



Youth Guarantee country by country

Italy
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Introduction and context

The [Youth Guarantee](#) has become a reality across the EU. It has facilitated structural reforms and innovation in policy design across EU Member States.

This document provides extracts from official Commission documents on the implementation of the Youth Guarantee in Italy. It contains extracts from:

- The country report drawn by the Commission for Italy in the context of the [European Semester](#);
- The conclusions of the thematic multilateral surveillance review of the [Employment Committee \(EMCO\)](#).
- Results from the data collection on Youth Guarantee schemes.

A section at the end of the document is devoted to the assessments made by the Commission and EMCO the previous year.

Italy presented a [Youth Guarantee Implementation Plan](#) on 23 December 2013. A progress note was sent in September 2015.

Italy is eligible for the [Youth Employment Initiative](#).

Commission's assessment

From the 2020 country report (EN - IT):

“Despite the economic slowdown, labour market conditions continued to improve in 2019. In 2019, employment grew for the sixth consecutive year and the employment rate reached 63.8% in Q3-2019. This is the highest rate ever recorded but still significantly below the EU average (74.1%). Employment growth was entirely driven by employees, while self-employment continued to decline. [...] The unemployment rate fell below 10% in 2019, but participation in the labour market remains low. Youth unemployment (ages 15-24) remains among the highest in the EU but continued to fall (28.3%) in Q3-2019, down from 31.9% a year earlier).

“The unemployment rate remains high, although declining, and policies to raise labour market participation are yet to be fully implemented. Slow economic growth, low average educational attainment, skill mismatches, and low activity rates, especially among women, limit employment growth. Youth unemployment remains extremely high.”

“In the first 9 months of 2019, employment grew despite an almost stagnating economy. [...] Youth unemployment is slowly falling (28.3% in Q3-2019) but remains one of the highest in the EU, as does the number of young people not in employment, education or training (19.2% in 2018).”

“Employment continued to increase in 2019, but the unemployment rate remains high. Unemployment dropped below 10 %, amid a shrinking labour force and persistently high inactivity rates. Youth unemployment also trended downwards but, at a rate of 28.3% in the third quarter of 2019, remained among the highest in the EU.”

“Stepping up efforts to tackle youth unemployment remains crucial. The rate of young people not in employment, education or training (NEET) remains one of the highest in the EU (19.2% in 2018 versus. an EU average of 10.5%). NEETs registered in the Youth Guarantee (YG) scheme amount to more than 1.5 million persons (42.1% of which in the South), and about 1.2 million have been taken care of by public employment services (PES). Around 60% of the selected NEETs completed at least one of the YG measures, with an average placement rate of 54.9%. Cases with a more difficult profile are more frequent in the South (63.9%, against 40.3% in the North). While apprenticeships could be further developed, traineeships are the most implemented measure. Close monitoring could help to minimise the risk of misuses as an alternative to employment contracts. A new measure (Plan 1D) for outreach and activation for the most vulnerable young people has been recently introduced. Fiscal hiring incentives for young people (such as the Incentivo Occupazione NEET) are being extensively used, but their effectiveness and efficiency has not yet been evaluated. More can be done to tap into the potential of apprenticeships. Overall, EU funds help tackling youth unemployment, especially in the South, with more than €1.8 billion allocated to Italy.”

“The Social Scoreboard supporting the European Pillar of Social Rights points to many employment and social challenges in Italy. While improving, labour market conditions remain difficult. The unemployment rate is still high and employment and activity rates remain very low, especially for women. Young people and long-term unemployed face particular difficulties.”

"Bringing young people into the labour market remains a major challenge. Youth unemployment, at 29.1% in Q3 2019, is one of the highest in the EU. Inactivity and high school drop-out rates are also a matter of concern. The rate of young people not in education, employment or training (NEET), at close to 20%, is the highest in the EU, and the share of early leavers from education and training increased to 14.5% in 2018. Highskilled young people also face challenges, as the employment rate of tertiary graduates remains low. Limited employment prospects are leading a growing number of graduates to emigrate abroad or from the Mezzogiorno to the northern and central regions. Fiscal incentives to hire young people are being extensively used, but their effectiveness and efficiency has not been yet sufficiently evaluated."

