



# **Data collection for monitoring of Youth Guarantee schemes: 2015**

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## Executive summary

The [Council Recommendation on establishing a Youth Guarantee](#) (YG) was adopted in April 2013 as the basis for concerted efforts to tackle the high levels of youth unemployment prevalent across the European Union. The Youth Guarantee aims to ensure that all young people receive a good-quality offer of a job, apprenticeship, traineeship, or continued education within 4 months of leaving formal education or becoming unemployed.

This report presents **results of monitoring the implementation of YG schemes in 2015**. Data collection was based on the [Indicator Framework for Monitoring the Youth Guarantee](#), endorsed by the Employment Committee (EMCO) in May 2015, and the accompanying methodological manual, which was updated in March 2016 following completion of the 2014 monitoring exercise.

### *The general situation of young people*

The Indicator Framework includes a set of aggregate (macroeconomic) indicators intended to monitor the general situation of young people in the labour market and to indirectly monitor the impact of YG schemes through changes to this situation.

The main indicator is the NEET rate, which refers to the proportion of people within an age-group that are not in employment, education or training, and is an important factor in the implementation of YG schemes. **In 2015 the NEET rate for persons aged 15-24 was 12.0%** across the EU, representing around **6.6 million young people who were potential targets of YG schemes**. This group is more or less evenly split between those that are unemployed (5.9% of the youth population) and those that are inactive (6.1%). NEET rates varied from 4-6% in the Netherlands, Denmark, Luxembourg and Germany to 18-21% in Croatia, Bulgaria, Romania and Italy.

YG schemes were mostly launched on 1 January 2014 and over the first two years of implementation, **the NEET rate for persons aged 15-24 has improved by 1 percentage point** from 13.0% in 2013 to 12.0% in 2015. Improvements have not, however, been uniform across countries. There have been improvements of 3 pp or more in Greece, Spain, Cyprus and Hungary but increases of more than 1 pp in Luxembourg, Romania and Finland.

The introduction of YG schemes and the availability of funding through the Youth Employment Initiative (YEI) have contributed to positive structural reforms and increased the number and range of opportunities open to young people. However, in 2015 the aggregate level monitoring indicators – of which the NEET rate is the main one – do not yet show a substantial improvement in the labour market situation of young people.

### *The YG in 2015 - key numbers*

Nearly **5.6 million young people entered YG schemes in 2015**, 1.3 million fewer than in 2014, a decline that partly reflects the reduced inflows to unemployment in large countries such as Germany and the UK and partly the fact that the 2014 figures were bolstered by countries that automatically transferred into the new scheme all young people that were already registered as unemployed on the launch date.

On average, **just under 2.5 million young people were registered with a YG provider at any point during 2015**, virtually the same as in 2014, while a total of **5.4 million left the YG preparatory phase during the year** compared to 5.6 million in 2014. Nearly two-thirds of these (3.5 million or 63.8%) are known to have

taken up an offer of employment, education or training though the real figure may be higher since the destination was unknown for more than a quarter (27.2%) of all exits.

### **Main results of monitoring in relation to key YG objectives**

The key objectives of the YG are to ensure that all young people that are or become NEET are registered with a YG scheme and get a concrete offer of employment, education or training within 4 months of the registration date. Monitoring of the efficiency and effectiveness of implementation is based on sets of indicators at the direct and follow-up levels. Taking the three indicators for direct monitoring and the main follow-up indicator as a group, **average results at EU level show that YG schemes are still some way from achieving targets.**

On average, 2.5 million young people were enrolled in a national YG scheme and still waiting for an offer at any point during 2015. Of these, well **over half (57.0%) had been registered for more than 4 months** (i.e. beyond the target period for delivering an offer). The 2015 result represents a noticeable increase compared to 2014 (50.9%) and raises some concern about the capacity to deliver timely offers and possible accumulation of young people that are difficult to place. At the same time, it has to be recognised that groups of young people that suffer from multiple disadvantages or who are otherwise particularly hard to place may need longer preparatory support before they are ready to take up an offer and in this sense, it is more important to ensure that they get this support, rather than pushing them through within a fixed timescale just to meet targets.

Of the 5.4 million young people that left YG schemes during 2015, **2.2 million (40.3%) took up an offer of employment, education, an apprenticeship or a traineeship within 4 months of registration**, though – as with the total number of positive exits above – the real figure is likely to be higher as the reason for leaving is unknown for more than a fifth of cases. The average results across countries is better at 46.4% as the EU aggregate figure is weighed down by lower results in a few larger countries.

Of the 2.2 million young people that took up an offer within 4 months, 1.5 million, or **70.0% took up an employment opportunity**. The remaining 0.7 million mostly took up offers of a traineeship or continued education (13.6% and 12.1% of all timely offers respectively) while far fewer are reported to have taken up an apprenticeship (4.2%).

Follow-up data on the situation of young people 6, 12 or 18 months after leaving the YG are only available for 20 countries. Of the 2.3 million young people that left YG schemes in these countries during 2015 and who had been out for at least 6 months at the time of data collection, **less than 0.9 million (37.9%) were known to be in employment, education or training 6 months after exit**. However, it should be clear that this figure is likely to be **significantly understated because the situation of just over one million (44.0%) of this cohort was unknown**.

Longer-term monitoring for those leaving the YG in 2014 show the same proportion in a positive situation after 6 months (45.1%) and that this figure hardly changes after 12 or 18 months (47.0% and 45.5% respectively). This suggests – tentatively at least – that the outcomes achieved are sustainable through time, but perhaps of more importance is the implication that more than half of those passing through YG schemes are in a negative or unknown situation. It should be a clear priority, therefore, to improve the completion and quality of the follow-up data so that the real situation can be better understood.

More detailed follow-up data appear to show that outcomes (after 6 months) are better for those that left the YG to take up an offer but this observation should be treated with extreme caution as the result could equally be an artefact of the data. Firstly, positive outcomes observed at 6 months will include some people still participating in the offers they took up on exit and, secondly, those that benefitted from publicly funded offers rather than finding work or training on their own initiative are more likely to remain in contact with a YG provider and, therefore, be trackable in the data.

### **Data completion and quality**

The 2015 data collection exercise has seen a **clear improvement in the completion and quality of data** compared to that for 2014. A number of countries have made substantial efforts to adjust the methods used to collect and/or compile their YG monitoring data in order to improve coherence with the specifications of the Indicator Framework. Qualitative data on the characteristics of offers have also been improved. These efforts contribute to improved comparability of the data between countries, even if there are still some specific issues that need to be taken into account when interpreting results.

**Key areas for improvement** relate to the **completion of follow-up data** (still not available for 8 countries) and **reducing the number of unknown destinations and subsequent situations** in both exit and follow-up data.

**All countries except Hungary**, where the YG scheme was launched only on 1 January 2015, are now reporting data on a **continuous monitoring basis** so that – in accordance with the intention of the Indicator Framework – the data for 2015 include (in stocks and exits) young people that registered in 2014 (or before) and were still in the YG preparatory phase in 2015.

## 1 Introduction

In April 2013 EU Member States endorsed the principles laid out in The [Council Recommendation on establishing a Youth Guarantee](#) as the basis for concerted efforts to tackle the high levels of youth unemployment prevalent across the European Union. The Youth Guarantee aims to ensure that all young people receive a good-quality offer of a job, apprenticeship, traineeship, or continued education within 4 months of leaving formal education or becoming unemployed.

The Recommendation gives the European Commission the role of monitoring the implementation of Youth Guarantee schemes in each EU Member State *"through the multi-lateral surveillance of the Employment Committee within the framework of the European Semester"*. A monitoring framework has accordingly been established through the development of the [Indicator Framework for Monitoring the Youth Guarantee](#), endorsed by the Employment Committee (EMCO) in May 2015, and an accompanying [methodological manual](#). The latter is considered to be a *"living document that may be revised in response to the practical experience of data collection and/or policy needs"* and was updated in March 2016 following the experience of the first formal collection of data for reference year 2014.

This report presents results of the second data collection exercise for reference year 2015. Section 2 provides a brief overview of the context for the implementation of YG schemes, taking into account developments since their launch. Section 3 gives a brief overview of the stocks and flows through the YG during 2015. Section 4 uses the indicators defined in Indicator Framework, together with some additional indicators, to analyse the efficiency and effectiveness of YG implementation during 2015 and changes compared to 2014. Section 5 provides an assessment of the data delivered in terms of coverage, completion and quality, and identifies key areas for improvement.

## 2 Context for the implementation of YG schemes

The aggregate (macroeconomic) indicators defined in the Indicator Framework are intended to monitor the general situation of young people in the EU. They provide, on the one hand, information about the context within which YG schemes are being implemented and, on the other, an indirect means of monitoring their effects since the purpose of YG schemes is ultimately to improve the labour market situation of young people.

### 2.1 Main indicator: NEET rate

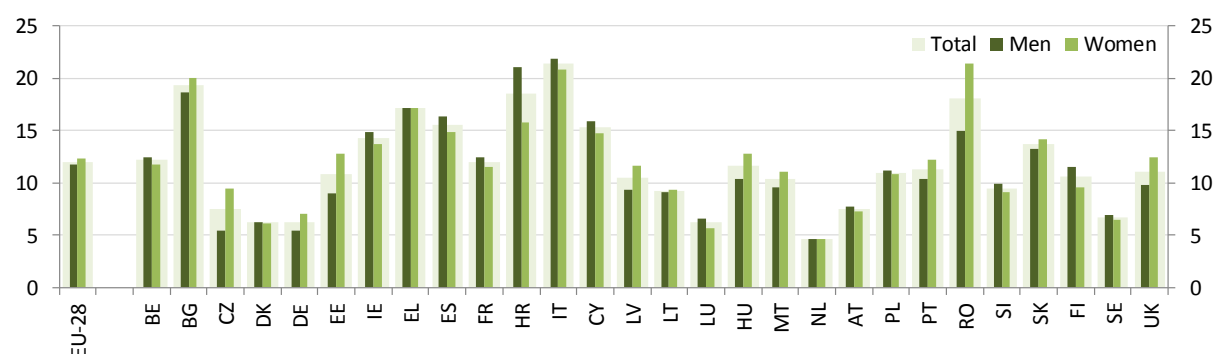
The main indicator for YG monitoring at the aggregate level is the NEET rate for young people aged 15-24 – i.e. the proportion of people aged 15-24 that are not in employment, education or training. The NEET rate is clearly an important factor in the implementation of YG schemes – a high NEET rate makes effective implementation more imperative but at the same time more difficult and more expensive because of the (relatively) high numbers of young people in need of assistance and (potentially) weak labour market situation.

In 2015 the NEET rate for persons aged 15-24 was 12.0% across the EU. This represents around 6.6 million young people who were not in employment, education or training and therefore potential targets of YG schemes. The NEET rate varied from 4-6% in the Netherlands, Denmark, Luxembourg and Germany to 18-21% in Croatia, Bulgaria, Romania and Italy (Figure 1).



At EU level there was just half a percentage point (pp) difference in the NEET rates for young men and young women but there were some more significant differences at country level. In Croatia the NEET rate for young men was 5.2 pp higher than that for young women, whilst in the Czech Republic, Estonia and Romania the NEET rates for young women were higher by 4.0, 3.8 and 6.4 pp respectively. In all other countries differences were below 3 percentage points (Figure 1).

**Figure 1 - NEET rates by sex, 2015 (% population, 15-24)**

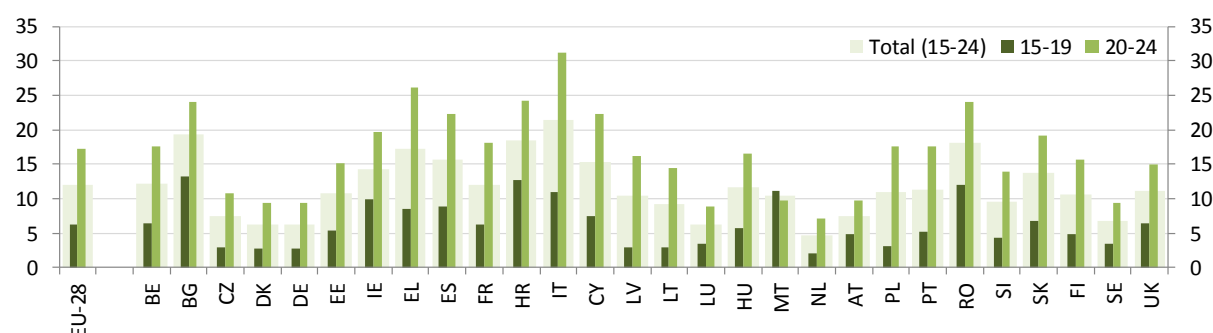


Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#)), data extracted on 28 November 2016.

There are more important differences in the NEET rate by age-group. At EU level, the NEET rate for those aged 15-19 in 2015 was 11 percentage points lower than the rate for those aged 20-24 (6.3% vs. 17.3%). This is to be expected since many of those at the younger end of the age-group will still be in compulsory education or in further education and not yet looking to move into work. The balance of the two age-groups in the YG target population in each country may influence the types of offers made available, with a focus on education offers more likely when the younger age-group is relatively more important.

The NEET rate for the 15-19 age-group was less than half that of the 20-24 age-group in all but five countries (Figure 2), the exceptions being Bulgaria, Ireland, Croatia, Austria and, most noticeably, Malta where the NEET rate was actually higher for the younger age group (11.1% vs 9.8%).

**Figure 2 - NEET rates by age-group, 2015 (% population, 15-24)**



Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#)), data extracted on 28 November 2016.

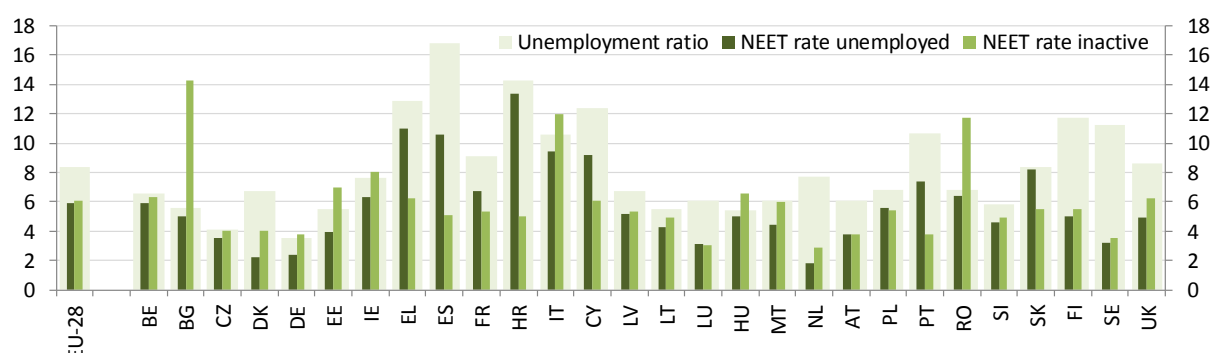
## 2.2 Supplementary indicators

The NEET population includes young people who are actively seeking and available for work, who are considered to be unemployed, but also others who are either not

seeking work or not immediately available for work or both. This latter group will include some who are disabled or sick but also others who are discouraged from seeking work because they believe that they have no chance of finding or securing a job. In general, those that are actively seeking work will be easier to help because they are already taking steps to find work whereas the inactive group is potentially more difficult to reach and to activate. So although the overall NEET rate is an indicator of the size of the target population for YG schemes the relative weights of the unemployed and inactive groups are also important factors in implementation.

The first supplementary indicator for aggregate level monitoring breaks down the NEET rate by labour market status and shows that in 2015 the EU's NEET population was fairly evenly split between unemployed and inactive young people with NEET rates of 5.9% and 6.1% respectively. In the majority of countries (17), the unemployed and inactive groups are fairly well balanced (at least 40% of the total NEET population in each category) but there are others in which one or other group predominates (Figure 3). In Spain, Croatia and Portugal, unemployed NEETs account for at least two-thirds of all NEETs the total NEET population (15-24) while Bulgaria is the only case in which inactive NEETs predominate to a similar extent (74.1% of the total) even though there are actually more countries in which the inactive NEET rate exceeds the unemployed NEET rate (18 vs. 10 with equal rates in Austria).

