 18 months); <p>For those who are in employment</p> <ul style="list-style-type: none"> Proportion of participants who are in quality employment (type of contract, vertical matching, earnings, etc.). 	<p>The indicators that measure the relevance of continued education and training offers combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework), indicators geared to measure the attainment of higher education qualifications (one of the objective of education offers) and the follow-up indicators of the EMCO indicator framework.</p> <p>Monitoring focuses on the relation between participation in continued education and transition to positive YG destinations.</p> <p>If continued education offers are successful in attaining the key objectives, this should contribute to changes in aggregate education and labour market indicators. In turn, the latter will have an effect on the NEET rate.</p>	<ul style="list-style-type: none"> NEET rates (percentage of the population) by labour market status; Share of young people (aged 20-24) with ISCED 3-8; Share of young people (aged 20-29) with ISCED 0-2; Employment-to-population ratios by broad groups of educational attainment; Vertical matching.

¹ This policy pillar of the YG comprises all those employment, continued education, apprenticeship and traineeship programmes aimed at helping young people to exit their NEET situation.

MEASURES TO SUPPORT LABOUR MARKET INTERGATION, CONT.				
	Performance indicators		Remarks	Aggregate indicators
	Implementation	Results		
APPRENTICESHIP	<ul style="list-style-type: none"> Number of young people participating in the programme; Number of participants completing the programme. 	<ul style="list-style-type: none"> Number of participants achieving a recognized qualification; Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (six, 12, and 18 months). <p>For those who are in employment</p> <ul style="list-style-type: none"> Proportion of participants who are in quality employment (type of contract, vertical matching, earnings, etc.). 	<p>The indicators that measure the relevance of apprenticeship offers combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework), indicators geared towards measuring the attainment of educational and professional qualifications (the objectives of apprenticeship offers) and the follow-up indicators of the EMCO indicator framework.</p> <p>Monitoring focuses on the relation between participation in apprenticeship and transition to positive YG destinations (and especially employment).</p> <p>If apprenticeship offers are successful in attaining their key objectives, this should contribute to changes in aggregate education and labour market indicators. In turn, the latter will have an effect on the NEET rate.</p>	<ul style="list-style-type: none"> NEET rates (percentage of the population) by labour market status; Share of young people (aged 20-24) with ISCED 3-8; Share of young people (aged 20-29) with ISCED 0-2; Employment-to-population ratios by broad groups of educational attainment; Vertical matching.
TRAINEESHIP	<ul style="list-style-type: none"> Number of young people participating in the programme; Number of participants completing the programme. 	<ul style="list-style-type: none"> Share of young people who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (six, 12, and 18 months), of which <ul style="list-style-type: none"> Proportion who are in employment and share who are in quality employment (type of contract, vertical matching, earnings, etc.). 	<p>The indicators to measure the performance of traineeship offers combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework) and the follow-up indicators of the EMCO framework (enriched by the job quality measures of the YEI monitoring system).</p> <p>Monitoring focuses on the relation between participation in traineeship schemes and transition to employment (or another YG destination).</p> <p>If traineeship offers provide young YG beneficiaries with the work experience required by employers, this should be observable through increasing employment (and decreasing unemployment).</p> <p>Over time, traineeship schemes should contribute to changes in aggregate labour market indicators. In turn, the latter, will have an effect on the NEET rate (or at least in the employment count of NEET rates).</p>	<ul style="list-style-type: none"> NEET rates (percentage of the population) by labour market status; Youth unemployment ratio (aged 15-24 and 25-29); Youth unemployment rate (aged 15-24 and 25-29); Employment-to-population ratio (aged 15-24 and 25-29).

