



# Youth Guarantee country by country

*Spain*  
*May 2018*

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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 Spain. It contains extracts from:

- The country report drawn by the Commission for Spain 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 assessment made by the Commission the previous year.

Spain presented a [Youth Guarantee Implementation Plan](#) in December 2013.

Spain is eligible for the Youth Employment Initiative.

## Commission's assessment

From the 2018 country report (EN - ES):

**"Employment continued to grow at a robust pace and unemployment further fell rapidly, but is still very high.** The strength of the labour market recovery is partly due to the impact of the past reforms and wage moderation. Both helped to increase the responsiveness of employment to economic growth. However, the unemployment rate remains among the highest in the EU. This is especially true for young people, implying a considerable untapped skills potential. Almost half of the unemployed have been jobless for more than a year. Spain is stepping up activation policies targeting the long-term unemployed, young people, and older workers. Nevertheless, their effectiveness largely depends on regional public employment services' capacity and coordination with employers and social services, which is only slowly improving. "

**"A number of policy initiatives aim at enhancing labour activation and insertion of young people.** The share of young people neither in employment, nor in education or training is decreasing (from 18.6 % in 2013 to 14.6 % in 2016) but remains high. Following the reform adopted in December 2016 and increased outreach efforts, the number of newly registered young people in the Youth Guarantee continues to increase, particularly for those 25-30 years old (around 1 million in December 2017). Moreover, the share of young beneficiaries still in employment six months after leaving the Youth Guarantee has increased significantly from 38 % in 2015 to 51 % in 2016. The increase is partly explained by an improved statistical tracking of former beneficiaries. <sup>(21)</sup> However, implementation challenges remain, including reaching the most vulnerable young NEETs, limited capacity of the Public Employment Services (PES) to ensure delivery of personalised action plans and quality offers matching the beneficiaries' profiles. Moreover, the existing partnerships with education and training providers have not yet allowed an effective up-skilling of part of the young people registered in the Youth Guarantee."

**"Digital skills training for young unemployed is key to improve their labour market access.** In order to match the demand for specialists in digital technologies, the Government (through the public entity red.es) has launched a grant program to promote training and employment of young people in the Digital Economy called "Profesionales digitales" (Ministry of Energy, Tourism and Digital Agenda, 2017)."

**"Enrolment in vocational education and training (VET) has decreased slightly** from 35.2 % in 2014 to 34.8 in 2016. By contrast, adult participation rate in learning has decreased from 11.4 % in 2013 to 9.4 % in 2016 below the EU average of 10.8%. Spain completed the reorganization of the "training for employment" subsystem (subsistema de formación para el empleo) in July 2017 and plans to improve the evaluation and validation of professional skills, including those in the education sector."

**"A high level of labour market segmentation and long-term unemployment act as a drag on potential growth.** The youth unemployment rate has progressively decreased (from 53 % in 2014 to 37.5 % in Q4-2017), and so has the long-term unemployment rate (from 12.9 % in 2014 to 7.1 % in Q3-2017). However, both rates continue to be among the highest in the EU, suggesting that unemployment has become entrenched at least for some among these groups."

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

## EMCO's assessment

### Conclusions of the Employment Committee's multilateral surveillance review on youth employment, January 2018:

*There have been improvements in the labour market situation for young people in Spain, however the LTU and early school leaving rates remain high but decreasing. Spain has stepped up efforts to involve stakeholders and coordinate with the regions. It has also increased its outreach to NEETs, even if more needs to be done to reach the most vulnerable.*

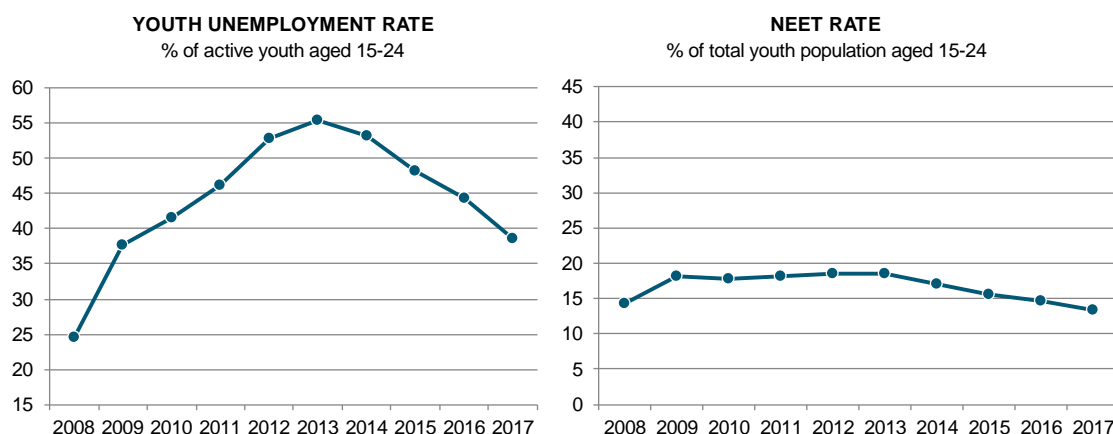
*The profiling and job matching systems have been improved. PES capacity may need to be reinforced to ensure the delivery of more personalised pathways. The quality of the offers is not homogeneous, and the coordination between regions remains a challenge.*