**Figure 3 - NEET rate by labour market status and the youth unemployment ratio, 2015 (% population, 15-24)**



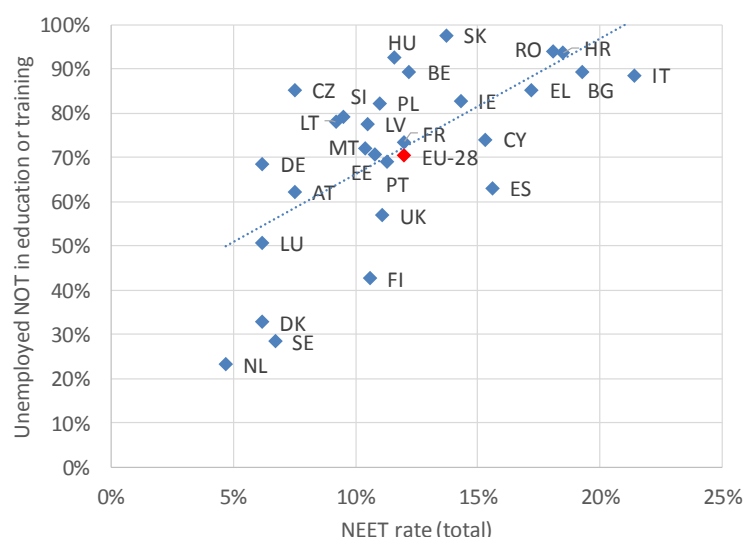
Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#), [lfsi\\_act\\_a](#)), data extracted on 28 November 2016.

In considering YG implementation it is important to remember that the target group is all young people who are not in employment, education or training. Whilst the high unemployment rates of young people tend to make the headlines, in some countries a significant proportion of those counted as unemployed according to the ILO definition (out of work, actively seeking and available for work) are actually still participating in some form of education or training. This group is represented by the difference between the unemployed NEET rate and the youth unemployment ratio, another of the supplementary indicators for aggregate monitoring (Figure 3).

The youth unemployment ratio measures the number of young unemployed as a proportion of the population of the 15-24 age-group whilst the unemployed NEET rate covers only those who are unemployed and not in education or training. In eleven Member States the unemployed NEET rate is 80% or more of the unemployment ratio, meaning that less than one in five young unemployed is in any form of education or training. Perhaps not surprisingly, countries in which most young unemployed are not in education or training also tend to be those with higher (total) NEET rates (Figure 4), though there are some exceptions. For example, Spain has a relatively high NEET rate (15.6%) but an above average proportion of young unemployed in education or

training (36.9%) while, in contrast, the Czech Republic has a low NEET rate (7.5%) despite very few unemployed being in education or training (14.6%). The Netherlands (77%), Sweden (71%), and Denmark (67%) – which have amongst the lowest NEET rates – stand out from the other countries with more than two-thirds of young unemployed engaged in some form of education or training.

**Figure 4 - NEET rates and the proportion of young unemployed not in education or training, 2015**

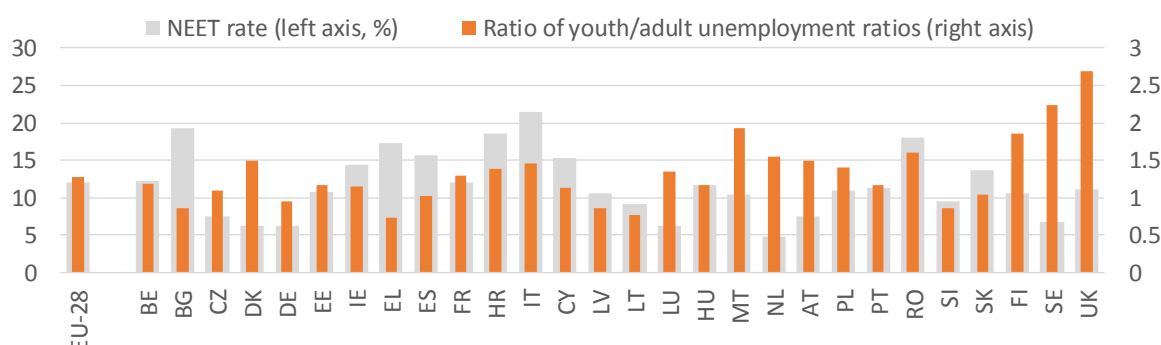


Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#), [lfsi\\_act\\_a](#)), data extracted on 28 November 2016.

Finally, it is interesting to note also the results from the final supplementary indicator for aggregate level monitoring, which compares the youth unemployment ratio to the adult unemployment ratio. In theory, one would expect the proportion of those aged 15-24 who are unemployed to be lower than for those aged 25-64, simply on the basis that a significant proportion of the younger age-group is likely to be still in education or training. If the reverse is true, then it suggests that young people are relatively disadvantaged in the labour market compared to their older counterparts. Consequently, indicator values greater than 1 can be taken to imply a labour market that is relatively unfavourable for young people.

Across the EU, the ratio of the youth and adult unemployment ratios is 1.27, suggesting that young people are relatively disadvantaged and thus justifying the introduction of YG schemes to try and alleviate the situation. What is interesting, however, is the fact that countries with the highest NEET rates (the main indicator for YG monitoring) are not necessarily those in which young people are most disadvantaged compared to adults (Figure 5). In Bulgaria, Greece, Spain and Cyprus – four of the seven highest NEET rates – the ratio of youth/adult unemployment ratios is below the EU average and even below 1 in Bulgaria and Greece. On the other hand, the four countries in which young people appear most disadvantaged compared to adults (on the basis of the ratio of ratios) – the UK, Sweden, Malta and Finland – all have below average NEET rates. At the same time, in Sweden and Finland, and to a lesser extent the UK, relatively high proportions of the young unemployed are actually in some form of education and training and therefore outside the scope of the YG. Such observations demonstrate the complexity of the situation and serve as a reminder that it is dangerous to focus too much on specific indicators in isolation.

**Figure 5 - Ratio of the youth and adult unemployment ratios and NEET rates, 2015**

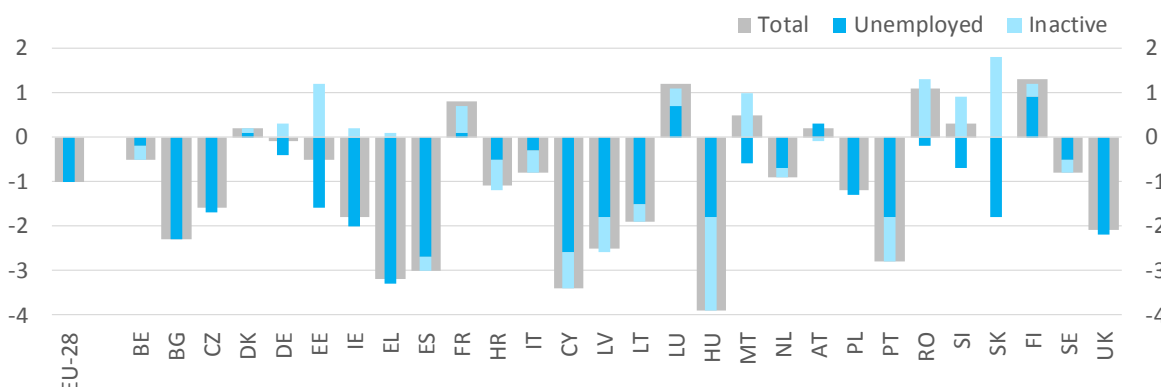


Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#), [lfsa\\_pganws](#)), data extracted on 28 November 2016.

## 2.3 Developments in NEET rates since the launch of the YG

The EU Member States committed to implementation of Youth Guarantee schemes in 2013 and most were formally launched on 1 January 2014<sup>1</sup>. Over the first two years of YG implementation, the NEET rate for persons aged 15-24 has improved by 1 percentage point from 13.0% in 2013 to 12.0% in 2015. Improvements have not, however, been uniform across countries. Whilst there have been improvements of 3 pp or more in Greece, Spain, Cyprus and Hungary and of more than 2 pp in Bulgaria, Latvia, Portugal and the UK, NEET rates have risen in eight countries with increases of more than 1 pp in Luxembourg, Romania and Finland (Figure 6).

**Figure 6 – Change in NEET rates by status, 2013-2015 (pp)**



Source: Eurostat, Labour Force Survey ([edat\\_lfse\\_20](#)), data extracted on 28 November 2016.

Whilst the introduction of YG schemes and the availability of funding through the Youth Employment Initiative (YEI) have certainly contributed to positive structural reforms and increased the number and range of opportunities open to young people<sup>2</sup>, it is too early to quantify the contribution that the YG may have made to the improved labour market situation of young people. Indeed, amongst the four best performers in

<sup>1</sup> Schemes were launched later in Italy (May 2014), Spain, Luxembourg, Malta (all July 2014) and Hungary (January 2015). The YG scheme in Cyprus was implemented progressively and was not fully implemented until 2016. The UK did not establish a YG scheme along the exact lines set out in the Council Recommendation, considering that existing provision was considered best suited to national and local circumstances.

<sup>2</sup> The Youth Guarantee and Youth Employment Initiative three years on, [COM\(2016\) 646 final](#)

terms of reducing the overall NEET rate to date, it can be noted that Spain, Hungary, and Cyprus are also amongst those in which the YG schemes cover the smallest proportion of the NEET population and which either started late (Spain and Hungary) or were not fully implemented in 2015 (Cyprus).

It is worth noting also that the improvement in the NEET rate at EU level, and in most Member States, derives from an improvement in the unemployed NEET rate and not in the inactive NEET rate. Indeed, in eight countries the inactive NEET rate increased over the period whilst the unemployed NEET rate went down. The only exceptions in which the inactive NEET rate improved (fell) more than the unemployed NEET rate were Belgium, Croatia, Italy, Hungary and Austria but the differences were small in all cases. In this respect, it is worth noting that most YG schemes still only cover young people who register as unemployed with the public employment services and who are likely (but not certain) to be counted as unemployed NEETs in the LFS. This could possibly contribute to the lack of progress in reducing inactive NEET rates though, as yet, there is no hard evidence that YG schemes have concretely affected unemployed NEET rates either.

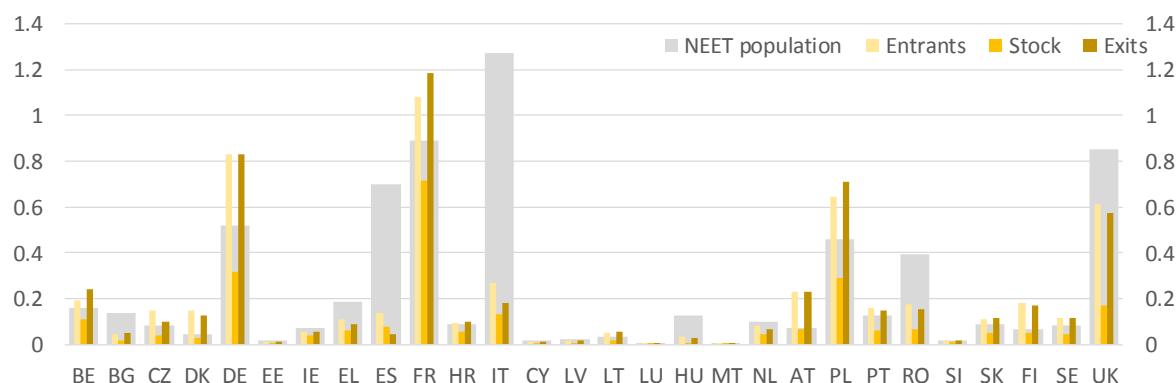
### 3 The YG in numbers

Just under 5.6 million young people (3.1 million men and 2.5 million women) entered YG schemes in 2015, 1.3 million fewer than in 2014 (Table 7). The lower number of starts reflects partly the reduced inflows to unemployment in large countries such as Germany and the UK and partly the fact that the 2014 figures were bolstered by some countries that automatically transferred into the new scheme all young people that were already registered as unemployed on the launch date ("new starts plus start-up stocks" method). At the same time, in Spain and Italy, the number of new starts during 2015 were respectively 3 and 6 times higher than in 2014 (combined increase of nearly 300,000). This reflects partly the fact that both YG schemes started part-way through 2014 (July and May respectively) so that the 2014 data do not cover a full year, but also increased awareness of the new schemes and higher registration rates.

Just under 2.5 million young people (1.3 million men and 1.1 million women) were registered with a YG provider at any point during 2015, virtually the same as in 2014, while a total of 5.4 million (3.0 million men and 2.4 million women) left the YG preparatory phase during the year compared to 5.6 million in 2014.

Figure 7 shows the scale of the stocks (average number of persons registered in the YG scheme at any one time) and flows through the YG schemes in relation to the size of the NEET population in each country. It is immediately apparent that there are significant variations between countries not only in the size of the NEET population (from 1.27 million in Italy to under 20,000 in Luxembourg, Malta, Estonia, Cyprus and Slovenia) but also relation to the scale of the YG stocks and flows compared to the size of the NEET population. The number of different individuals that are NEET at some point in the year is clearly much higher than the average size of the NEET population during the year because there are constant flows in and out of NEET status. Moreover, some young people may be NEET for multiple periods within a year and would accordingly form part of the target population of the YG on each occasion. Data to assess the scale of these flows in and out of NEET status are not currently available but it is clear that in order for YG schemes to achieve the objective of providing offers to all young people that are or become NEET at any point during a year, the flows through the scheme would have to exceed the average size of the NEET population, probably by a significant margin.

**Figure 7 - Size of YG stocks and flows and of the NEET population, 2015 (millions)**

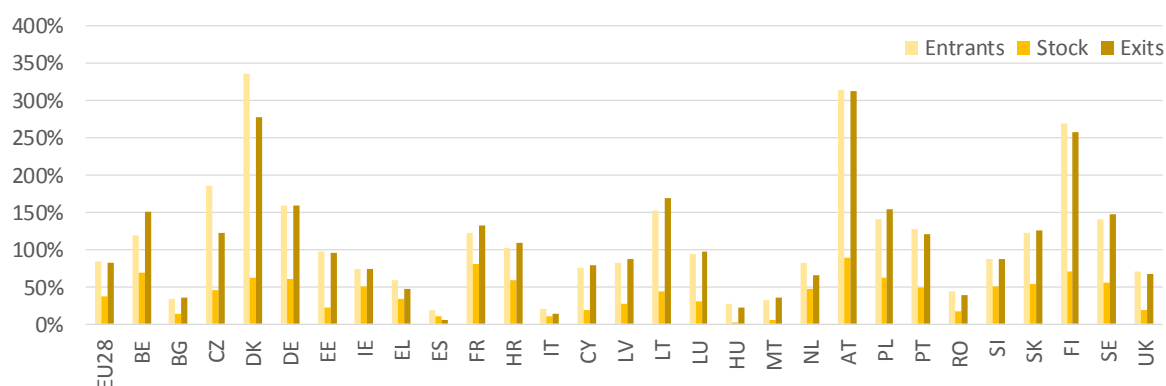


Source: DG EMPL, YG monitoring database & Eurostat, LFS. Data extracted 16 December 2016

Note: NEET population covers 15-24 age-group in all cases. YG data in some cases cover less: 16-24 in EE (>99% of data), ES, FR, IT & RO; 18-24 in IE & UK. Stock: CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell. Stock and exits: CZ - data exclude participants with duration of more than 12 months. Exits: ES - young people remain registered in the YG until they leave NEET status so only positive exits are possible.

As can be seen in Figure 8, which shows stocks and flows as a proportion of the NEET population, only around half of countries (13) had flows in/out of the YG during 2015 that exceeded the average size of the NEET population. During 2015, inflows to the YG varied from 2.5 – 3.5 times the NEET population in Denmark, Austria and Finland to less than a third in Malta and Hungary and less than a quarter in Spain and Italy (though it should be noted that these four countries are affected by the limited coverage of the YG monitoring data, which do not include all of the young people registered with the PES). Although figures are not available to verify this, it is likely that YG inflows at the lower end of the scale are insufficient to meet even the natural inflow to the NEET population each year, let alone to begin to treat and reduce the existing population that is already NEET.

**Figure 8 - YG stocks and flows in relation to the NEET population, 2015 (%)**



Source: DG EMPL, YG monitoring database & Eurostat, LFS. Data extracted 16 December 2016

Note: NEET population covers 15-24 age-group in all cases. YG data in some cases cover less: 16-24 in EE (>99% of data), ES, FR, IT & RO; 18-24 in IE & UK. Stock: CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell. Stock and exits: CZ - data exclude participants with duration of more than 12 months. Exits: ES - young people remain registered in the YG until they leave NEET status so only positive exits are possible.