Appendix 2: ADDITIONAL EXAMPLES OF INDICATORS AND DATA ANALYSIS

KEY REFORMS

Key reform and rationale	Aggregate indicator	Performance indicators		Analysis
		Implementation	Results	
<p>Introduction of career education in schools</p> <p>If career education is mainstreamed in the education system, there is a presumption that young people will make choices more in line with labour market demands and therefore be more employable.</p>	<ul style="list-style-type: none"> • Employment-to-population ratio (aged 15-29); • Employment rates of individuals (aged 20-34) recently graduated (ISCED 3-8); • Vertical mismatch (aged 15-29). 	<ul style="list-style-type: none"> • Number of students participating in career education programmes (all levels). 	<ul style="list-style-type: none"> • Proportion of young people who attended career education who are employed; • Share of young people employed in a job matched to qualifications. 	<p>The three aggregate indicators need to be analysed together. Starting from the baseline year (entry into force of the reform) one needs to look at changes in youth employment (both rates and number), by levels of educational attainment (ISCED) and stream (general and vocational). If career education improved employability this should be reflected in an improvement of the employment rate of young people and of recent graduates. The analysis of vertical mismatch (under- and over-qualification) is also helpful in this sense. The changes observed need to be related to both the number of students attending career education and their performance in the labour market (lower level indicators).</p>
<p>Reform of the PES service delivery system (specialized PES youth teams)</p> <p>The aim of this reform is to improve the capacity of PES to provide employment services targeting young people. If the reform is having an impact, this would be reflected (over time) on youth</p>		<ul style="list-style-type: none"> • Number of young people (aged 15-29) assisted by youth teams; • Share of young people receiving a quality offer within four months. 	<ul style="list-style-type: none"> • Proportion of young people assisted by youth teams who are in employment, (continued education, traineeship or apprenticeship). 	<p>The analysis builds on a mix of aggregate, delivery and results indicators (EMCO). The analysis requires the ability to disaggregate the progression of YG beneficiaries by type of service received in the preparatory phase. If the activation services provided by the PES youth team are successful, this should result in a higher share of YG beneficiaries receiving an offer within four months and also (more broadly) in declining share of young people who are unemployed (both rates and numbers) and higher employment levels.</p>
<p>Introduction of a national traineeship scheme</p> <p>The rationale of this reform is to provide young people with a period of learning and work experience in a real work setting. If the scheme works, it should result in higher youth employment and lower unemployment.</p>	<ul style="list-style-type: none"> • Youth unemployment ratio (aged 15-24 and 25-29); • Employment-to-population ratio (aged 15-24 and 25-29); • Vertical mismatch (aged 15-29). 	<ul style="list-style-type: none"> • Number of young people (aged 15-29) participating to the traineeship scheme. 	<ul style="list-style-type: none"> • Proportion of young people who attended the traineeship and are employed; • Share of young people employed in a job matched to their qualifications. 	<p>The analysis follows the pattern outlined above, where the changes observed over time in employment and unemployment (both rates and numbers) are related to the number of young people attending the traineeship and, more importantly, to the proportion of young people finding a job at the end of the scheme. Changes in skills matching can also provide useful insights on whether the traineeship is helping young people to find better jobs.</p>

OUTREACH MEASURES

Measure and rationale	Aggregate indicator	Performance indicators		Analysis
		Implementation	Results	
<p>Tracking system to identify detached youth</p> <p>These systems are usually based on the exchange of data across public institutions (education, PES, social security) or on the work of non-governmental organizations in local communities. The objective is to identify detached young people and bring them towards available services. This work should result in higher shares of young people registering in the YG and (over time) also declining rates of inactive (non-student) peers.</p>	<ul style="list-style-type: none"> • NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> • Number of detached young people identified; • Number of detached young people referred to individualized support. 	<ul style="list-style-type: none"> • Number of young people entering the YG service; • Number of detached young people exiting the YG service within four months; • Situation of youth after exiting the YG (at six, 12, and 18 months). 	<p>The immediate objective of the outreach activities is to help detached young people access the services and programmes available in the YG scheme. The indicators that are the most revealing are either progression indicators that follow individuals (from initial contact to entry in the YG scheme), or the combination of implementation (number of young people identified) and result indicators (number of individuals registering in the YG). The benchmarking of aggregate indicators (NEET rate) against performance indicators is useful to verify coverage, but only if activities have a large scope and are sustained over time.</p> <p>The analysis of these indicators needs to focus on the progression of detached young people through the various steps of outreach (identification; contact and engagement; individualized support; and entry into YG), and the YG service system (direct and follow-up monitoring indicators).</p>
<p>Information and awareness-raising campaign</p> <p>These activities usually complement other strategies to reach out to detach young people (such as street work, peer support, or mentoring). When this is the case, it is better to collect and analyse data on the basis of the identification process (for example, the number of individuals who identify themselves in need of support), rather than on the basis of the effect of information campaigns (also on account of the difficulties involved in collecting reliable data).</p>	<ul style="list-style-type: none"> • NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> • Number of young people (aged 15-29) informed about available YG services (approximate). 	<ul style="list-style-type: none"> • Number of young people entering the YG service; • Number of detached young people exiting the YG service within four months; • Situation of young people after exiting the YG (at six, 12, and 18 months). 	<p>The analysis builds on the inflows over time of detached young people into the YG service system. If information and awareness campaigns are really reaching young people, this should result in increased registration numbers into the YG (or approaching partner providers for support). If information campaigns are sustained over time, they may contribute towards achieving the ultimate aim of reducing the share of young people who are detached.</p>