"Actions taken through the Youth Guarantee can help to improve the labour market conditions of young people. More than 1.5 million young NEETs registered in the Youth Guarantee (YG) scheme. By the end of 2019, about 1.2 million were referred to the services. Around 60% of them completed a YG pathway, with an average placement rate of 55.5%. Personal services are being developed and individualised, thanks to a strong profiling methodology. In terms of outcomes, large disparities persist between the North and the South, where caseloads with difficult profiles are more frequent. Outreach remains a challenge, but the introduction of a new measure to reach out to the most vulnerable young people looks promising. While apprenticeships could be further developed, traineeships are the measure most implemented. Close monitoring could help to minimise the risk of traineeships being misused as an alternative to employment contracts."

For further youth-related matters please refer to the country report.

EMCO's assessment

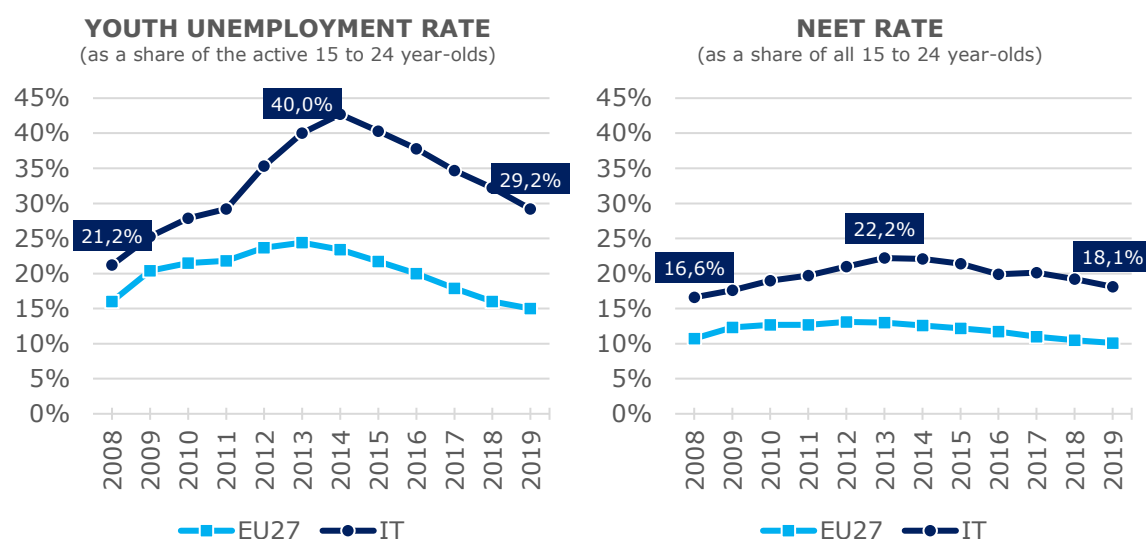
Conclusions of the Employment Committee's multilateral surveillance review on the implementation of the Youth Guarantee, October 2019:

Italy is advancing in the implementation of the Youth Guarantee scheme, which is comprehensive and based on a partnership strategy, combined with a strong profiling methodology providing for a personalised approach and individual pathways. Still, levels of unemployed youth and NEET rates are the highest in the EU, and large disparities across the northern and southern regions persist. In terms of outreach, which still is a challenge, the new measure devoted to outreach and activation of the most vulnerable youth (Plan 1D) has been introduced and looks promising. Awareness-raising and campaigns, the setup of a dedicated webpage, and the use of public media to disseminate best practices and available measures also appear promising in increasing the scope of the project: they go beyond youth themselves, as the families of youth can also be targeted by these activities, and this might improve registration and the uptake of measures. Personal services are well developed thanks to a strong profiling methodology, and result in individual pathways. Challenges include the fact that implementation may suffer from the high complexity of the system, and possible difficulties managing the large number of projects on a local and regional level. In this context, PES capacity needs to be strengthened and a national strategy might be needed. Regarding traineeships, Italy has specific traineeship legislation, and the most recent guidelines for traineeship quality should further help address the risk of renewal and substitution effects.