*Coordination with educational institutions and social services could be further strengthened.*

*Overall there has been good progress in implementing the YG, but work needs to continue.*

## Youth Guarantee monitoring – Key data<sup>1</sup>

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



Source: Eurostat, LFS (une\_rt\_a, lfsi\_neet\_a)

<sup>1</sup> The information below is taken from the country fiche related to the Youth Guarantee Data collection (full results can be found on <http://ec.europa.eu/social/main.jsp?catId=1143&langId=en#YGIF>).

## 2. Youth Guarantee delivery

The Youth Guarantee scheme in Spain was developed in line with the Entrepreneurship and Youth Employment Strategy, approved in February 2013. The [Youth Guarantee Implementation Plan](#) was presented on 19 December 2013, and the scheme started in July 2014.

During 2016, the Department of Self-Employment, Social Economy and Corporate Social Responsibility of the Ministry of Employment and Social Security was responsible for the implementation of the YG and for coordinating partnerships across different levels and sectors. From July 2017, this responsibility was transferred to the Spanish PES. In line with the regional competences model in Spain, the Autonomous Communities (regions) also have a key role in the implementation and management of the YG.

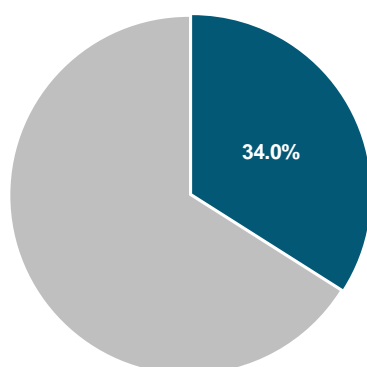
In 2014, the YG in Spain was available to all individuals aged between 16 and 25, and to persons aged under 30 who have more than 33% of disability. In 2015, the age limit was changed to under 30 for all participants. There is no distinction in terms of eligibility between NEETs that have registered as unemployed with the PES and those who have not. An [online platform](#) in a dedicated section of the website of the Ministry of Employment and Social Security allows participants, as well as employers, to sign up for the YG scheme. Participants in some regions can also register in the YG through the PES using paper questionnaires.

An additional registration process has been developed with the cooperation of entities and partners from the third sector, youth Authorities, Chambers of Commerce and the regional PES as an outreach measure to activate young people.

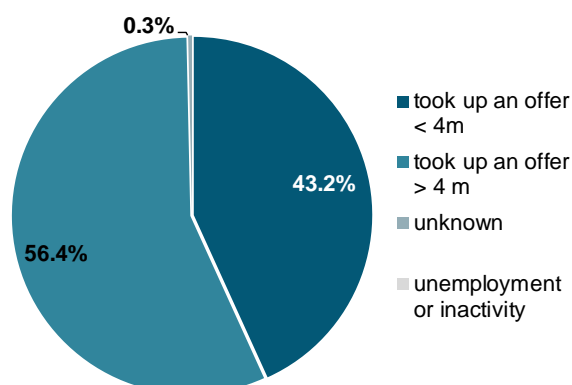
Further information can be found both in the national [implementation plan](#) and [dedicated website](#).

### YG monitoring data 2016

Proportion of NEETs covered by the YG, 2016  
% NEET population aged 15-24



Out of all young people that exited the YG in 2016...



Source: DG EMPL, YG monitoring database2016

Young people remain registered in the YG until they reach the age of 30, even if not available for work, so that no negative exits can occur. This results in a cumulative growth of stocks over time.

Just over four in ten of offers are delivered within the 4-month target (43.2%), two-thirds of which (64.9%) are to employment.

More than a third (34.0%) of the NEET population was covered by the Spanish YG scheme during 2016, more than three times the proportion covered in 2015 (10.7%), an improvement that reflects the progressive roll out of the programme and the retrospective registration of participants.

### **Additional information**

More than half (51.3%) of those leaving the YG in 2016 were known to be in positive situation 6 months after exit. Long term follow-up data from 2015 show that these outcomes are maintained over time or slightly improved.

On average in 2016, nearly three-quarters (73.4%) of young people aged 15-24 were still in the YG preparatory phase beyond the 4-month target. This high proportion is partly expected given the design of the scheme (see above) and its gradual roll-out, but is also explained by retrospective registration of participants who participated in YG offers since September 2013, boosting longer durations in stocks.