Of the 5.4 million exits from YG schemes during 2015, 3.5 million or 63.8% of the total are known to have taken up an offer of employment, education, an

apprenticeship or a traineeship while the other 2.0 million (36.2%) were deregistered for negative or unknown reasons<sup>3</sup>. The real number of positive exits (i.e. offers taken up) is likely to be higher as the reason for leaving is unknown for more than a quarter of cases (27.4%, down from 30.4% in 2014). The large majority of offers – which include open market offers found on own initiative as well as those found with the assistance of YG provider – were to employment (2.4 million or 70.5%), while 14.3% took up a traineeship (496 thousand), 11.0% went back to education (381 thousand) and 4.2% started an apprenticeship (145 thousand).

## 4 Direct and follow-up monitoring – key results

### Notes about the data

**Comparability.** Data are compiled on the basis of a common methodology - the [Indicator Framework for Monitoring the Youth Guarantee](#), endorsed by the Employment Committee (EMCO) in May 2015, and the accompanying methodological manual – and are therefore considered broadly comparable between countries. Nevertheless, it is important to bear in mind that the data for direct and follow-up monitoring are derived from national administrative registers that are designed to support and monitor specific national systems, which vary in terms of the processes followed and definitions applied and may, therefore, result in some inherent differences between countries. These differences are, however, expected to be relatively minor and more important differences are those that derive from the way in which YG schemes have been implemented and the capacity of countries to provide complete data.

In relation to implementation, the size and composition of the population registered in the YG will initially be different for countries that implemented the YG as a completely new approach and monitored inflows starting from zero, compared to countries that implemented the YG as a reinforcement of existing processes and monitored inflows accumulating with the existing stock. Countries in the former group will tend to have a smaller stock with lower average duration. Differences that result from this artefact of the data are guaranteed reduce through time and evidence of convergence is apparent already in the 2015 data.

The capacity of countries to monitor what happens to young people on leaving the YG impacts on the quality of data on both exits and follow-up but particularly for the latter. Almost half of Member States (13) either provide no follow-up data (8) or do not know the subsequent situation of the majority (at least 2/3) of young people passing through the YG (5 countries). The problem derives from a lack of capacity to routinely link administrative registers lack of data or legal restrictions to do so. The investment needed to link PES registers and other administrative registers (e.g. social security) would have benefits not only for YG monitoring but also for other EU level data collections (e.g. LTU and LMP) as well as providing a base for policy evaluation at national level.

**EU level data.** Figures labelled “**EU average**” are unweighted averages of all available country figures. These are most relevant for comparison of indicator results between countries. Figures labelled “**EU28**” (or in the case of follow-up data, “**EU20**”)

<sup>3</sup> Deregistration may occur for a variety of reasons including not being available to take up work (e.g. due to sickness, maternity or moving away), not fulfilling obligations (e.g. failing to attend interviews), and expiry of entitlement to YG services (e.g. in France the YG scheme lasts a maximum of 18 months and all young people that have not taken up an offer within this time are automatically deregistered).



are based on EU level aggregates that take into account all affected NEETs in all countries for which data are available – i.e. they are weighted averages. These figures describe the overall situation of NEETs in the EU but can be significantly influenced by the situation in a small number of large countries.

The Indicator Framework for Monitoring the Youth Guarantee<sup>4</sup> defines three levels of indicators for monitoring of Youth Guarantee schemes:

- Aggregate monitoring indicators describe the general situation of young people in the EU by looking at their labour market situation and levels of educational attainment;
- Direct monitoring indicators assess the efficiency of implementation against the objectives laid out in the Council Recommendation to treat all young people that are, or become, NEET and to deliver offers within 4 months of registration;
- Follow-up monitoring indicators assess the effectiveness of YG schemes by measuring the extent to which young people that have been through the scheme are kept out of NEET status (i.e. remain in employment, education or training).

The aggregate level indicators provide context for the implementation of YG schemes and are the ultimate indicators of whether or not YG schemes are contributing to improvement in the situation of young people. The direct and follow-up levels together monitor the efficiency and effectiveness of implementation. Results for the aggregate level indicators are reviewed in the previous chapter. This chapter focuses on the direct and follow-up level indicators, firstly by taking all the key indicators together in order to get an overview of the state of implementation and then by considering each indicator separately.

## **4.1 Overview of YG implementation**

### **4.1.1 EU level – improvement needed in all areas**

The YG Indicator Framework defines three indicators for direct monitoring (one main and two supplementary) and two for follow-up monitoring (one main and one supplementary). The supplementary follow-up indicator adds detail to the information provided by the main follow-up indicator by looking at outcomes for a subset of the population passing through the YG scheme (i.e. those benefitting from an offer). Whilst this is important information, in terms of assessing the overall effectiveness of YG schemes the indicator does not add anything new to the main follow-up indicator. Therefore, for the purposes of an overall assessment, only the three direct monitoring indicators and the main follow-up indicator are taken into account. Bearing in mind also that the data for reference year 2015 were collected in March-May 2016 so that many of those leaving during 2015 could not have reached the 12- or 18-month follow-up points, only the 6-month observation point of the main follow-up indicator is taken into account.

Figure 9 shows the EU average results for each of the four indicators covered as well as the targets for these. Even if these targets are theoretical and are unlikely to ever be fully achievable in practice, it is clear that the shape of the EU average results is quite different from the ideal – a kind of mid-sized diamond rather than a large downward pointing triangle. This indicates that progress is needed in all areas – the average time spent in the YG is too long (upward point of the diamond is too high and the right-hand point too close to the centre), the proportion of the NEET population

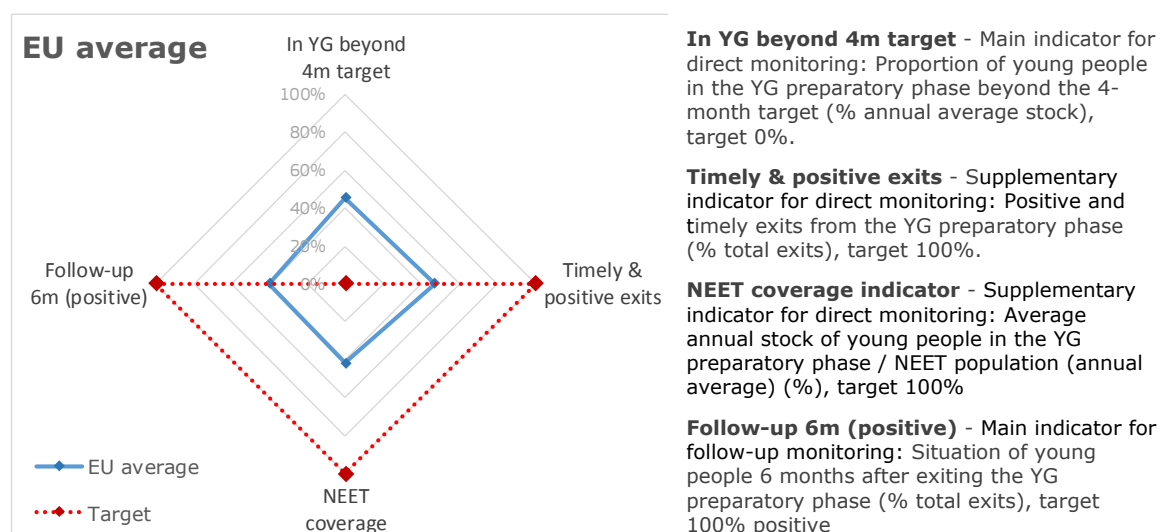
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<sup>4</sup> <http://ec.europa.eu/social/contentAdmin/BlobServlet?docId=13402&langId=en>



registered in YG schemes is too low (downward point of the diamond is too high) and too few of those passing through the YG are finding sustainable positions in work or in education/training (left-hand point of the diamond too close to the centre).

**Figure 9 - Key indicators of YG implementation, EU average, 2015**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

#### 4.1.2 Implementation performance at country level

Charts showing the four indicator results for each country are shown in Figure 20 in the Appendix. The shape of the chart for each country in comparison to the EU average and to the targets for each indicator then gives an indication as to relative performance in relation to **delivery** of offers within the 4-month target period (combination of the main indicator for direct monitoring and the supplementary indicator on positive and timely exits), the **coverage** of YG schemes (second supplementary indicator for direct monitoring) and the **outcomes** achieved (main follow-up indicator).

Interpretation of the shapes will to some extent be subjective, not least in cases where the two delivery indicators give apparently conflicting results - i.e. the main indicator for direct monitoring is above average (smaller proportion of the stock in the YG preparatory phase for more than 4 months) but the supplementary indicator is below average (fewer exits are timely and positive), or vice versa. Additionally, the follow-up data remain difficult to interpret reliably - firstly because of the high proportion of unknown situations in many countries, which can result in unrealistically low results, and, secondly, because there are still 8 countries without any follow-up data. Nevertheless, the results for indicators measuring performance in terms of delivery and coverage are as reliable as they can be (given the inherent differences that may arise when using administrative data based on national definitions and the limited coverage of the data in some countries) and where countries demonstrate below average performance for one or more areas it can be taken to be a good indication that further efforts are needed (either in policy terms or in the completion and reliability of the data submitted).

Note also that idea of using this type of analysis is that no particular priority should be attached to any of the areas covered - i.e. delivery, coverage and outcomes are all considered to be of equal importance.

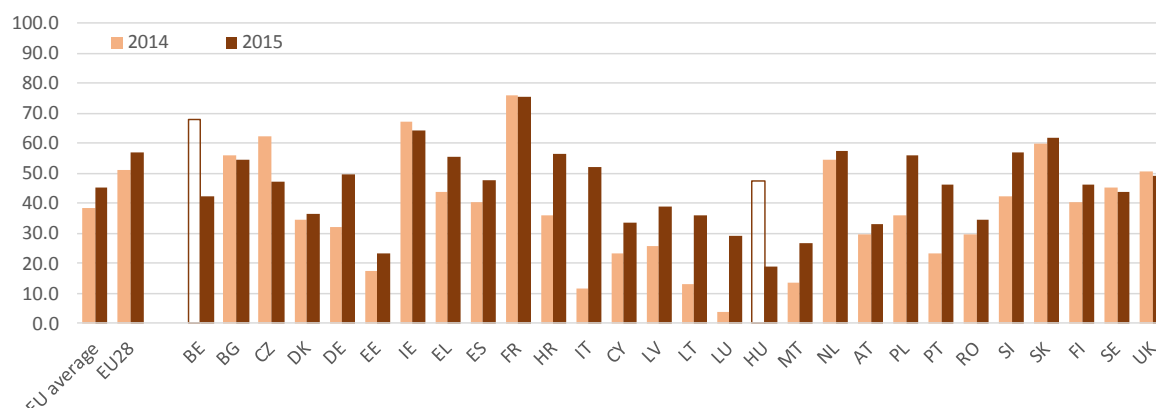
## 4.2 Direct monitoring results

### 4.2.1 Well over half of YG participants registered for more than 4 months

The main indicator for direct monitoring measures the proportion of young people registered in the YG preparatory phase beyond the 4-month target for delivering an offer. On average at any point during 2015, 2.5 million young people (1.3 million men and 1.1 million women) were enrolled in a national YG scheme and waiting for an offer. Of these, well over half (1.4 million or 57.0%) had been registered for more than 4 months. The 2015 result represents a noticeable increase compared to 2014 (50.9%), a change that - at least in part - reflects the increasing maturity of the schemes in some countries<sup>5</sup>. When the proportion of those currently registered in the YG for more than 4 months is high this may flag a general difficulty to deliver offers within the target period and/or an accumulation of young people that are difficult to place (and who may also need longer accompanying measures), something that may occur alongside high flows of short-term participants.

During 2015, the proportion of YG participants registered for more than 4 months varied from less than 30% in Estonia, Luxembourg, Hungary and Malta to more than 60% in Ireland and Slovakia and over 70% in France, with an average of 45.4% (Figure 10 and Table 8). The fact that the overall EU figure (57.0%) is significantly higher than the country average (45.4%) is largely (but not only) attributable to the situation in France, which accounted for nearly four in ten (38.3%) of the young people registered for more than 4 months<sup>6</sup>, and, to a much lesser extent, Poland (11.6%).

**Figure 10 – Proportion of young people aged 15-24 currently in a YG scheme and registered for more than 4 months, 2014 and 2015 (% annual average stock)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data cover young people aged 15-24 except for EE (>99% of data), ES, FR, IT, RO (16-24) and IE, UK (18-24). CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell; CZ - data exclude participants with duration of more than 12 months; NL - data estimated as 75% of those with duration <6m; UK & FI - data refer to duration >3 months rather than 4.

Empty columns show data for 2014 that are not comparable with data for 2015 but which are included in the EU level figures for 2014: BE - data for 2014 cover the Walloon region only; HU - the YG scheme started on 1 January 2015, data for 2014 refer to all young people registered as unemployed.

<sup>5</sup> In countries that launched the YG scheme as a new initiative in 2014 (rather than reinforcing existing practices) duration of participation in the scheme started from zero for all participants so that for one third of the year no participants could have a duration of more than 4 months. In 2015, durations of more than 4 months are possible throughout the year.

<sup>6</sup> Results in France are partially attributable to the fact that some accompanying services typically last longer than 4 months.

The proportion registered for more than 4 months was slightly higher for women (EU28: 58.3%) than for men (55.9%). The difference between the sexes was small in most countries but was greatest in Poland and Latvia, where a higher proportion of women were registered for longer than 4 months (11.7 and 9.2 pp difference respectively) and in Romania and Malta where the results were worse for men (differences of 9.6 and 7.9 pp respectively).

There was a similar small variation by age-group with 58.6% of those aged 15-19 registered for more than 4 months compared to 56.4% of those aged 20-24 (Table 8). In this case, however, the EU aggregate results are quite different from the average across countries, which gives much lower results and shows more of the older age-group registered for longer (46.8% for those aged 20-24 vs 42.4% for those aged 15-19). Again, the EU28 aggregate is heavily influenced by results in France, which accounted for 29% of the total stock of young people registered in YG schemes during 2015 and 38% of the 15-19 age-group. Noticeable differences in the results by age can be seen in Greece, Romania, Finland, the UK, and most of all in Malta, where well over half (59.1%) of those aged 20-24 had been registered for more than 4 months compared to less than a fifth (18.1%) of those aged 15-19.

#### **4.2.2 Just over 40% of those leaving YG schemes took up an offer within 4 months**

The first supplementary indicator for direct monitoring measures the proportion of those leaving the YG preparatory phase that took up an offer within 4 months of being registered – i.e. it measures the efficiency of the scheme in delivering timely offers.

A total of 5.4 million young people (3.0 million men and 2.4 million women) exited YG schemes after taking up an offer (3.5 million or 63.8%) or otherwise being deregistered<sup>7</sup> (2.0 million or 36.2%) during the year, slightly fewer than in 2014 (5.6 million). Of these, 2.2 million (40.3%) took up an offer of employment, education, an apprenticeship or a traineeship within 4 months of registration, though the real figure is likely to be higher as the reason for leaving is unknown for more than a fifth of cases<sup>8</sup>.

There are significant variations in results at country level (Figure 11 and Table 9). The proportion of positive and timely exits varied from 94.2% in Hungary, where the YG scheme is new and the numbers involved are still small (thus giving the YG provider the opportunity to provide an offer promptly in most cases), and over 70% in Denmark, Spain, Italy and Malta, to less than a quarter in France, Cyprus and the UK. On average across countries, 46.7% of exits were timely and positive in 2015 compared to 47.6% in 2014. The country average ("EU average") is higher than the overall EU figure ("EU28") for two reasons. On the one hand, the better results (e.g. those over 60%) are mostly concentrated in countries where the YG covers relatively small numbers of NEETs, either because of the size of the NEET population (CZ, DK, MT) or because of low coverage rates (ES, HU and, to a lesser extent, IT). On the other hand, two of the least effective schemes in terms of delivering offers within 4 months are in large countries (FR and UK) and therefore have a higher weight, though

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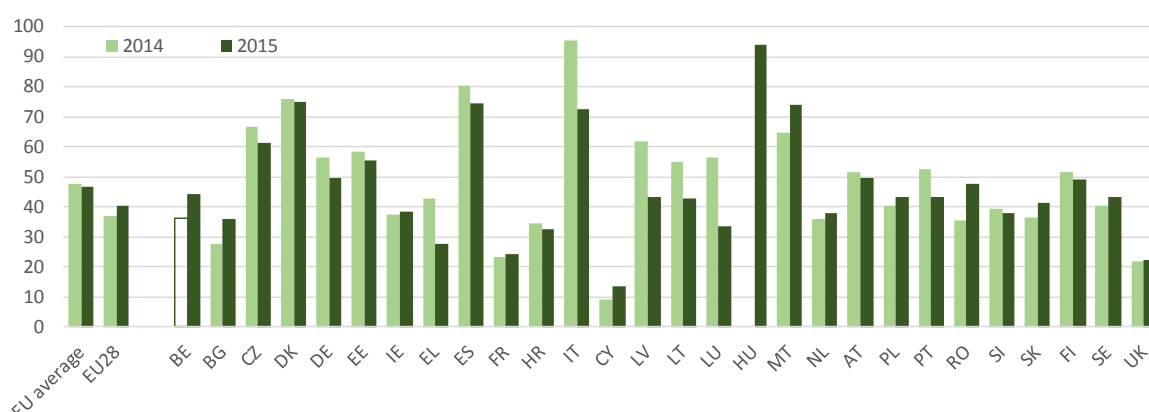
<sup>7</sup> Deregistration may occur for a variety of reasons including not being available to take up work (e.g. due to sickness, maternity or moving away), not fulfilling obligations (e.g. failing to attend interviews), and expiry of entitlement to YG services (e.g. in France the YG scheme lasts a maximum of 18 months and all young people that have not taken up an offer within this time are automatically deregistered).