As regards the CSR, Italy is making progress in terms of youth employment policies, but results in terms of the impact on outcomes are still missing. The recently introduced 1D measure looks promising, but time is needed to see whether it will be effective in practice

Youth Guarantee monitoring – Key data

1. Main trends in young people's labour market performance



Source: Eurostat, LFS (une_rt_a, edat_lfse_20)

2. Youth Guarantee delivery

The Youth Guarantee (YG) scheme in Italy was launched in May 2014. Since mid-2017 it has been co-ordinated and managed by the National Agency for Active Labour Policies (ANPAL), in conjunction with the regions coordinating the public employment services (PES) at local level. ANPAL is also the Managing Authority of the YEI Operational Programme and is responsible for the national YG database, which brings together data collected by the PES at local level.

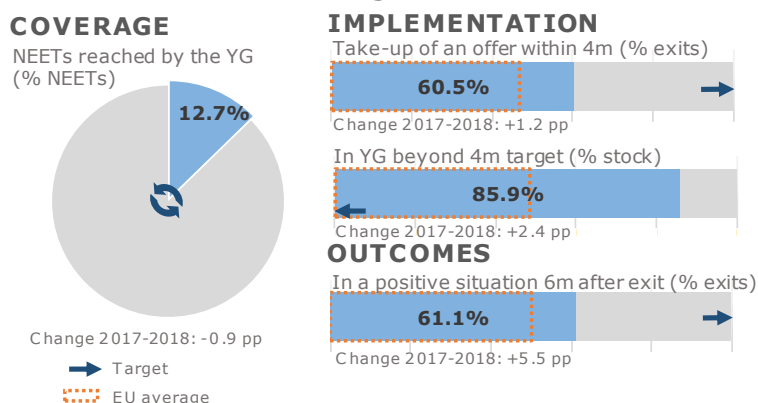
A dedicated website for the YG in Italy allows young people not already registered with the PES to sign up to the YG scheme. Young people registered with the PES but who have not registered in the YG may still receive offers or benefit from national or regional measures but are not included in the YG monitoring data.

Young people registered with the PES but who have not registered in the YG may still receive offers or benefit from national or regional measures, but they are not included in the YG monitoring data.

Further information can be found both in the [Youth Guarantee Implementation Plan](#) and the [YG website](#)¹.

¹ www.garanziaiovani.gov.it/

YG monitoring data 2017-18



Source: DG EMPL, YG monitoring database, data extracted 09 December 2019.
NEETs data were extracted from Eurostat, Labour Force Survey on 21 June 2019.

Three in five (60.5%) of those leaving the Italian YG scheme in 2018 took up an offer within 4 months of registration. At the same time, more than eight in ten (85.9%) of those registered in the scheme at any time during the year had been waiting for an offer for more than 4 months, a small change of +2.4 pp from 2017. The implication is that although the scheme is quite effective in delivering timely offers to those that newly register, young people that do not receive an offer within 4 months risk being left for long periods without one. Indeed, the latest data show that more than two thirds (69.8%) of those registered in the Italian YG at any point in 2018 had been waiting for an offer for more than a year compared to the EU average of 19.2%. This should be of some concern and suggests a need to review the delivery model and/or the data recording.

Coverage of the NEET population remains low (12.7%) and has declined slightly compared to previous years (13.6% in 2017 and 14.1% in 2016). The result is known to be understated because some re-entrants are currently not counted in the data. Registration to the Italian YG is voluntary through an online portal. Young people registered with the PES but not in the YG may still receive an offer or benefit from national or regional measures but are not covered by the data, so not all efforts are reflected in these results.

Over three-fifths (61.1%) of those leaving the scheme in 2018 were known to be in a positive situation 6 months afterwards. The proportion is however understated because certain positive situations (e.g. non-subsidised education and self-employment initiated without public support) cannot be monitored.