## Previous year

### 2017

#### From the 2017 country report (EN - ES):

*"The unemployment rate has been declining rapidly in the past three years, but remains among the highest in the EU, especially among young and low-skilled workers."*

**"Measures to step up the specific support for young people are beginning to bear fruit.** After a slow start, implementation of the Youth Guarantee (YG) improved in 2016, partly thanks to reinforced outreach mechanisms. A reform adopted in December 2016 will significantly increase coverage as it envisages that all young people registered as unemployed with the Public Employment Services (PES) are automatically eligible for support from the YG as from 2017. The quality of the offers proposed to the YG beneficiaries will depend on the capacity of the PES to meet the increased demand for services resulting from this reform."

**"The share of temporary work, most of which of short duration, is still very high.** The share of temporary employees of total employees dropped during the first years of the crisis, as they bore most of the adjustment, but increased after 2013 to reach 26.5 % in Q4-2016, still the second highest share in the EU. While temporary work is most frequent among the young (15-24 years old) and the low-skilled, it also affects medium- and high-educated workers more often than in the rest of the EU. This, together with very low yearly transition rates from temporary to permanent contracts (10.2 % in 2015 compared to an EU average of 23 % in 2014) suggests that temporary jobs are not a stepping stone to stable careers. In addition, around one third of temporary workers have contracts of up to three months. This is larger than the 20 % EU average and national data indicates that one fourth of the contracts signed in 2016 had a duration of up to seven days."

**"High early school leaving (ESL) rates and a high share of low-skilled people among the adult population remain major challenges.** The ESL rate further declined to reach 19 % in 2016, but remains among the highest in the EU. ESL rates vary greatly across regions, due to the high demand for low-skilled workers in given areas but also linked to students' socio economic or migrant background. Spain also has the third highest share of low-skilled people (ISCED 0-2) in the adult population (42.6 % in 2015), which hardly declined in the last 10 years among the younger age group (25-29). This hampers productivity growth and fuels inequalities."

**"Spain is making efforts to strengthen basic vocational education and training (VET) but enrolment rates are low so far.** The strengthening of VET is intended to be the cornerstone of the national strategy to reduce ESL. The government approved 27 new qualifications of the basic VET in 2016, which should enrich the offer and increase its attractiveness. However, enrolment rates are low, which might be partly explained by the slow roll out of the programmes in some regions or the limited relevance of the degrees for the local economies."

**"Reforms of vocational training for employment are being implemented.** In 2015, Spain completed the reform of the training for employment subsystem (Subsistema de Formación para el Empleo) as part of the broader reform of the VET system to increase its attractiveness and improve young people's skills. In the new



governance model, the role of social partners focuses on strategic planning and monitoring while the PES manages the system through the new State Foundation for Training in Employment (Fundación Estatal para la Formación en el Empleo)."

**"Employability of tertiary graduates remains an issue.** Spain's tertiary educational attainment rate is still above the EU average, but the employment rate of recent tertiary graduates is one of the lowest in Europe at 68.7 % in 2015, far below the EU average of 81.9 %. Spain also has the highest share (37 %) of tertiary graduates working in occupations considered as not requiring university education. In 2015, a graduate tracking system was set-up to raise awareness about future employment prospects among university applicants."

**"Spain is taking measures to foster cooperation between universities and business.** Spain had the highest number of applications to the Knowledge Alliance EU grants in 2016, which shows the interest of education and research institutions for university-business cooperation. However, the reduced mobility of students and academic staff, lack of incentives to engage with businesses in teachers' career progression schemes and the rigidity of university governance remain significant obstacles to cooperation and innovation. The government has approved a number of fiscal incentives to help businesses to expand their limited innovation capacity by encouraging them to hire research staff and to offer apprenticeships to university and VET students. The government envisages expanding the dual model to higher education and some universities have already signed agreements with companies to develop dual training in engineering programmes."

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

### **Conclusions of the Employment Committee's multilateral surveillance review on youth employment, January 2017:**

Spain is experiencing a positive trend with increasing youth employment rate, job creation and decreasing youth unemployment. However, important challenges remain related to access of youth into the labour market and skills. Fighting youth unemployment and bringing down the high number of NEETs are still key issues. EMCO welcomes the series of initiatives which Spain has launched at national level to strengthen the provision of employment services to young people in school-to-work transitions.

These should be monitored closely to assess effectiveness and impact. EMCO also encourages Spain to focus on the quality of offers in relation to the YG and sustainability of labour market integration and to continue efforts to reach all NEETs. EMCO notes the immediate positive effect on the coverage rate in the YG following from the new registration regulation. The planned new strategy for measures earmarked youth will be interesting to follow.

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## **Link to further information**

### **Youth Guarantee Database - Promising examples**

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

### **Youth Guarantee Implementation Plan**

<http://www.empleo.gob.es/es/garantiajuvenil/home.html>

### **Where to register for the Youth Guarantee?**

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

### **Youth Wiki Spain**

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