<sup>8</sup> In 2015, destination was unknown for 22.6% of exits within 4 months of registration, down from 26.7% in 2014.

in the case of the UK it should be noted that the figure is liable to be significantly understated because of a very high proportion of unknown destinations (64.2%)<sup>9</sup>.

The proportion of exits that were both timely and positive was slightly higher for women (EU28: 41.4%) than for men (39.5%) indicating no gender bias in delivery of offers. Indeed, the difference between the sexes was less than 10 pp in all countries (highest differences were 9.4 pp in favour of men in Slovenia and 9.4 pp in favour of women in Finland). There was more difference by age, with delivery efficiency higher for those aged 20-24 (EU28: 43.2%) compared to those aged 15-19 (36.3%). However, with the exception of Malta, where results were markedly better for the younger age group (37.2 pp difference) and Romania, where results were better for the older group (13.7 pp difference), the differences by age are below 10 pp in all countries and the EU average shows little difference (1.5 pp in favour of those aged 20-24). The EU28 aggregate result is weighted in favour of the 20-24 age-group largely because of the result in France (difference of 9.0 pp), which contributed more than a fifth of all exits from the YG in 2015 (21.8%).

**Figure 11 – Timely and positive exits from the YG, 2014 and 2015 (% all exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: BE – results understated as some exits to employment are recorded as unknown; ES – young people remain registered in the YG until they leave NEET status so only positive exits are possible (i.e. negative and unknown destinations are not possible); CZ – data exclude those leaving after more than 12 months in the YG; NL – data estimated as 75% of those exiting within 6 months; FI & UK – data refer to exits within 3 months rather than 4.

Empty columns show data for 2014 that are not comparable with data for 2015 but which are included in the EU level figures for 2014: BE – data for 2014 cover the Walloon region only. HU – the YG scheme started on 1 January 2015, data on exits by duration were not available in 2014.

#### **4.2.3 70% of offers taken up within 4 months were employment opportunities**

Of the 2.2 million young people that took up an offer of employment, education, an apprenticeship, or a traineeship within 4 months of registering in a YG scheme, 1.5 million, or 70.0% took up an employment opportunity (Figure 12, "EU28"). This includes open market jobs found on the own initiative of young people as well as those found with assistance from the YG provider, together with various forms of short and longer-term placements subsidised with public funds. The remaining 0.7 million mostly took up offers of a traineeship or continued education (13.6% and 12.1% of all timely

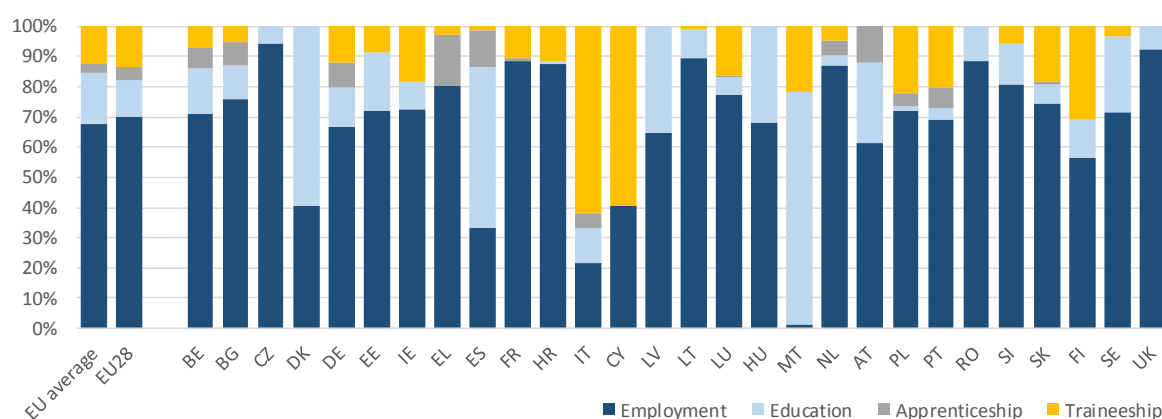
<sup>9</sup> The UK data also refer to exits within 3 months rather than 4, though this will have less impact on the results than the high proportion of unknowns.

offers respectively) while far fewer are reported to have taken up an apprenticeship (4.2%).

In practice, the numbers taking up all types of offer are likely to be understated. Firstly, in some countries, there are significant numbers of young people that leave the YG without any record of where they have gone<sup>10</sup> and it is likely that a significant proportion will have found a job or, to a lesser extent, re-entered education or training. Secondly, some countries have difficulties to monitor particular types of offer. For example, it may not be possible to track young people returning to the regular education system, apprenticeships may be recorded as a form of employment offer<sup>11</sup> and, in others, traineeships form part of the regular education system and are therefore recorded as education offers.

The distribution of timely and positive offers by type of offer in each country has to be viewed bearing in mind the limitations of the data noted above but, on the basis of the data available, it is clear that employment offers are most important in the large majority of countries, accounting for an average of 67.8% of timely offers (Figure 12, "EU average"). Exceptions are Denmark, Spain and Malta, where the YG schemes have a clear focus on improving the employability of young people through continued education (59.5%, 53.2%, and 77.2% of timely offers respectively, compared to an average of 16.8%) and Italy and Cyprus where traineeships are most important (61.7% and 59.5% respectively compared to an average of 11.4%). Finland (31.1%) is the only other country in which traineeships accounted for more than 30% of timely offers in 2015. On average, apprenticeships accounted for just 3.2% of known offers, with Greece, Spain and Austria the only countries to report more than 10% apprenticeships (17.0%, 12.5% and 12.1% respectively).

**Figure 12 - Distribution of timely and positive exits by type of offer, 2015 (% timely and positive exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: The breakdown by type of offer is not complete for all countries. In general, this is because one type cannot be distinguished from another in the source data (e.g. apprenticeships cannot be distinguished from employment in the social security register) rather than because the type of offer is not used at all. In Bulgaria the offers reported as apprenticeships do not lead to formal qualifications and might be better considered as subsidised employment offers.

<sup>10</sup> For example, in some Member States if a young person fails to attend one or more compulsory interviews with the PES, unemployment (or other) benefits are terminated and they are deregistered from the YG with destination unknown.

<sup>11</sup> For example, in the case that data come from the social security register which does not distinguish different forms of employment contract.

Over a quarter (598 thousand or 27.3%) of all known offers taken up within 4 months of registration were fully or partly subsidised with public money. This includes the majority of traineeships (87.6%), more than half of continued education offers (57.7%) and almost half of apprenticeships (49.7%), but less than one in ten employment offers (8.9%). The proportion of timely offers that was subsidised varies from 100% in Spain and 98.8% in Malta to less than 1% in the Netherlands and the UK. As noted in section 5.4.2, the situation in Spain is somewhat unique because all jobs taken up by young people are automatically eligible for reductions/exemptions in employers' contributions so that all employment offers are effectively subsidised.

There was very little difference between the sexes in terms of the types of offer taken up (Table 1), except that a slightly higher proportion of women took up a traineeship (15.3% of timely offers compared to 12.2% for men). There were, however, more differences by age with (as might be expected) more of the younger age-group taking up education and apprenticeship offers, and to a lesser extent traineeship offers, than those aged 20-24. Consequently, the proportion of those aged 15-19 taking up an employment offer was much lower (56.1% vs 73.9% for those aged 20-24). Offers taken up by those aged 15-19 were also more likely to be subsidised (32.7% vs 26.1%). This largely reflects the fact that fewer took up open market jobs.

**Table 1 - Timely and positive offers by type of offer and the proportion that is subsidised, EU28, 2015 (%)**

	Employment	Education	Apprenticeship	Traineeship	Subsidised (all types)
<b>Total 15-24</b>	70.0%	12.1%	4.2%	13.6%	27.3%
<b>Men</b>	70.8%	12.3%	4.8%	12.2%	26.8%
<b>Women</b>	69.1%	11.9%	3.6%	15.3%	27.9%
<b>15-19</b>	56.1%	18.5%	9.0%	16.4%	32.7%
<b>20-24</b>	73.9%	10.4%	2.8%	12.9%	26.1%
<b>25-29</b>	79.4%	5.3%	1.1%	14.2%	21.7%

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

#### 4.2.4 YG schemes are not yet reaching a large part of the target population

##### Notes about the data

**Coverage indicator.** The second supplementary indicator for direct monitoring measures the proportion of the NEET population (average across the year) that is registered in the YG preparatory phase (annual average stock). Whilst data for the numerator are derived from administrative data in each country, the only available comparable data on the size of the NEET population that can be used as a denominator derive from the EU Labour Force Survey. This uses a definition of NEETs that is common across countries<sup>12</sup> but which may vary from the definitions applied in the context of national YG schemes and in the administrative data used to monitor these. Results should thus be interpreted as an estimation, rather than a definitive measurement, of the extent to which YG schemes achieve the objective of reaching all young people that become, or are already, NEET.

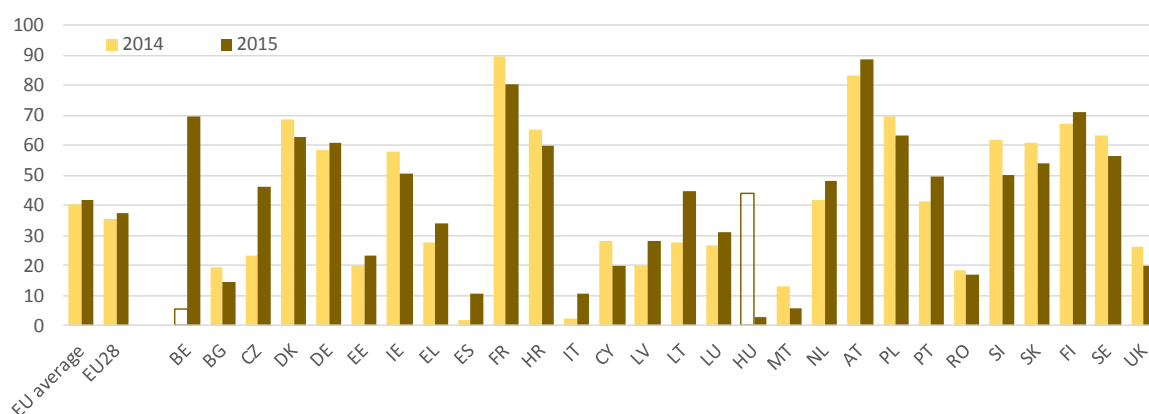
<sup>12</sup> See [http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Young\\_people\\_neither\\_in\\_employment\\_nor\\_in\\_education\\_and\\_training\\_\(NEET\)](http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Young_people_neither_in_employment_nor_in_education_and_training_(NEET))



Just under 2.5 million young people (1.3 million men and 1.1 million women) were registered with a YG provider at any point during 2015, virtually the same as in 2014. Bearing in mind the notes about the data above, the second supplementary indicator for direct monitoring shows that YG schemes covered 37.5% of all NEETs aged 15-24 in the EU in 2015, a slightly higher proportion than in 2014 (35.5%) as the number of NEETs fell from just under 7 million to 6.6 million. Coverage rates varied considerably between countries (Figure 13 and Table 10), ranging from over 80% in Austria and France to just over 10% in Spain and Italy and less still in Malta (6%) and in Hungary (3%), where the YG scheme was only launched on 1 January 2015. In the case of the latter group of countries with low coverage it should be noted that results are affected by the limited coverage of the YG monitoring data, which do not include all of the young people registered with the PES.

On average, the coverage rate of YG schemes ("EU average") in 2015 was 41.9% compared to 40.4% in 2014, the actual coverage in the EU as a whole ("EU28") being lower (37.5%) because of low coverage rates in three of the countries with the largest NEET populations (Italy, the UK and Spain)<sup>13</sup>.

**Figure 13 - Coverage of YG schemes, 2014 and 2015 (% NEET population aged 15-24)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: NEET population covers 15-24 age-group in all cases. YG data in some cases cover less: 16-24 in EE (>99% of data), ES, FR, IT & RO; 18-24 in IE & UK. CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell; CZ - data exclude participants with duration of more than 12 months; NL - data estimated as 75% of those with duration <6m; UK & FI - data refer to duration >3 months rather than 4.

Empty columns show data for 2014 that are not comparable with data for 2015 but which are included in the EU level figures for 2014: BE - data for 2014 cover the Walloon region only; HU - the YG scheme started on 1 January 2015, data for 2014 refer to all young people registered as unemployed.

Across the EU (i.e. EU28 aggregate, not average) in 2015, YG schemes appear to have covered a higher proportion of young male NEETs (40.3%) than young female NEETs (34.7%). The largest differences can be seen in the Czech Republic, Germany and Austria where coverage rates for men were more than 25 pp ahead of those for women, but there are also cases such as Croatia and Poland where the coverage of women was well above that of men (18 pp higher). There was also a slightly smaller difference by age, with 40.4% of those aged 15-19 covered compared to 35.5% of those aged 20-24. In this case there was much more variation between countries, with

<sup>13</sup> Figures labelled "EU average" are unweighted averages of all available country figures. Figures labelled "EU28" (or in the case of follow-up data, "EU20") are based on EU level aggregates that take into account all affected NEETs in all countries for which data are available. These are effectively weighted averages that can be significantly influenced by the situation in larger countries.

coverage rates varying in favour of both age-groups such that when expressed as an average of country results there was virtually no difference (42.1% vs 41.8%).

In general, therefore, YG schemes in 2015 were still some way off the objective of reaching all young persons that become NEET after leaving school or becoming unemployed, though it should be noted that the data do not cover all of the support provided. It remains the case that in most countries the YG monitoring data only cover young people that have registered with the public employment services and miss young people accessing support delivered by other providers. In Ireland and the UK, for example, data cover only young people aged 18 or over that receive an unemployment benefit so that services for younger NEETs (mostly delivered by education authorities) and older NEETs not receiving an unemployment benefit are not recorded. In Spain, Italy, Malta and Hungary, the YG monitoring data do not cover all young people registered with the PES<sup>14</sup>. In other countries, support delivered by specialist youth services (youth organisations, centres and associations, NGOs) may be missed but it is not possible at this stage to estimate the extent to which these might improve coverage of the target population.

#### **4.2.5 Recycling through the YG is becoming significant**

The ultimate objective of the YG is to reduce the number of NEETs by ensuring that young people have access to opportunities to engage in employment, education or training. Ideally the offers provided will be sustainable so that young people do not return to NEET status and require further assistance through the YG. Indeed, if many young people have to keep returning to the YG so that there is a high rate of recycling, this may be an indication that the offers being provided are not fulfilling their objectives and that further review of policy is needed. At the same time, a high rate of recycling through the YG also demonstrates a certain efficiency in the system since it suggests that the engagement process and the incentives for young people to return to the YG provider are strong and that young people are not overly discouraged by their previous experience.

Although there is currently no indicator dealing with recycling rates, the necessary data are collected. In the YG monitoring data for 2015, 22 of the 28 Member States provided data including a breakdown of entrants by previous YG status in which it was possible to identify the number of entrants with previous YG experience for at least part of the total population of entrants in the year. On average in these countries, nearly a third of those entering the YG during 2015 (31.4%) had been in the YG before (Figure 14). Further, more than half of this group (55.1% or 17.3% of all entrants) had previously benefitted from a YG offer.