Longer-term follow-up data for those leaving in 2017 show the proportion known to be in positive situation falls significantly 12 and 18 months after exit (38.6%, and 30.2% respectively for participants leaving the YG in 2017). This decline at least partly reflects the end of offers recorded in the 6-month situation and increased numbers in an unknown situation.

Previous year

From the 2019 country report (EN - IT):

"Employment growth has been associated with a rising labour force. Past reforms that raised the effective retirement age increased labour supply, which was partly dampened by a shrinking working-age population. ... Inactivity remains pervasive among women, the low-skilled and the young."

"Youth unemployment (15-24) remains extremely high at 32.0 %. Moreover, the share of young people (15-24) neither in employment nor in education or training increased to 20.1 % in 2017 and remained the highest in the EU."

"Italy faces challenges on many indicators of the Social Scoreboard supporting the European Pillar of Social Rights. Labour market conditions are only slowly improving and the persistently high unemployment had a strong impact on the social situation. Youth unemployment, as well as the NEET rate, remain among the highest in the EU. ... Access to social housing is almost precluded to younger generations, since occupants tend to remain in social housing for their entire lives."

"The Youth Guarantee scheme is supporting an increasing number of young people. Since its launch in 2014, 1.4 million young people have registered, out of which 53% have received support through activation measures. However, large discrepancies persist across regions, with 45 % of the young covered by the scheme in the South compared to 71.1 % in the North-West. Traineeships are by far the most common provided measure. Their potential substitution effects and their impact on labour market segmentation should be further monitored. The share of young people neither in employment, education or training covered is still low (14.1 %), but new outreach measures are being rolled out, including a better linkage with social assistance beneficiaries, e.g. people with disabilities. The share of young people in the programme who have not received any offer for more than 4 months remains high (83 %). The European Social Fund supports the roll-out of new measures addressed to young people, with a particular emphasis on southern regions."

"The migration balance, although positive, is not compensating the natural balance loss. 2018, inflows amounted to around 349 000 (+1.7 % compared to 2017), while the number of residents leaving the country further increased from very high levels (around 160 000. 3.1 % more than in 2017). The latter includes a large number of highskilled young Italians moving to other EU countries. In 2016, the number of Italian graduates leaving the country increased by 9 % compared to 2015. The draft budget Law 2019 focuses on reattracting emigrated highly skilled students to Italy [to be updated/integrated on brain drain]. However, the structural challenges pushing graduates to emigrate remain unaddressed."

"EU funds are being used to address policy challenges identified in the 2018 CSRs. As regards labour market participation, the ESF supports the reform of active labour market policies, in particular by strengthening the public employment services, as well as the implementation of the youth Guarantee scheme. By November 2018, more than 1.4 million young people had registered in the programme and 1.1 million had been taken in charge; about 56% of them have benefited from an active policy measure."

"The skill mismatch is exacerbated by the high youth unemployment, among the highest in the EU, which has a longterm negative impact on skills formation and future employability of young people."

For further youth-related matters please refer to the country report.

Links to further information

Youth Guarantee Knowledge Centre – Including promising examples from Italy

<http://ec.europa.eu/social/main.jsp?catId=1327&langId=en>

Youth Guarantee Implementation Plan

<https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=2ahUKEwjfhvO0vqXjAhWJIIAKHSssBo8QFjAAegQIABAC&url=http%3A%2F%2Fwww.garanzigiovani.gov.it%2FDocumentazione%2FDocuments%2FItalian-Youth-Guarantee-Implementation-Plan.pdf&usg=AOvVaw0H5i-xSbboVMUBOYZ8a7li>

Where to register for the Youth Guarantee?

<http://ec.europa.eu/social/main.jsp?catId=1218&langId=en>

National Youth Guarantee Website

www.garanzigiovani.gov.it/

Youth Wiki Italy

<https://eacea.ec.europa.eu/national-policies/en/youthwiki>