OUTREACH MEASURES

Measure and rationale	Aggregate indicator	Performance indicators		Analysis
		Implementation	Results	
<p>Tracking system to identify detached youth</p> <p>These systems are usually based on the exchange of data across public institutions (education, PES, social security) or on the work of non-governmental organizations in local communities. The objective is to identify detached young people and bring them towards available services. This work should result in higher shares of young people registering in the YG and (over time) also declining rates of inactive (non-student) peers.</p>	<ul style="list-style-type: none"> • NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> • Number of detached young people identified; • Number of detached young people referred to individualized support. 	<ul style="list-style-type: none"> • Number of young people entering the YG service; • Number of detached young people exiting the YG service within four months; • Situation of youth after exiting the YG (at six, 12, and 18 months). 	<p>The immediate objective of the outreach activities is to help detached young people access the services and programmes available in the YG scheme. The indicators that are the most revealing are either progression indicators that follow individuals (from initial contact to entry in the YG scheme), or the combination of implementation (number of young people identified) and result indicators (number of individuals registering in the YG). The benchmarking of aggregate indicators (NEET rate) against performance indicators is useful to verify coverage, but only if activities have a large scope and are sustained over time.</p> <p>The analysis of these indicators needs to focus on the progression of detached young people through the various steps of outreach (identification; contact and engagement; individualized support; and entry into YG), and the YG service system (direct and follow-up monitoring indicators).</p>
<p>Information and awareness-raising campaign</p> <p>These activities usually complement other strategies to reach out to detach young people (such as street work, peer support, or mentoring). When this is the case, it is better to collect and analyse data on the basis of the identification process (for example, the number of individuals who identify themselves in need of support), rather than on the basis of the effect of information campaigns (also on account of the difficulties involved in collecting reliable data).</p>	<ul style="list-style-type: none"> • NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> • Number of young people (aged 15-29) informed about available YG services (approximate). 	<ul style="list-style-type: none"> • Number of young people entering the YG service; • Number of detached young people exiting the YG service within four months; • Situation of young people after exiting the YG (at six, 12, and 18 months). 	<p>The analysis builds on the inflows over time of detached young people into the YG service system. If information and awareness campaigns are really reaching young people, this should result in increased registration numbers into the YG (or approaching partner providers for support). If information campaigns are sustained over time, they may contribute towards achieving the ultimate aim of reducing the share of young people who are detached.</p>
<p>Peer-to-peer support</p> <p>The rationale of this type of intervention is to support detached young people to access YG services and programmes. The expected outcome, therefore, is registration into the YG, while over time these services should result in a decline of NEET rates.</p>	<ul style="list-style-type: none"> • NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> • Number of detached young people identified; • Number of detached young people provided peer-to-peer assistance. 	<ul style="list-style-type: none"> • Number of young people entering the YG service; • Number of detached youth exiting the YG service within four months; • Situation of youth after exiting the YG (at six, 12, and 18 months). 	<p>The analysis follows the pattern outlined above, where changes in YG inflows are related to the number of detached young people who are identified and provided peer-to-peer support to access available services. The expected final result is a declining share of individuals who are inactive and not in school.</p>