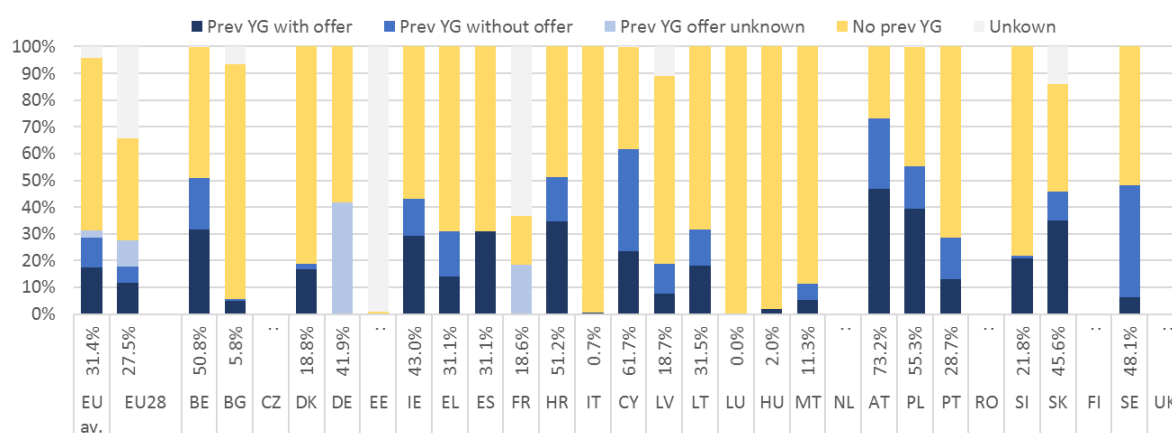
Both the above-mentioned figures (total with previous experience and the proportion that also had an offer) are liable to be understated due to unknowns in the data. In France, the previous YG experience of nearly 2/3 of entrants (63.4%) is unknown and there are much smaller, but still significant, numbers of unknowns in Bulgaria, Latvia and Slovakia. Additionally, in both Germany and France, for those that are known to have previous YG experience it is currently not possible to differentiate between those that have or have not previously benefitted from an offer.

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<sup>14</sup> In Malta, young people registering as unemployed are not automatically referred to the Youth Guarantee but, after profiling, are requested to enrol and are referred to different phases of the NEET Activation Scheme in accordance with their needs and job preparedness.



**Figure 14 – Rates of recycling through the YG, 2015**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Notes: No breakdown of entrants by previous YG experience available in CZ, NL, RO, FI, UK. In EE no breakdown is available for the main YG provider (PES) but a small number of participants entering the Youth Prop Up programme are reported to have no previous YG experience. The EU average covers only countries where the number of entrants with previous YG experience is known for at least part of the total population of entrants. This includes Luxembourg, where the YG monitoring data cover only first time entrants so that the number with previous experience is by definition zero.

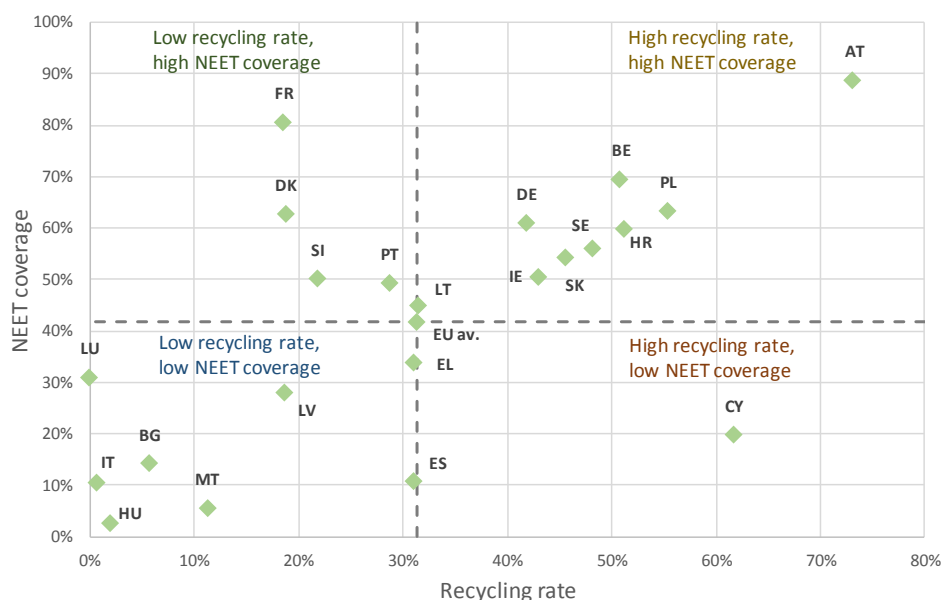
Overall rates of recycling were 2.0% or less in Hungary, Italy and Luxembourg and were also low in Bulgaria (5.8%) and Malta (11.3%). The result in Luxembourg (0% recycling) reflects the fact that the monitoring data cover only first-time entrants to the YG in line with the policy decision to focus on young people newly becoming unemployed. In future, the Luxembourgish data will also take into account re-entrants. In Hungary, the low level of recycling is at least in part linked to the fact that the YG was launched only in January 2015. A delayed start (compared to the majority of countries that launched the YG on 1 January 2014) may also contribute to low rates of recycling in Italy (May 2014) and Malta (July 2014), though the fact that in Spain the recycling rate is already over 30% despite a similarly delayed start (July 2014) suggests that this is by no means the only reason. Indeed, Hungary, Italy and Malta are also amongst the top performing countries in terms of the 6-month follow-up indicator (see section 4.3.1) - all with nearly 70% in a positive situation compared to the EU average of 45.1% (after excluding those exits that had not yet reached the observation point) - suggesting that they are delivering sustainable offers that limit the incidence of recycling.

At the other end of the scale, more than half of those entering the YG in 2015 had previous YG experience in Belgium, Croatia, Poland (all 50-55%), Cyprus (61.7%) and, most notably, in Austria (73.2%). In Croatia, Poland and Slovakia more than a third of entrants had previously benefitted from an offer and in Austria the figure was approaching half (46.8%).

As mentioned above, the positive aspect of a high recycling rate is that it indicates an efficient re-engagement of people that have been through the YG scheme at least once, something that is equally important as engaging young people when they first become NEET. In this respect, it is not surprising that countries with a high recycling rate also tend to have high coverage rates (Figure 15). The exception is Cyprus, where coverage remains low despite high recycling rates – this suggests ineffective initial engagement of young NEETs but effective re-engagement of those leaving the YG. In practice, the majority of those covered by the Cypriot monitoring data are

young people registered as unemployed with the PES and there is known to be a high rate of de-registration (by the PES) in case of people that fail to attend obligatory interviews but who subsequently re-register in order to claim benefits. This suggests that the services provided are not effective in sustaining the interest of young people.

**Figure 15 – Rates of recycling through the YG and NEET coverage rates, 2015**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Notes: Recycling rate = % entrants with previous YG experience; NEET coverage = average YG stock as % NEET population measured by LFS (age-group 15-24). Recycling rate not available for 6 countries (CZ, EE, NL, RO, FI, UK). EU average therefore covers 22 countries for recycling rate but all 28 for NEET coverage.

Countries with lower rates of recycling can be split into two groups – those with above average NEET coverage rates (France, Denmark, Slovenia and Portugal, though France may not really fit in this group due to a high proportion of unknown situations regarding recycling) and those with below average NEET coverage rates (Hungary, Malta, Italy, Bulgaria, Latvia and Luxembourg). In the latter group, it is likely that the recycling rate will increase as coverage is improved, though – as already suggested above – if the YG is really effective at delivering sustainable offers this may limit the extent of recycling. Unfortunately, the follow-up data remain too incomplete (high proportion of people in an unknown situation after exit in many countries) to make a meaningful correlation of recycling rates and the sustainability of offers as measured through follow-up data.

## 4.3 Follow-up monitoring

### 4.3.1 Less than 40% of those leaving the YG in 2015 known to be in a positive situation 6 months later

The main indicator for follow-up monitoring looks at the situation of young people 6, 12 or 18 months after leaving the YG. Unfortunately, data are not yet available for 8 of the 28 EU Member States (CZ, DE, EE, FR, NL, SI, FI and UK, see section 5.3.2). Of the 2.5 million young people that left YG schemes in the remaining 20 countries during 2015, just under 878 thousand (35.5%) were known to be in employment, education or training 6 months after exit. However, it should be clear that this figure is likely to be significantly understated because the situation of just over one million (41.1%) of this cohort was unknown. In addition to those not providing any follow-up

data, several other countries have limited capacity to track all young people after they leave the YG and lose contact with the YG provider<sup>15</sup>. For example, the 6-month situation is unknown for around 80% of exits in Cyprus, Romania and Slovakia, 75% in Bulgaria and nearly 70% in Poland (Table 12). Indeed, the high proportion of unknowns in Poland, which accounts for more than a quarter of all young people followed-up in 2015, contributes to the overall EU figure of 35.5% in a positive situation ("EU20") being lower than the average across countries (40.2%, "EU average").

As well as the unknown situations, it is also important to note that in some countries the data available at the time of data collection referred to an observation point at which some of those exiting the YG in 2015 had not reached 6 months after exit – these are persons for whom the follow-up observation is "not applicable" rather than "unknown". Unlike the unknown category, which is likely to cover different groups in each country depending on the data sources available, there is no obvious reason for the not applicable group to be biased so that it is reasonable to consider results excluding this group. Indeed, the methodological report compiled for the attention of the EMCO IG meeting of January 2017 recommends that the indicator should be adjusted accordingly.

The number of young people that left YG schemes in 2015 and who had not reached the 6-month observation point at the time of data collection was just under 163 thousand so that the population to be followed up reduces only slightly from 2.5 to 2.3 million. As a result, adjusted figures for those in positive situation are not so different for the EU aggregate (EU20: 37.9% vs 35.5% unadjusted) but there are more substantial differences in countries where the observation point was too early to catch significant numbers of those exiting in 2015 (e.g. Hungary – 68.6% vs 30.4% and Denmark 68.7% vs 49.9%, see Table 12). Consequently, the average across countries increases from 40.2% to 45.1%, exactly the same as in 2014. The lower result for the EU aggregate (37.9%) derives largely from the combined inputs of Poland, Romania and Slovakia which together account for nearly 40% of the young people followed up but (as a group) have over 70% in an unknown situation so that the proportion known to be in a positive situation is just 13%.

Figure 16 shows the adjusted results for 2015 together with the results for 2014, for which no adjustment is necessary since there are now no not applicable observations in the T-1 follow-up data for 6 or 12 months after exit.

There are just four countries in which the adjusted follow-up data for 2015 include less than 10% unknowns (i.e. where the data can be considered a good representation of the real situation). Within this group, the proportion of those leaving the YG in 2015 known to be in a positive situation 6 months later was remarkably close in three cases (71.4% in Ireland, 69.5% in Italy and 68.7% in Denmark) but lower in Spain (44.5%).

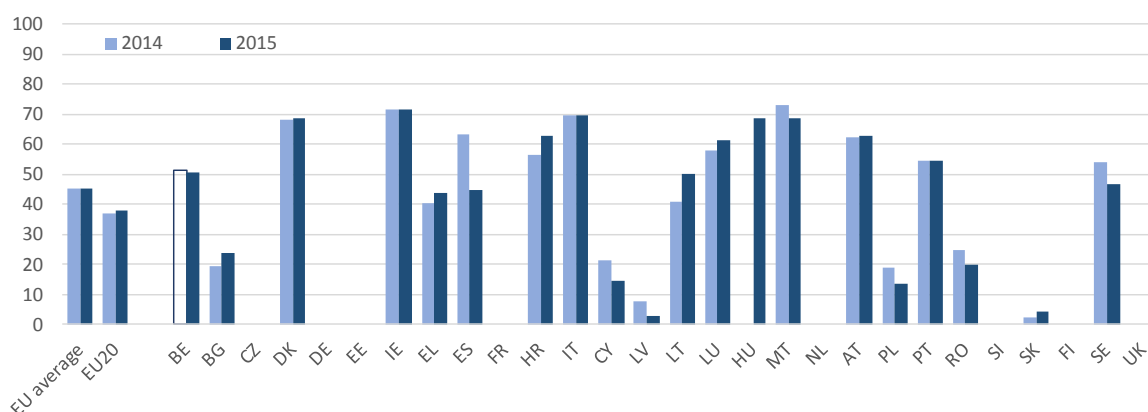
Although the data remain too incomplete for further comparison between countries, there is no reason to assume that the incompleteness applies unequally across the sexes or age-groups so some comparison here is appropriate. The (adjusted) main follow-up indicator showing the proportion of young people known to be in a positive situation 6 months after exit was slightly higher for all young women followed up across the EU (EU20: 38.9%) than for men (37.1%) and the difference at country level was below 10 pp in all cases (Table 11). There was also only a small difference

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<sup>15</sup> In some cases, known situations cover only people that remain in contact with the YG provider because they are still participating in a subsidised offer or have returned to the unemployment register.

by age with 38.2% of those aged 20-24 in a positive situation 6 months after exit compared to 37.2% of those aged 15-19. Here, though, there was more variation between countries with the younger age-group noticeably more likely to be in a positive situation in Malta (76.4% vs. 44.5%) but the older age-group at least 10 pp better off in Lithuania, Luxembourg, Portugal and Romania.

**Figure 16 – Proportion of young people leaving the YG known to be in a positive situation 6 months after exit, 2014 and 2015 (% exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: 2015 data are adjusted to exclude people that have not yet reached the observation point (situation not applicable). BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV – data cover only two of the ten measures implemented within the context of the YG; LU – positive situations exclude education; RO – data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK – known situations cover only people still in contact with the PES (unemployed or in an active measure).

Empty columns show data for 2014 that are not comparable with data for 2015 but which are included in the EU level figures for 2014: BE – data for 2014 cover the Walloon region only.

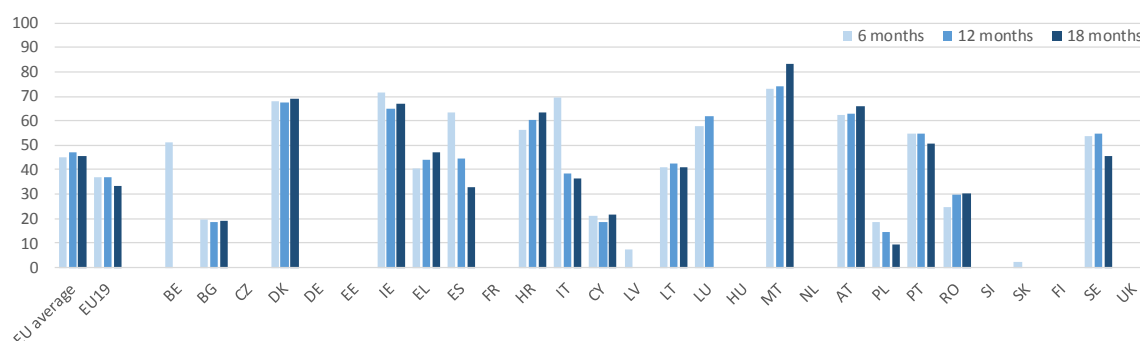
#### **4.3.2 Longer-term monitoring suggests that outcomes are sustained but highlights the need to improve follow-up data**

Although the issues raised in the previous section regarding the completeness and quality of follow-up data still apply, it is interesting to consider briefly the longer-term follow-up data available regarding young people that went through YG schemes in 2014. Figure 17 shows the proportion of those leaving the YG in 2014 that were known to be in a positive situation 6, 12 and 18 months after exit, with all figures adjusted to exclude those that had not reached the observation point at the time of data collection (situation not applicable). On average at EU level, the results show little change through time: 45.1% after 6 months, 47.0% after 12 months and 45.5% after 18 months, though it should be noted that the number of countries covered varies at each stage (see footnote). This suggests – tentatively at least – that the outcomes achieved are sustainable through time, though this is perhaps of lesser importance than the fact that the result implies that more than half of young people are in a negative (unemployed or inactive, 15-18%) or unknown situation (35-40%). The priority must be to improve the completion of the follow-up data so that the real situation can be understood.

Across countries also, the results tend to show little variation through time, exceptions being Spain and Italy, where the proportions known to be in a positive situation after 18 months are only just over half the proportions after 6 months (32.7% vs 63.3% in Spain and 36.4% vs 69.5% in Italy). The reductions derive partly from increased numbers in an unknown situation (17-18 percentage points in both cases) and partly from increased numbers that are again unemployed or inactive (14-15 pp), which tends to imply that the outcomes achieved early on are not being sustained. Quite

probably, this reflects the fact that the 6 month positive results will include people still participating in the offer that they took up on exit.

**Figure 17 - Proportion of young people leaving the YG known to be in a positive situation 6, 12 and 18 months after exit, 2014 (% exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data are adjusted to exclude people that have not yet reached the observation point (situation not applicable). EU averages and aggregates take into account only countries for which data are available so that the number of countries covered varies between observation points (19, 16 and 15 at 6, 12 and 18 months respectively). BE - data for 2014 cover the Walloon region only and are not comparable with data for 2015 or later; BG - known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV - data cover only two of the ten measures implemented within the context of the YG; LU - positive situations exclude education; RO - data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK - known situations cover only people still in contact with the PES (unemployed or in an active measure).

### 4.3.3 Outcomes by type of offer require case by case analysis

**Note:** all data in this section are adjusted to exclude young people that had not reached the relevant observation point at the time of data collection (situation not applicable).

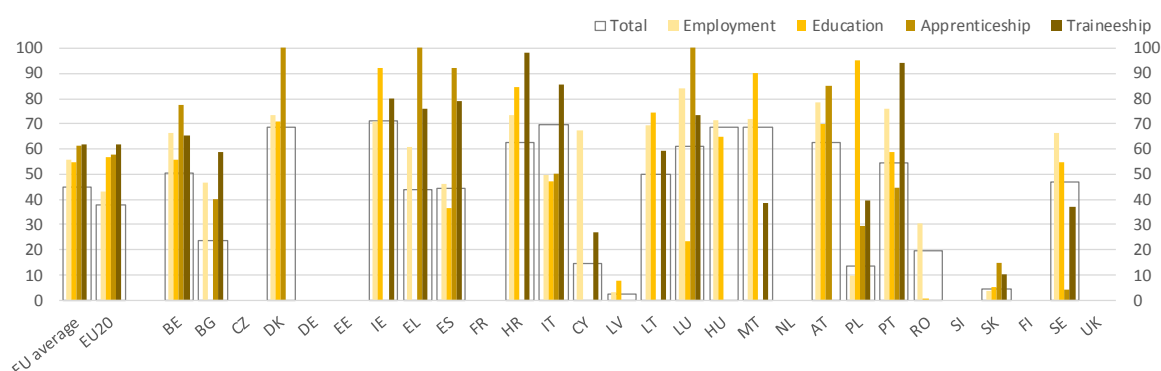
The supplementary indicator for follow-up monitoring is the same as the main indicator but with a breakdown by type of offer. In the longer-term, this should facilitate assessment of which types of offer are most effective in delivering sustainable outcomes for young people. In the shorter-term, as noted above, the follow-up data remain missing or incomplete in many countries so that interpretation of the results is difficult. Moreover, even when data are available, comparison between the types of offer is hampered by the fact that some types tend to last longer than others and the data cannot distinguish between those still in an offer and those that have found work or training after concluding an offer. Nevertheless, it is still possible to make some interesting observations.

On average across the 20 countries with follow-up data, 45.1% of all those exiting the YG in 2015 – irrespective of whether they took up an offer or not - were known to be in a positive situation 6 months later. Strikingly, the proportions are higher for those that left to take up an offer: 54.9% for those that took up an offer of education, 56% for employment, 61.5% for apprenticeships and 61.6% for traineeships (Figure 18 and Table 13). It would be wrong, however, to jump to the conclusion that offers result in better outcomes. Whilst this might - and hopefully is - the case, in practice there are a number of factors that could distort the results to create this impression. Firstly, as already noted, at the 6-month observation point it is likely that a reasonable proportion of those leaving to take up an offer will still be participating in that offer. For example, 100% of those taking up an apprenticeship in Denmark, Greece, and

Luxembourg were in positive situation 6 months later and, as far as it can be determined from the data, the vast majority of these were still in the same apprenticeship position. This group will not yet have had to test whether the experience provided by their offer proves helpful in finding regular employment or training. Secondly, the people that took up offers provided by a YG provider are more likely to still be in contact with the provider, and therefore have a known situation at some point after exit, than people who exited to either negative or unknown situations (which could include open market offers found on own-initiative but not reported to the YG provider).

Similar issues impact on the comparison between types of offer. At EU level (aggregate of the 20 countries with data) the data appear to show that 6-month outcomes are significantly better for traineeships (61.7%), apprenticeships (57.7%) and education (56.7%) than for employment (43.2%). However, this is misleading because the proportion of young people in an unknown situation 6-months after exit also varies by type of offer and is much higher for employment offers (38.1% compared to between 14 and 24% for the other types). This is not surprising given that the vast majority of employment offers relate to unsubsidised, open market jobs – many of which are found on own initiative – whilst half or more of all other types are subsidised so that there is ongoing contact with a provider. So although there are clear differences in outcomes by type of offer at country level, it would not be meaningful to make any comment on these without a case by case assessment of the data to understand exactly what is happening.

**Figure 18 - Proportion of young people leaving the YG known to be in a positive situation 6 months after exit in total and by type of offer, 2015 (% exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data for the total and for each type of offer are adjusted to exclude people that have not yet reached the observation point (situation not applicable). BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV – data cover only two of the ten measures implemented within the context of the YG; LU – positive situations exclude education; RO – data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK – known situations cover only people still in contact with the PES (unemployed or in an active measure).

For reference only, Figure 19 and Table 14 show the longer term outcomes (12 months) for those exiting the YG in 2014, also broken down by type of offer. On average across the 16 countries for which data are available, 47.0% of those that left the YG in 2014 were in a positive situation 12 months later. The results suggest that (on average across countries) young people taking up an apprenticeship are most likely to be in a positive situation (71.6% compared to between 54 and 61% for other types of offer). However, the issues raised above still apply and without further detailed analysis of the data and accompanying qualitative information, these



observations cannot be interpreted reliably either at EU or national level. It is crucial to improve the completion and quality of follow-up data.

**Figure 19 - Proportion of young people leaving the YG known to be in a positive situation 12 months after exit in total and by type of offer, 2014 (% exits)**



Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data for the total and for each type of offer are adjusted to exclude people that have not yet reached the observation point (situation not applicable). BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LU – positive situations exclude education; RO - data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year).

## 5 Assessment of data provided

### 5.1 Delivery of data

The collection of data for monitoring the implementation of YG schemes in 2015 was launched on 31 March 2016 with a deadline of 1 June. The number of countries delivering data on time (16, see Table 2) was one more than for the 2014 data (15), but for the remainder there were more delays, with 6 countries delivering more than a month late compared to just 1 for 2014 data. It should be noted, however, that the collection schedule was brought forward by 3 months compared to the previous year in order to ensure that results were available for the Commission Communication in October.

Alongside the quantitative data, the 2015 collection included a revised and more detailed questionnaire on the characteristics of the offers provided. All countries except France completed this questionnaire.

**Table 2 - Delays in the delivery of YG data 2015**

Delay	Countries	Count
None	BE, DK, DE, ES, HR, IT, CY, LT, LU, HU, AT*, PL, RO, SI, FI, SE	16
<1 week	CZ, EE, MT	3
1-2 weeks	LV, UK	2
2-4 weeks	SK	1
4-6 weeks	BG, IE, NL, PT	4
>6 weeks	EL, FR	2

\* Austria delivered partial data on time but data on exits by destination and follow-up situations were not delivered until end August.

## 5.2 Coverage

### 5.2.1 Improvements

Three countries have improved the coverage of YG monitoring data by delivering data for additional YG providers:

- **Belgium:** Arbeitsamt der Deutschsprachigen Gemeinschaft (ADG) – PES of the German-speaking Community.
- **Latvia:** State Education Development Agency (data provided for 2014 also).
- **Poland:** Bank Gospodarstwa Krajowego (provider for a business start-up loan programme)

In addition, **the UK** extended the coverage of data to cover young people in receipt of the employment element of Universal Credit (as well as recipients of Jobseekers Allowance).

**Sweden** also made an important improvement by changing the monitoring to cover all young persons registering as unemployed with the PES rather than only those entering the Youth Job Programme, which effectively meant that the first 3 months of registration were missed for the majority of participants. Data for 2014 have all been revised accordingly.

### 5.2.2 Outstanding issues

It remains the case that in the majority of countries YG monitoring data cover only young people either registered as unemployed with the PES or in receipt of certain welfare benefits (unemployment benefits only in Ireland and the UK, unemployment benefits and social assistance in Denmark and the Netherlands). Data therefore miss young NEETs not registered with the PES or not in receipt of a relevant benefit. For example, in both Ireland and the UK unemployment benefits are only available to those aged 18 or over so that support for younger NEETs is not covered by the monitoring data.

## 5.3 Completion of data

### 5.3.1 Improvements

The majority of countries are now able to provide data that are largely complete in terms of providing the observations needed to calculate indicators. Indeed, the 2015 data show a number of improvements compared to 2014 in terms of the completion of key variables (Table 3). Most notably, five countries (Bulgaria, Cyprus, Latvia, Luxembourg and Hungary) provided follow-up data for the first time.

**Table 3 – Key improvements in the completion of data, YG 2015**

Variable	Breakdown	Countries	Count
Entrants & stocks	Age	UK	1
Entrants	Previous YG experience*	BE, DE, EL, PL	4
Stocks & exits	Duration	UK	1
Follow-up	All	BG, CY, LV, LU, HU	5

\* EE added data on a small number of young people with no previous experience, which refers to people registered via the Ministry of Education and Research but the breakdown is still missing for more than 99% of entrants that register through the PES.



Other improvements include the addition of breakdowns by age and by duration in the UK<sup>16</sup>, and addition of the breakdown of entrants by previous YG experience in 4 countries. Note that improvements in terms of the detail provided within a breakdown (e.g. different types of destination recorded or level of detail regarding previous YG experience) are treated as improvements in quality in section 5.4 rather than as improvement in the completion of data, which refers to whether data for a variable or breakdown exist at all.

It is worth noting also that the more detailed questionnaire on the characteristics of offers, together with significant efforts by some countries to provide more comprehensive information, has also contributed to the improve quality of data. For example, the additional information available and bilateral exchanges during the validation process have led to some offers being reclassified (from one type of offer to another) so that they better match the guidance provided in the FAQ on the YG. Others entries have been removed from the list of offers because they referred to services (e.g. counselling and other job-search assistance) in the preparatory phase or to unassisted take-up of employment or other offers.

Countries that have noticeably improved the qualitative information about the characteristics of offers include Denmark, Romania, Sweden and the UK, but this is not a comprehensive list as many others made small improvements. As noted above, France is the only country that did not complete the extended template for 2015.

### 5.3.2 Outstanding issues

Despite the improvements in completion of the data summarised above, there remain some gaps, the most important of which relates to follow-up data, which are still not available for 8 countries (Table 4) so that the related indicators cannot be calculated. Several other countries provide data that are still partial (cover only part of the population or selected situations).

**Table 4 – Key missing data, YG 2015**

Variable	Breakdown	Countries	Count
All variables	Age	NL	1
Entrants	Previous YG experience	CZ, EE, FR, LV, NL, PL, RO, FI, UK	9
Exits	Subsidised offers by duration, sex or age	RO	1
Follow-up	All	CZ, DE, EE, FR, NL, SI, FI, UK	8

The breakdown of entrants by previous YG experience is not needed for any of the (current) indicators but is useful to assess the extent of recycling through the YG, which can be an indicator of the quality of offers delivered. This information is missing for 9 countries and only partially complete for a number of others.

Romania records the total number of subsidised offers (by type) during the year but cannot identify how these are distributed by the duration, sex or age of those taking up the offers.

The Netherlands cannot provide a breakdown by age as this is not required in the source data, which are collated for the [EU LMP database](#). However, young people aged

<sup>16</sup> The improved breakdown of data by age and duration was in fact added in a revision to 2014 data provided after the completion of the 2014 collection rather than during the 2015 collection. The improvement is therefore in comparison to the situation described in the 2014 results report of February 2015.

15-19 are known to contribute less than 10% of those entering the YG (recipients of unemployment and social benefits).

## 5.4 Quality of data

### 5.4.1 Improvements

Several countries have made substantial efforts to adjust the methods used to collect and/or compile their YG monitoring data in order to improve coherence with the specifications of the Indicator Framework. Examples of the significant improvements made are summarised below, though it should be pointed out that many other minor improvements that all contribute to enhanced quality and comparability of data have also been made, including cases where offers have been reclassified (e.g. from traineeship to continued education) to better meet the definitions provided in the Indicator Framework and in the FAQ on the YG.

#### Unified approach amongst providers

- **Belgium:** YG schemes are implemented independently by the PES in each region/community. For reference year 2014, the data provided by the three regional PES (Le Forem, VDAB and Actiris) were compiled using different methodologies and there were some significant divergences from the specifications of the Indicator Framework. Consequently, it was not possible to combine data to produce national level results and the data previously presented for Belgium referred only to Le Forem (Walloon region). Now the four PES (including also ADG for the German-speaking Community) have worked together to ensure a common approach and have delivered data both for each provider (PES) and as a national level aggregate. The data are now considered to be aligned with the specifications of the Indicator Framework. The data for 2014 (Le Forem only) remain in the YG database and contribute to EU averages for that year, but cannot be compared to data for 2015 and beyond.

#### New YG monitoring system

- **Hungary:** the YG scheme was formally launched only on 1 January 2015 and data from a new YG register, which is separate from the PES unemployment register, have been provided accordingly. Since this represents a completely new scheme, data are on a “new starts” basis. The data for reference year 2014 were taken from the unemployment register and covered all young people registered as unemployed during that year. The data for 2014 remain in the YG database and contribute to EU averages for that year, but cannot be compared to data for 2015 and beyond.

#### Revised methods for main variables

- **Denmark:** in 2014 data, young people that exited during a month were included in the stock even if they were not part of the stock on the observation date (last day of the month). The calculation has now been revised to count only those registered on the day of observation and applied to both 2014 and 2015 data.
- **Greece:** entrants now correctly include re-entrants, which means that data on previous YG experience are now relevant.
- **Spain:** stocks now based on monthly average rather than a single year-end figure. Follow-up data have also been improved so that observations are correctly made at 6, 12 and 18 months after the exit date of each participant rather than at fixed points in time (i.e. same date for each participant).

- **Poland:** various adjustments to better align data with the specifications of the Indicator Framework. Most importantly, the measurement of flows in and out of the YG has been adjusted to count participations rather than individuals. Revised data for 2014 were also provided.
- **Portugal:** adjusted the recording of the YG spell to correctly measure the time from registration to take-up of an offer (rather than to receipt of an offer). Interruptions of more than 28 days now cause a break (exits and possible re-start) in the YG spell (previously participation was considered continuous). And, in relation to the optional data for the 25-29 age-group, persons that registered at age 29 (or below) but became 30 now continue to be counted (previously they were automatically de-registered at this point). All improvements have been applied to a revised set of 2014 data.
- **Slovenia:** adjusted methods to ensure that young people participating in a training measure that does not break the unemployment spell are excluded from the stock and treated correctly as re-entrants if they return to unemployment after the end of the training.

### **Refined recording of exits to ensure only quality offers are recorded**

- **Denmark:** the data delivered for 2015 treated counselling as an offer (recorded as subsidised education), and therefore as a positive exit and possible restart (if still unemployed after the end of the counselling). Although counselling is an important element of Danish activation policy, according to the definitions of the Indicator Framework it should be treated as a service delivered in the preparatory phase and not as an offer. Accordingly, both 2014 and 2015 data have been revised to correctly treat those benefitting from counselling as part of the stock and not as exits or restarts (if still unemployed after the end of the counselling).
- **Spain:** some activities that should be considered part of the preparatory phase (e.g. individual advice, placement with recruitment agencies, etc.) are no longer recorded as exits.
- **Lithuania:** introduced 28-day quality criteria for offers; any offers lasting less than this are not counted as exits.
- **Malta:** no longer count MCAST remedial classes as offers. These are preventative actions aimed at students at risk of not completing their education so that the beneficiaries are by definition not NEET and therefore outside the scope of the YG monitoring, even if an important aspect of the policy approach.
- **Portugal:** short-term training that does not fulfil the criteria of a quality offer is now not counted as an exit and participants instead remain in the stock. 2014 data were also revised.