ACTIVATION MEASURES

Measure and rationale	Aggregate indicator	Performance indicators		Analysis
		Implementation	Results	
<p>Individualized employment counselling and job search assistance</p> <p>Evidence has shown the positive effects that job search assistance has on the employment and earning probabilities of young jobseekers. This means that improving the effectiveness of these services is likely to result in higher transition rates to employment, at least for those who are more ready for the labour market.</p>	<ul style="list-style-type: none"> Youth employment-to-population ratio; Youth unemployment rate and ratio; NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> Number of young people receiving individualized employment counselling and job search assistance. 	<ul style="list-style-type: none"> Number of young people exiting the YG preparatory phase within four months (by destination); Situation of youth after exiting the YG (at six, 12 and 18 months). 	<p>The analysis of performance indicators needs to focus on the relation between: (i) participation in activation services, (ii) exit from the YG preparatory phase, and (iii) transition to employment (or another YG destination). If activation works, this should be observable through the increasing share of YG beneficiaries receiving an offer within four months and higher shares of young people who are in employment (or education) thereafter. Attention needs also to be paid to the quality of the offer made to young participants, as this will influence the sustainability of the final destination.</p> <p>Over time, the provision of quality counselling and guidance should contribute to changes in aggregate labour market indicators. It has to be noted, however, that these services work better when labour demand is relatively strong.</p>
<p>Job search monitoring and sanctioning</p> <p>Job search monitoring and sanctioning aims to increase the transition rate from unemployment to employment. Their application over time should be observable through aggregate labour market indicators. Sanctioning has come under close scrutiny for individuals who are detached (those who tend to withdraw, rather than enter, the labour market) and for the quality of career opportunities (precarious and low-wage jobs).</p>	<ul style="list-style-type: none"> Youth employment-to-population ratio; Youth unemployment rate and ratio; NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> Number of young people exposed to mutual obligation approaches. 	<ul style="list-style-type: none"> Number of young people exiting the YG service within four months (by destination); Situation of youth after exiting the YG (at six, 12, and 18 months); Quality of jobs that young beneficiaries have at follow-up (vertical matching, job security, earnings). 	<p>The analysis follows the pattern outlined above, but with more attention paid to the quality of jobs that young participants acquire. This is particularly the case with sanctioning, which may push young people who are distant from the labour market to accept low-skilled and/or low-paid jobs. The quality of employment indicators can build on vertical matching, labour market security, earnings, and social protection entitlements.</p> <p>Over time, it is expected that these services (and especially job search monitoring) will contribute to a change in aggregate labour market indicators (especially employment), with due consideration given to the strength of labour demand.</p>
<p>Specialized youth service line</p> <p>Specialized staff of the PES offer young clients the whole spectrum of employment services (job search assistance, motivation training, individual employment planning, training in core employability skills, and so on) on a case-by-case basis. This is to provide quality services to help young people transition from unemployment to employment.</p>	<ul style="list-style-type: none"> Youth employment-to-population ratio; Youth unemployment rate and ratio; NEET rate (aged 15-29) disaggregated by labour market status. 	<ul style="list-style-type: none"> Number of young people receiving specialized services. 	<ul style="list-style-type: none"> Number of young people exiting the YG service within four months (by destination); Situation of young people after exiting the YG (at six, 12, and 18 months). 	<p>The scope of these services is to steer resources towards young people, as they face additional barriers in the labour market compared to adults. The tracking of participants through their YG experience allow us to detect whether these services are contributing towards accelerating the transition to a quality offer (exit from the YG) and to employment, continued education, apprenticeship or traineeship. Over time, this should contribute to changes in aggregate labour market indicators (provided that there is labour demand).</p>

LABOUR MARKET MEASURES

Measure and rationale	Performance indicators	Analysis		Measure and rationale
		Implementation	Results	
<p>Business start-up programme</p> <p>These programmes typically include counselling, guidance, and training (including the assessment of entrepreneurship potential and support in business planning); start-up incentives (in the form of non-refundable grants, loan programmes and/or fiscal incentives); coaching; and other business services during the first phases of the business start-up. It has to be noted, however, that only a small share of the unemployed normally take up self-employment programmes (2-3 per cent).</p>	<ul style="list-style-type: none"> • Number of young people participating to the programme; • Number of young participants completing a business plan. 	<ul style="list-style-type: none"> • Situation of young participants at six, 12, and 18 months; • Share of participants who are in self-employment at follow-up; • Share of young people in quality self-employment (registration, earnings in line with national average; business prospects; compliance with national social protection legislation). 	<p>The analysis of performance starts by screening the quantitative results of the programme, i.e. the share of beneficiaries who are still in self-employment, especially in the medium term. These types of programmes usually yield high rates of return in the short-term, which decline as time goes on. An additional indicator that may be considered is the additional employment generated by participants in the start-up programme.</p> <p>The quality of outcomes of business start-up programmes are typically measures in terms of compliance of the supported business with national legislation (registration, payment of social protection, and tax dues), as well as average earnings of beneficiaries compared to the national average.</p>	<p>Business start-up programme</p> <p>These programmes typically include counselling, guidance, and training (including the assessment of entrepreneurship potential and support in business planning); start-up incentives (in the form of non-refundable grants, loan programmes and/or fiscal incentives); coaching; and other business services during the first phases of the business start-up. It has to be noted, however, that only a small share of the unemployed normally take up self-employment programmes (2-3 per cent).</p>
<p>Recruitment voucher for young people</p> <p>Recruitment vouchers are a form of hiring subsidies aimed at providing financial incentives for firms to recruit unemployed young people who are supplied with the voucher. The difference with a standard recruitment subsidy is that the enterprise is not screened by the PES: it is the unemployed young person who presents the voucher to a firm with a job vacancy. This is why the screening of job quality at follow-up becomes more important.</p>	<ul style="list-style-type: none"> • Number of young people receiving the voucher; • Number of young people using the voucher with a hiring enterprise. 	<ul style="list-style-type: none"> • Situation of young participants at six, 12, and 18 months; • Share of participants who at follow-up are in employment (of which, share employed by the firm that received the voucher); • Share of young people holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched). 	<p>The analysis of performance starts by screening the quantitative results of the programme, i.e. the share of beneficiaries who are employed at follow-up (over the total number of young people who received the voucher) and share of young people still employed by the firm that received the voucher.</p> <p>Quality indicators need to include the type of contract that the young workers have (full or part-time, temporary or permanent); wage levels (in line with the average at national level); social security entitlements; and the matching between qualifications and job tasks.</p>	<p>Recruitment voucher for young people</p> <p>Recruitment vouchers are a form of hiring subsidies aimed at providing financial incentives for firms to recruit unemployed young people who are supplied with the voucher. The difference with a standard recruitment subsidy is that the enterprise is not screened by the PES: it is the unemployed young person who presents the voucher to a firm with a job vacancy. This is why the screening of job quality at follow-up becomes more important.</p>

LABOUR MARKET MEASURES (CONT.)

Measure and rationale	Performance indicators	Analysis		Measure and rationale
		Implementation	Results	
<p>Second-chance programme</p> <p>These programmes are aimed at providing young people who missed out on their education with an opportunity to achieve a qualification enabling them to enter the labour market, or to progress to further education and training.</p>	<ul style="list-style-type: none"> • Number of young people participating in the programme (annually); • Number of young participants completing the programme. 	<ul style="list-style-type: none"> • Number of participants achieving a recognized qualification; • Situation of young participants at six, 12, and 18 months (employment, education, apprenticeship, traineeship); <p>For those in employment :</p> <ul style="list-style-type: none"> • Share of young people holding a quality job. 	<p>The analysis starts by looking at drop-out and completion rates (as these programmes are usually long and retention may be a problem). If the programme has a wide scope, it may be worthwhile to check coverage against the number of young people with less than lower-secondary education achievement.</p> <p>The main objective of these schemes is to provide young people with an educational qualification that enables access to the labour market (and here, employment indicators come into play) or to further education (enrolment in higher-level courses). If the relation between educational attainment and employment outcomes is valid, then attaining a recognized educational qualification should lead to more employment opportunities.</p> <p>For those young people who are employed at follow-up it is necessary also to analyse the quality of jobs, and especially vertical skills matching, contract type, and level of earnings.</p>	<p>Second-chance programme</p> <p>These programmes are aimed at providing young people who missed out on their education with an opportunity to achieve a qualification enabling them to enter the labour market, or to progress to further education and training.</p>
<p>Initial vocational training programmes</p> <p>These programmes typically target low-skilled young people and aim at providing them with the vocational skills required to perform the tasks of a job. As they are usually an integral part of the national education and training system, they also provide access to higher-level education and training courses.</p>	<ul style="list-style-type: none"> • Number of young people participating in the programme (annually); • Number of young participants completing the programme. 	<ul style="list-style-type: none"> • Number of participants achieving a level 3 vocational qualification; • Situation of young participants at six, 12, and 18 months (employment, education, apprenticeship, traineeship); <p>For those in employment :</p> <ul style="list-style-type: none"> • Share of young people holding a quality job. 	<p>The analysis of indicators follows the same pattern outlined above (i.e. participation, completion, and achievement of the qualification, and situation at follow-up).</p> <p>As already mentioned, the labour market returns of these programmes can be benchmarked against similar programmes to understand their effectiveness.</p>	<p>Initial vocational training programmes</p> <p>These programmes typically target low-skilled young people and aim at providing them with the vocational skills required to perform the tasks of a job. As they are usually an integral part of the national education and training system, they also provide access to higher-level education and training courses.</p>