### **Improved breakdown of exits by destination and/or follow-up by situation**

- **Spain:** young people still participating in an apprenticeship or traineeship offer at the relevant observation point are now included in follow-up data (previously no apprenticeships or traineeships were recorded in follow-up).
- **Croatia:** refined the reporting of exits so that exits to inactivity are now separated from unknown destinations based on the reason for ending the unemployment spell.
- **Italy:** added destination unemployment in follow-up data by linking with PES registers. Proportion of unknowns in follow-up data reduced to 8%.
- **Poland:** follow-up data now cover all situations, previously the only known situations referred to young people returning to the unemployment register.

- **Portugal:** YG data have been linked with the register of social security contributions to provide more comprehensive coverage of young people in employment on exit and in follow-up data. Similarly, links have been established with the PES training database to provide better coverage of those in continued education after exit (i.e. in follow-up data).

#### 5.4.2 Outstanding issues

The wide range of changes made has contributed to improved compliance with the definitions of the YG Indicator Framework and, therefore, the overall quality and comparability of data. Nevertheless, the improvement process is still a work in progress and there remain important issues in some countries that need to be taken into account when assessing results.

Firstly, it is important to bear in mind that, irrespective of the common definitions applied by the Indicator Framework, there will always be some inherent differences between countries because of differences in definitions and operational practices. For example, coverage rates are affected by registration methods – whilst some countries automatically enter all young people registering as unemployed to the YG, in others enrolment in the YG is voluntary (even if it is actively encouraged by the PES and other actors) and this is likely to lead to lower coverage of the NEET population. Secondly, despite clear guidelines<sup>17</sup> the interpretation of what constitutes a “quality” offer may be quite different between countries. Some countries (e.g. Austria) apply quality criteria so that only employment of training offers of a minimum duration are counted whilst others count all exits irrespective of duration. In a few cases there is also evidence to suggest that activities that should really be considered part of the preparatory phase are still being counted as offers. Efforts are being made to eliminate such cases and they are no longer thought to have a major impact on results, but work is still ongoing in this respect.

In addition to these inevitable differences between countries, the two most important issues affecting comparability of indicator results are:

- **High proportion of unknowns in exits data.** The supplementary indicator for direct monitoring measures the effectiveness of YG delivery by measuring the proportion of exits that are both timely and positive. Achieving accurate results means recording outcomes for those that find offers on their own initiative as well as those delivered by the provider. Unfortunately, in many cases exit data are reliant on young people informing the PES or other provider on why they are leaving (e.g. failed to turn up for interviews or otherwise ended a claim for benefits) and they fail to do so meaning that the data are incomplete and the proportion of unknown destinations is high. This will impact negatively on indicator results since a proportion of the unknowns – quite possibly a significant one – will relate to young people that have found work (or a training) without informing the PES. Only countries that link the YG data with other registers are able to provide complete information and their indicator results are therefore liable to be better.

Spain and the Netherlands report no unknown exits and the proportion is below 1% in Germany, Italy and Slovakia. On the other hand, destination is unknown for more than 30% of exits in 10 countries (Table 5), with the proportion being over half in the UK (58.3%) and approaching two-thirds in Cyprus (65.2%).

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<sup>17</sup> See FAQ on the YG: <http://ec.europa.eu/social/BlobServlet?docId=11423&langId=en>

**Table 5 - Proportion of exits with unknown destinations, 2015**

Unknowns (%)	Countries	Count
<1%	DE, ES, IT, NL, SK	5
1-10%	BG, HU, SI	3
10-20%	DK, IE, MT	3
20-30%	BE, CZ, EE, HR, LV, FI, SE	7
30-40%	FR, LT, AT, PL, PT	5
>40%	EL, CY, LU, RO, UK	5

Source: DG EMPL, YG monitoring database

- **High proportion of unknowns in follow-up data.** Many countries lack capacity to track the situation of young people after leaving the YG or after a subsidised offer comes to an end – i.e. once they lose contact with the PES or other provider. Only six countries have data with less than 20% unknowns (Table 6) and of these only Denmark, Ireland, Italy have less than 10%. At the other extreme, there are six countries in which the situation is unknown for more than half of those leaving the YG in 2015.

This clearly means that follow-up indicators are of limited value for comparison between countries. Moreover, it is not practical to adjust the figures to compare results using only known situations because these cover different groups within the exits. For example, in some cases known situations refer only to people who are still in contact with the PES because they are still participating in an active measure or have returned to the unemployment register whilst in other cases known situations cover people on the PES unemployment register or on the social security register (because they are in paid employment) but not those in education, whilst others might know who is in education but not who is in employment, etc.

**Table 6 - Proportion of unknown situations in 6m follow-up data for 2015**

Unknowns (%)	Countries	Count
<20%	DK, IE, ES, IT, HU, AT,	6
20-40%	BE, EL, HR, LT, LU, MT, PT, SE	8
40-60%		-
60-80%	BG, PL, RO	3
>80%	CY, LV, SK,	3
100% (no follow-up data)	CZ, DE, EE, FR, NL, SI, FI, UK	8

Source: DG EMPL, YG monitoring database

Another issue that only impacts on more detailed analysis of the data is the lack of capacity to distinguish different types of offers (amongst known destinations). Typically, this affects apprenticeships and traineeships, which in some countries cannot be distinguished from employment or from continued education depending on the data sources available and/or how the system of education and training is organised. Such issues are identified in country fiches but the impact is that the comparability of breakdowns of exits and subsequent situations by type of offer is limited to some extent.

Other cases where the monitoring data available are not fully compliant with the specifications of the Indicator Framework, and therefore have a potential impact on the results and the comparability with other countries, include:

- **Czech Republic:** the current method of YG monitoring follows young people for 12 months after registration – monthly files follow the people registered in each month and record how many exit in each of the following months and, therefore, the remaining stock by duration. Young people that remain in the YG more than 12 months are therefore not counted in the data meaning that stocks and exits are understated compared to entrants and both the main and supplementary indicators will show better results than the reality (because people with duration of over 12 months are not included).
- **Czech Republic and Greece:** some young people participating in offers and counted as a positive exit may be included in the stock because the measures do not break the unemployment spell. Further, this group is not counted as re-entrants if they return to the YG (i.e. are unemployed again) after the end of the offer, which is usually labour market training of some form. In the Czech Republic a second exit (not necessarily positive) is also recorded when the unemployment spell finally ends but in Greece this is not the case. Note that countries such as Estonia and Slovenia have already encountered and tackled this issue in order to ensure that people taking up a quality offer but remaining registered unemployed are excluded from the stock and correctly recorded as a re-entrant should they return to unemployment. An exchange of experience might be helpful for the Czech Republic and Greece.
- **Spain:** young people remain on the YG register until they reach the age of 30. Exits to offers and subsequent re-entrants (where relevant) are now recorded correctly but the fact that no negative exit is possible (a person is not deregistered if they are unavailable to work or are not seeking work) means that 100% of exits are positive which creates a difference with other countries. Further, only subsidised offers are recorded – i.e. open market offers are not covered. In practice, this may not have a major impact on the results as in Spain all employers that take on a young person are automatically eligible for reductions/exemptions in the social contributions normally due so that effectively all jobs for young people are subsidised.
- **France:** the YG scheme is defined to last 18 months and any persons remaining on the PES jobseeker register after this time are automatically deregistered from the YG.
- **Romania:** follow-up data refer to the situation of all young people that have reached at least the relevant duration after exit on a single observation date. For example, the 6m follow-up observation was made at the end of 2015 and shows the situation of all those that exited in the year and who had reached at least 6 months after exit by that date. It means that the coverage is incomplete and that the actual duration after exit will vary.

## 6 Conclusions

Youth Guarantee (YG) schemes were launched in most Member States in January 2014, though a few started some months later and in Hungary the scheme launched only at the start of 2015. Indicators for monitoring of YG schemes at aggregate level in 2015 show that there has been a small improvement in the situation of young people over this time – the NEET rate for persons aged 15-24 across the EU has improved by 1 percentage point from 13.0% in 2013 to 12.0% in 2015. However, there is a mixed picture at national level and it is too early to be able to quantify what contribution the YG may have made.



Two full cycles of data collection for direct and follow-up monitoring of YG schemes have now been completed and the latest data collected for reference year 2015 show a distinct improvement in terms of the coverage, completion and quality of the data provided. Although national specificities and the relative importance of incomplete data (i.e. unknown destination of exits) still have to be taken into account when interpreting results, the indicators for direct monitoring are now considered to be broadly comparable between countries. Improvements are still needed, however, in follow-up data which are still missing for 8 countries and rather incomplete, with high proportions of young people not being tracked after exit, in many others. These data are crucial to understanding the impact of YG schemes and their improvement should be prioritised.

An overview of YG implementation at EU level, based on the results of both direct and follow-up monitoring indicators, show that YG schemes in general are still a long way from achieving the objective to provide all young people that are, or become, NEET a concrete offer of work or training within 4 months.

In terms of **delivery**, well over half of those registered in the YG at any point in time during 2015 (57.0%) had been waiting for an offer for more than 4 months (target 0%) and only four in ten of those leaving (40.3%) were known to have taken up an offer within the target period (target 100%). A further 23.5% of those leaving YG schemes in 2015 did get an offer, but only after longer spells of participation. In practice, the numbers leaving to take up an offer are liable to be understated due to a significant number of unknown destinations in some countries so this is an area where further improvement in the data is required.

The **coverage** of YG schemes is measured using instantaneous observations of the stock of participants currently registered in a YG scheme (administrative data) compared to the size of the NEET population (survey data). Although the results have to be considered indicative rather than definitive due to potential differences in definitions (which may vary between countries), the data show that YG schemes in 2015 covered less than one in four of all NEETs aged 15-24 across the EU (37.5%). Given that any young people successfully provided with an offer would no longer be NEET (at least for a while) the implication is that more than 60% of NEETs are not being reached. In some countries flows through the YG (in or out) exceed the average size of the NEET population in the year but there is no information available about the scale of flows in and out of NEET status to make any reliable assessment of what this means in terms of the extent to which NEETs are being reached by YG schemes. Indeed, this remains a significant gap in the knowledge about NEET populations in general.

The effectiveness of YG schemes will ultimately be reflected in the situation of young people as measured by the aggregate level indicators but can also be assessed in terms of the sustainability of positive **outcomes**. Results of follow-up monitoring for 2015 show that less than one in four (37.9%) of those exiting the YG in 2015 (and having reached 6 months after exit) were in work or training 6 months later. However, this result is heavily limited by high numbers of unknown situations and cannot, at this stage, be taken as a reliable indication of the situation. As noted above, improvement of the follow-up data is a real priority for future collections.

## Appendix

**Table 7 - YG monitoring data (age-group 15-24), main variables, 2014 and 2015**

*Note: Figures in red italics in 2014 are not comparable between years but are included in EU aggregates*

	2014			2015			Change 2014-2015 (%)		
	Stock	Entrants	Exits	Stock	Entrants	Exits	Stock	Entrants	Exits
<b>EU28</b>	2,471,694	6,839,339	5,621,660	2,473,516	5,566,040	5,429,834	0.1%	-18.6%	-3.4%
<b>BE</b>	<i>8,539</i>	<i>298,988</i>	<i>76,944</i>	111,720	192,215	241,543	:	:	:
<b>BG</b>	28,745	90,409	64,968	19,478	46,254	49,388	-32.2%	-48.8%	-24.0%
<b>CZ</b>	20,882	122,957	64,493	37,111	149,145	97,603	77.7%	21.3%	51.3%
<b>DK</b>	28,597	164,098	136,980	28,107	150,564	124,146	-1.7%	-8.2%	-9.4%
<b>DE</b>	316,224	1,140,603	837,306	316,536	830,762	831,644	0.1%	-27.2%	-0.7%
<b>EE</b>	3,311	17,320	14,134	3,413	14,188	13,968	3.1%	-18.1%	-1.2%
<b>IE</b>	46,200	60,200	60,600	37,400	54,600	55,200	-19.0%	-9.3%	-8.9%
<b>EL</b>	57,677	112,601	54,929	62,645	108,754	88,094	8.6%	-3.4%	60.4%
<b>ES</b>	15,523	23,801	8,274	74,631	138,562	43,042	380.8%	482.2%	420.2%
<b>FR</b>	763,314	1,159,827	1,197,836	715,303	1,082,215	1,184,648	-6.3%	-6.7%	-1.1%
<b>HR</b>	61,831	160,273	99,299	53,846	92,156	97,490	-12.9%	-42.5%	-1.8%
<b>IT</b>	31,326	91,629	21,544	133,619	269,456	181,103	326.5%	194.1%	740.6%
<b>CY</b>	5,038	21,228	10,531	2,951	11,215	11,816	-41.4%	-47.2%	12.2%
<b>LV</b>	5,089	18,160	12,271	5,936	17,251	18,535	16.6%	-5.0%	51.0%
<b>LT</b>	10,550	57,270	43,416	15,261	51,840	57,310	44.7%	-9.5%	32.0%
<b>LU</b>	998	2,836	1,403	1,276	3,858	3,991	27.8%	36.0%	184.5%
<b>HU</b>	<i>67,553</i>	<i>179,106</i>	<i>151,423</i>	3,271	34,190	29,622	:	:	:
<b>MT</b>	731	1,843	1,620	309	1,757	1,980	-57.7%	-4.7%	22.2%
<b>NL</b>	46,835	87,130	78,890	46,430	80,100	63,900	-0.9%	-8.1%	-19.0%
<b>AT</b>	62,636	234,514	230,987	64,759	229,078	228,721	3.4%	-2.3%	-1.0%
<b>PL</b>	358,649	1,087,684	785,750	291,691	646,133	709,186	-18.7%	-40.6%	-9.7%
<b>PT</b>	55,908	195,870	133,274	61,496	158,305	150,174	10.0%	-19.2%	12.7%



	2014			2015			Change 2014-2015 (%)		
	Stock	Entrants	Exits	Stock	Entrants	Exits	Stock	Entrants	Exits
<b>RO</b>	71,356	191,571	167,494	66,188	174,364	153,898	-7.2%	-9.0%	-8.1%
<b>SI</b>	12,116	28,323	17,884	9,719	17,017	16,801	-19.8%	-39.9%	-6.1%
<b>SK</b>	53,119	113,793	105,992	48,982	111,232	113,000	-7.8%	-2.3%	6.6%
<b>FI</b>	43,310	192,110	178,943	47,084	178,225	170,100	8.7%	-7.2%	-4.9%
<b>SE</b>	54,948	134,655	146,555	44,863	112,594	117,461	-18.4%	-16.4%	-19.9%
<b>UK</b>	240,690	850,540	917,920	169,490	610,010	575,470	-29.6%	-28.3%	-37.3%

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Notes:

- Data for 2014 cover less than 12 months due to late implementation of the YG scheme in Italy (May 2014), Spain, Luxembourg, and Malta (all July 2014).
- BE - data for 2014 cover the Walloon region only; data for 2015 cover the whole territory
- HU – the YG scheme started on 1 January 2015, data for 2014 refer to all young people registered as unemployed.

Figure 20 - Key indicators of YG implementation by country, 2015

**In YG beyond 4m target** - Main indicator for direct monitoring: Proportion of young people in the YG preparatory phase beyond the 4-month target (% annual average stock), target 0%.

**Timely & positive exits** - Supplementary indicator for direct monitoring: Positive and timely exits from the YG preparatory phase (% total exits), target 100%.

**NEET coverage indicator** - Supplementary indicator for direct monitoring: Average annual stock of young people in the YG preparatory phase / NEET population (annual average) (%), target 100%.

**Follow-up 6m (positive)** - Main indicator for follow-up monitoring: Situation of young people 6 months after exiting the YG preparatory phase (% total exits), target 100% positive.

[Please refer to country-specific notes about the data at the end of the figure]







Source: DG EMPL, YG monitoring database, data extracted 29 December 2016

**Notes:**

Data cover young people aged 15-24 except for EE (>99% of data), ES, FR, IT, RO (16-24) and IE, UK (18-24).

CZ, EL, EE, CY - stocks include participants in active measures that do not break the unemployment spell.

CZ – stock and exits exclude participants with duration of more than 12 months;

FI, UK – data by duration of participation refer to 3 months not 4.

NL – data for duration <4m estimated as 75% of duration <6m.

ES – young people remain registered in the YG until they leave NEET status so only positive exits are possible

CZ, DE, EE, FR, NL, SI, FI, UK – follow-up data not available.

Other limitations in follow-up data: BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV – data cover only two of the ten measures implemented within the context of the YG; LU – positive situations exclude education; RO - data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK - known situations cover only people still in contact with the PES (unemployed or in an active measure).

**Table 8 - Direct main: proportion of young people in the YG for more than 4 months, 2015 (% stock)**

	Total (15-24)	Men	Women	15-19	20-24	25-29
<b>EU average</b>	46.8	46.0	47.4	43.9	48.1	47.4
<b>EU28</b>	58.1	57.0	59.3	60.8	57.0	58.3
BE	42.3	43.5	40.8	37.8	43.2	-
BG	54.3	55.6	53.1	51.8	54.8	58.5
CZ	47.3	46.7	48.0	46.3	47.7	50.7
DK	36.2	33.9	38.5	40.7	35.3	-
DE	49.5	48.8	50.4	49.3	49.5	60.9
EE	23.1	20.5	25.8	21.6	23.5	28.9
IE	64.2	65.2	62.5	56.5	66.4	-
EL	55.5	52.4	57.8	64.7	54.0	-
ES	47.5	48.2	46.6	44.4	48.5	15.9
FR	75.6	75.3	75.9	79.1	73.6	-
HR	56.5	56.1	56.8	58.6	55.3	57.8
IT	52.0	52.8	50.9	51.9	52.0	53.4
CY	33.7	32.7	34.6	24.9	34.3	-
LV	38.7	33.5	42.7	31.7	39.6	48.2
LT	35.7	32.5	39.2	31.6	36.4	43.7
LU	29.2	27.7	30.9	23.4	30.7	-
HU	19.1	19.6	18.5	20.0	18.8	-
MT	26.9	30.2	22.3	18.1	59.1	14.3
NL	57.4	54.6	60.2	:	:	-
AT	33.1	32.6	33.7	28.6	34.8	-
PL	56.0	49.6	61.3	53.4	56.6	-
PT	46.1	44.6	47.4	44.4	46.6	52.2
RO	72.6	72.7	72.5	70.9	74.0	69.7
SI	56.8	55.2	58.7	50.0	58.2	65.9
SK	61.6	62.2	60.8	65.4	60.3	68.5
FI	46.2	47.4	44.3	33.7	49.4	60.7
SE	43.9	43.7	44.2	45.8	43.1	-
UK	49.2	49.5	48.5	41.3	52.0	57.0

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data cover young people aged 15-24 except for EE (>99% of data), ES, FR, IT, RO (16-24) and IE, UK (18-24). CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell; CZ - data exclude participants with duration of more than 12 months; NL - data estimated as 75% of those with duration <6m; UK & FI - data refer to duration >3 months rather than 4.

**Table 9 - Direct supplementary: timely and positive exits from the YG, 2015 (% exits)**

	Total (15-24)	Men	Women	15-19	20-24	25-29
<b>EU average</b>	46.7	46.1	47.4	45.3	46.8	53.1
<b>EU28</b>	40.3	39.5	41.4	36.3	43.2	44.1
BE	44.3	42.3	46.4	49.1	43.3	-
BG	35.9	35.1	36.7	32.7	36.7	33.3
CZ	61.5	60.1	63.1	54.8	63.5	68.2
DK	75.1	76.8	73.3	80.6	74.0	-
DE	49.8	51.0	48.2	45.5	51.1	46.6
EE	55.3	54.7	56.2	49.2	57.0	56.3
IE	38.2	35.7	41.7	35.9	38.8	-
EL	27.7	27.0	28.3	28.0	27.6	-
ES	74.3	73.4	75.6	76.4	73.8	97.3
FR	24.3	23.0	25.7	18.2	27.2	-
HR	32.7	32.6	32.9	29.7	34.2	37.7
IT	72.6	71.8	73.5	74.3	71.9	68.9
CY	13.4	10.8	15.5	8.0	13.9	-
LV	43.1	45.0	41.3	50.8	41.6	33.3
LT	42.6	42.4	42.8	37.4	43.6	40.9
LU	33.5	31.8	35.9	26.7	35.6	-
HU	94.2	94.0	94.5	93.1	94.5	-
MT	73.8	71.6	76.9	82.9	45.7	69.5
NL	37.8	40.2	35.3	:	:	-
AT	49.7	49.1	50.6	50.5	49.3	-
PL	43.2	39.9	46.7	38.3	44.3	100.0
PT	43.3	43.7	42.9	38.7	44.7	45.1
RO	47.8	48.0	47.5	40.9	54.6	53.6
SI	37.8	41.8	32.4	32.5	39.0	40.3
SK	41.4	40.1	42.8	37.8	42.4	40.7
FI	49.0	44.9	54.3	51.6	48.1	45.5
SE	43.2	42.8	43.8	39.8	44.7	-
UK	22.2	21.8	23.0	19.8	23.1	25.5

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: BE – results understated as some exits to employment are recorded as unknown; ES – young people remain registered in the YG until they leave NEET status so only positive exits are possible (i.e. negative and unknown destinations are not possible); CZ – data exclude those leaving after more than 12 months in the YG; NL – data estimated as 75% of those exiting within 6 months; FI & UK – data refer to exits within 3 months rather than 4.



**Table 10 - Direct supplementary: NEET coverage, 2015 (% NEET population)**

	Total (15-24)	Men	Women	15-19	20-24	25-29
<b>EU average</b>	41.9	44.7	39.7	42.1	41.8	31.6
<b>EU28</b>	37.5	40.3	34.7	40.4	35.5	18.6
BE	69.5	70.4	69.1	49.7	76.2	-
BG	14.3	14.4	14.3	7.6	17.3	21.3
CZ	46.4	64.7	35.7	66.1	42.7	20.5
DK	62.7	59.5	66.1	50.8	65.9	-
DE	60.9	78.2	47.1	65.0	60.1	59.2
EE	23.3	28.6	19.1	24.2	22.9	22.4
IE	50.5	57.8	41.8	30.2	62.8	-
EL	33.9	29.2	38.7	18.6	39.1	-
ES	10.7	10.9	10.3	9.2	11.2	1.8
FR	80.5	80.5	79.6	106.2	70.7	-
HR	59.9	52.6	70.3	63.4	58.1	57.5
IT	10.5	11.1	10.0	12.9	9.7	7.3
CY	19.8	18.3	21.1	5.0	23.9	-
LV	28.1	26.6	29.2	25.5	28.4	31.4
LT	44.9	46.2	43.6	44.8	44.9	48.2
LU	31.1	31.6	31.1	24.2	33.9	-
HU	2.6	3.1	2.2	2.9	2.5	-
MT	5.6	6.9	4.6	9.1	2.3	0.2
NL	48.2	48.7	48.8	:	:	-
AT	88.7	101.0	75.6	84.7	89.3	-
PL	63.3	54.7	72.8	89.6	59.5	0.0
PT	49.4	48.6	50.1	50.9	49.0	50.0
RO	16.7	23.0	12.0	29.7	10.4	10.1
SI	50.2	50.8	49.4	40.2	52.8	88.8
SK	54.2	60.2	48.1	62.8	51.8	32.5
FI	71.2	80.1	61.5	69.7	71.8	70.4
SE	56.2	64.8	46.4	73.7	50.7	-
UK	19.9	28.6	13.0	19.6	20.1	15.9

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: NEET population covers 15-24 age-group in all cases. YG data in some cases cover less: 16-24 in EE (>99% of data), ES, FR, IT & RO; 18-24 in IE & UK. CZ, EL, EE, CY - data include participants in active measures that do not break the unemployment spell; CZ - data exclude participants with duration of more than 12 months; NL - data estimated as 75% of those with duration <6m; UK & FI - data refer to duration >3 months rather than 4.

**Table 11 – Follow-up main: proportion of young people known to be in a positive situation 6 months after exit from the YG, 2015 (% exits)**

	Total (15-24)	Men	Women	15-19	20-24	25-29
<b>EU average</b>	40.2	39.2	41.2	36.9	40.2	42.6
<b>EU28</b>	35.5	34.8	36.2	34.9	35.6	43.4
BE	41.8	41.3	42.2	42.8	41.6	-
BG	23.4	20.8	26.0	22.8	23.5	17.3
CZ	:	:	:	:	:	:
DK	49.9	51.4	48.1	52.0	49.4	-
DE	:	:	:	:	:	:
EE	:	:	:	:	:	:
IE	71.4	71.4	70.9	68.0	71.9	-
EL	43.7	40.9	46.2	37.3	44.9	-
ES	37.7	38.6	36.5	36.2	38.1	35.1
FR	:	:	:	:	:	-
HR	56.0	56.5	55.4	49.7	59.0	65.8
IT	64.1	62.2	66.5	63.2	64.5	67.4
CY	14.7	13.7	15.5	10.4	15.1	-
LV	1.6	1.5	1.7	1.5	1.7	0.6
LT	46.0	42.9	50.1	33.7	48.4	49.3
LU	61.3	60.0	63.2	42.9	67.0	-
HU	30.4	30.5	30.3	26.0	31.7	-
MT	68.6	64.6	74.1	76.4	44.5	47.6
NL	:	:	:	:	:	-
AT	62.8	61.9	64.0	61.5	63.4	-
PL	13.5	10.6	16.6	14.6	13.2	99.6
PT	45.4	44.9	45.9	36.8	47.9	49.5
RO	19.7	19.9	19.5	12.3	27.1	32.4
SI	:	:	:	:	:	:
SK	4.3	3.9	4.8	5.2	4.0	4.1
FI	:	:	:	:	:	:
SE	46.7	47.0	46.1	44.2	47.7	-
UK	:	:	:	:	:	:

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: no data available in CZ, DE, EE, FR, NL, SI, FI, UK. In many other countries results are liable to be understated due to significant proportions of unknown situations (see Table 12).

**Table 12 – Situation of young people (aged 15-24) 6 months after exit from the YG, 2015 (% exits)**

	Positive	Negative	Not applicable	Unknown	Adjusted positive (excl. not applicable)
<b>EU average</b>	40.2	14.3	9.9	35.6	45.1
<b>EU28</b>	35.5	16.9	6.6	41.1	37.9
BE	41.8	22.5	17.0	18.7	50.3
BG	23.4	0.2	1.8	74.6	23.8
CZ	:	:	:	:	:
DK	49.9	16.3	27.4	6.4	68.7
DE	:	:	:	:	:
EE	:	:	:	:	:
IE	71.4	20.8	0.0	7.8	71.4
EL	43.7	23.1	0.0	33.2	43.7
ES	37.7	46.9	15.4	0.0	44.5
FR	:	:	:	:	:
HR	56.0	15.4	10.5	18.1	62.6
IT	64.1	20.5	7.7	7.6	69.5
CY	14.7	3.9	0.0	81.4	14.7
LV	1.6	0.0	35.7	62.6	2.5
LT	46.0	10.6	8.2	35.2	50.2
LU	61.3	10.4	0.0	28.3	61.3
HU	30.4	6.6	55.7	7.3	68.6
MT	68.6	7.8	0.0	23.6	68.6
NL	:	:	:	:	:
AT	62.8	17.4	0.0	19.8	62.8
PL	13.5	18.8	0.0	67.7	13.5
PT	45.4	10.5	16.9	27.3	54.6
RO	19.7	0.8	0.0	79.4	19.7
SI	:	:	:	:	:
SK	4.3	14.0	2.2	79.5	4.4
FI	:	:	:	:	:
SE	46.7	19.8	0.0	33.5	46.7
UK	:	:	:	:	:

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: no data available in CZ, DE, EE, FR, NL, SI, FI, UK. BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV – data cover only two of the ten measures implemented within the context of the YG; LU – positive situations exclude education; RO – data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK – known situations cover only people still in contact with the PES (unemployed or in an active measure).

**Table 13 - Proportion of young people leaving the YG in 2015 and known to be in a positive situation 6 months after exit in total and by type of offer (% exits, excluding not applicable situations)**

	Total	Employment	Education	Apprenticeship	Traineeship
<b>EU average</b>	45.1	56.0	54.9	61.5	61.6
<b>EU20</b>	37.9	43.2	56.7	57.7	61.7
<b>BE</b>	50.3	66.5	55.9	77.7	65.5
<b>BG</b>	23.8	46.8	-	39.9	58.8
<b>CZ</b>	:	:	:	:	:
<b>DK</b>	68.7	73.6	71.0	100.0	-
<b>DE</b>	:	:	:	:	:
<b>EE</b>	:	:	:	:	:
<b>IE</b>	71.4	71.1	91.9	-	80.2
<b>EL</b>	43.7	60.7	-	100.0	76.2
<b>ES</b>	44.5	46.1	36.6	92.0	79.2
<b>FR</b>	:	:	:	:	:
<b>HR</b>	62.6	73.3	84.5	-	98.3
<b>IT</b>	69.5	49.8	47.4	50.2	85.7
<b>CY</b>	14.7	67.4	-	-	27.1
<b>LV</b>	2.5	3.4	7.9	-	-
<b>LT</b>	50.2	69.3	74.7	-	59.3
<b>LU</b>	61.3	84.0	23.6	100.0	73.5
<b>HU</b>	68.6	71.5	64.9	-	-
<b>MT</b>	68.6	71.8	89.9	-	38.5
<b>NL</b>	:	:	:	:	:
<b>AT</b>	62.8	78.5	70.1	84.9	-
<b>PL</b>	13.5	10.0	95.4	29.4	39.6
<b>PT</b>	54.6	76.2	58.8	44.8	93.9
<b>RO</b>	19.7	30.7	0.3	-	-
<b>SI</b>	:	:	:	:	:
<b>SK</b>	4.4	3.7	5.0	15.0	10.5
<b>FI</b>	:	:	:	:	:
<b>SE</b>	46.7	66.3	54.8	4.2	37.0
<b>UK</b>	:	:	:	:	:

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data for the total and for each type of offer are adjusted to exclude people that have not yet reached the observation point (situation not applicable). BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LV – data cover only two of the ten measures implemented within the context of the YG; LU – positive situations exclude education; RO – data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of reference year); SK – known situations cover only people still in contact with the PES (unemployed or in an active measure).

**Table 14 - Proportion of young people leaving the YG in 2014 and known to be in a positive situation 12 months after exit in total and by type of offer (% exits, excluding not applicable situations)**

	Total	Employment	Education	Apprenticeship	Traineeship
<b>EU average</b>	47.0	60.6	56.0	71.6	54.2
<b>EU16</b>	36.9	43.8	63.3	63.1	54.0
<b>BE</b>	:	:	:	:	:
<b>BG</b>	18.5	37.0	41.4	55.8	53.9
<b>CZ</b>	:	:	:	:	:
<b>DK</b>	67.4	73.0	67.3	100.0	-
<b>DE</b>	:	:	:	:	:
<b>EE</b>	:	:	:	:	:
<b>IE</b>	65.2	70.7	50.0	-	64.4
<b>EL</b>	44.0	58.2	-	100.0	29.3
<b>ES</b>	44.7	39.9	45.8	49.8	79.4
<b>FR</b>	:	:	:	:	:
<b>HR</b>	60.2	76.9	78.0	-	68.1
<b>IT</b>	38.4	45.0	37.8	69.9	32.5
<b>CY</b>	18.4	66.0	-	-	32.9
<b>LV</b>	:	:	:	:	:
<b>LT</b>	42.5	57.2	70.0	-	-
<b>LU</b>	61.9	79.2	34.8	91.3	73.0
<b>HU</b>	:	:	:	:	:
<b>MT</b>	74.2	83.8	83.0	-	-
<b>NL</b>	:	:	:	:	:
<b>AT</b>	62.8	72.9	68.3	80.5	-
<b>PL</b>	14.4	12.3	92.5	31.5	32.0
<b>PT</b>	54.9	73.2	48.0	65.4	79.6
<b>RO</b>	29.6	47.7	7.1	-	-
<b>SI</b>	:	:	:	:	:
<b>SK</b>	:	:	:	:	:
<b>FI</b>	:	:	:	:	:
<b>SE</b>	54.9	75.9	59.4	-	50.8
<b>UK</b>	:	:	:	:	:

Source: DG EMPL, YG monitoring database, data extracted 16 December 2016

Note: data for the total and for each type of offer are adjusted to exclude people that have not yet reached the observation point (situation not applicable). BG – known situations cover only participants taking up subsidised offers or re-entering the regular education/training system; LU – positive situations exclude education; RO – data refer to the situation of all persons that had reached at least 6 months after exit on a fixed date of observation (end of year).