



Indicator Framework for Monitoring the Youth Guarantee (YG)

Methodological manual

(March 2021)

Note: this manual is intended to support the regular collection of data for monitoring of Youth Guarantee schemes. It should be considered as a living document that may be revised in response to the practical experience of data collection and/or policy needs.

Contents

List of acronyms	3
1 Introduction	4
2 Scope and key definitions	5
2.1 YG concepts.....	5
2.1.1 Overview of YG concept and key definitions.	5
2.1.2 Phases of the YG.	6
2.1.3 Definition of key events	7
2.1.4 What the Indicator Framework monitors	11
2.2 Target group.....	12
3 Statistical unit and coverage.....	13
3.1 Statistical unit	13
3.2 Measurement period	13
4 Participant variables and breakdowns.....	13
4.1 Main variables: entrants, exits and stocks.....	13
4.2 Relationship between stocks and flows.....	14
4.3 Breakdowns applicable to all participant variables	15
4.4 Breakdown of entrants	16
4.4.1 Status on entry	16
4.4.2 Previous YG experience.....	16
4.5 Breakdown of stocks	17
4.5.1 Duration	17
4.6 Breakdown of exits	17
4.6.1 Duration	17
4.6.2 Destination.....	17
4.6.3 Subsequent situation	19
5 Definition and calculation of indicators.....	21
5.1 Direct monitoring indicators	21
5.2 Follow-up indicators	22
5.3 Collection of data	23

List of acronyms

EMCO	Employment Committee
LFS	Labour Force Survey
NEET	Not in employment, education or training
YG	Youth Guarantee

1 Introduction

In April 2013 the Council of the European Union adopted a Recommendation establishing a Youth Guarantee (YG)¹ as part of a concerted effort to tackle high levels of youth unemployment. The YG aims to ensure that all young people under 25 “receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education”.

By May 2014 all Member States produced National Youth Guarantee Implementation Plans detailing the approach to implementation, the roles of public authorities and other actors, sources of funding, arrangements for monitoring and evaluation and the envisaged timetable. In parallel, the Commission together with the Employment Committee (EMCO) developed an Indicator Framework for monitoring the YG implementation. The Framework includes three types of indicator:

1. **Aggregate monitoring:** macro-economic indicators based on data from the EU Labour Force Survey (LFS). These are intended to monitor the general situation of young people in the labour market and, indirectly therefore, the effect of YG and other preventative measures.
2. **Direct monitoring** of YG delivery based on administrative data dealing with the flows of young people through the YG and immediate outcomes. These indicators measure direct impact of policy and efficiency of delivery.
3. **Follow-up** of individuals having received a YG offer. These indicators are intended to assess sustainability of labour market outcomes and contribute to assessment of quality.

This methodological manual was developed as an annex to the Indicator Framework adopted in May 2015 to provide a sound methodological basis for the collection of the data needed to compile the direct and follow-up indicators required for regular monitoring of the YG.

The Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee², replaced the 2013 Council Recommendation and expanded the age-group covered from 15-24 to 15-29 (i.e. all young people under 30). The Indicator Framework was updated accordingly in March 2021 and this version of the methodological manual aligns with that update.

Note that the text of this manual has been updated under the assumption that all countries will apply the new, extended age-range covering all young people under 30. Exceptionally, for reference year 2020, it is recognised that countries that had not already applied the extended age-range before the adoption of the reinforced YG can still report data for the 15-24 age-group only and, in this case, all cases where the manual refers to “under 30” should be interpreted as “under 25”.

¹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>

² [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104(01)&from=EN)

2 Scope and key definitions

2.1 YG concepts³

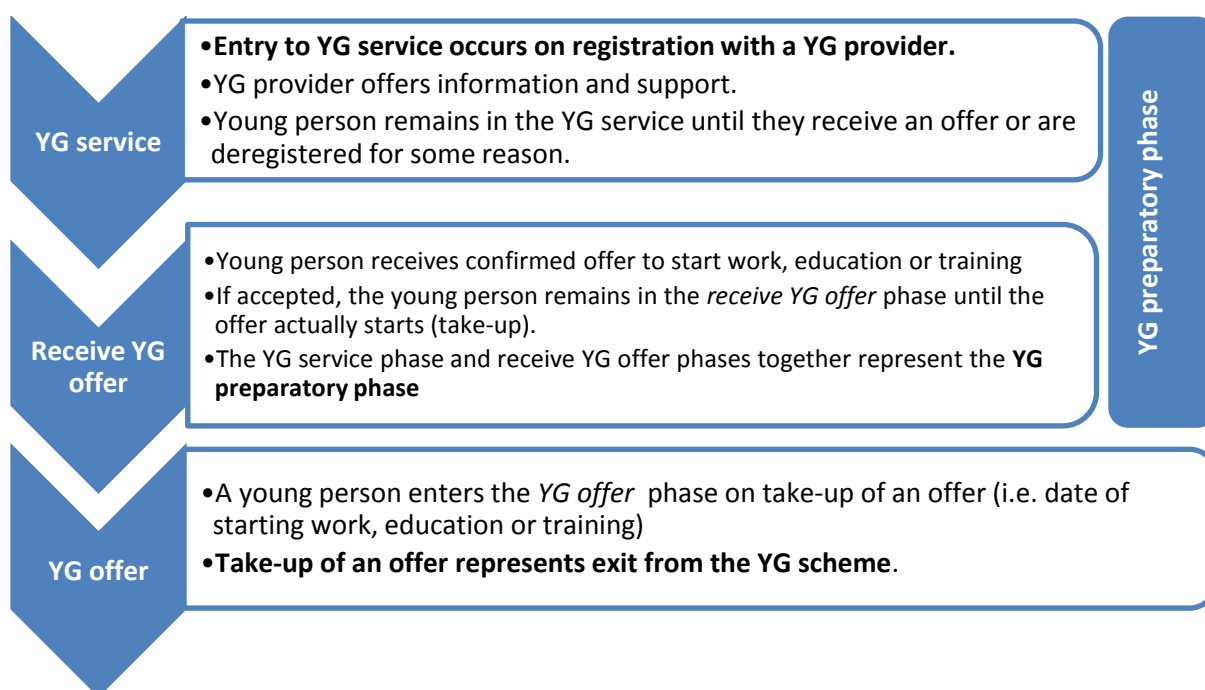
2.1.1 Overview of YG concept and key definitions.

- §1 The Youth Guarantee aims to ensure that young people under 30 years old receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within 4 months of becoming unemployed or leaving formal education⁴.
- §2 The Youth Guarantee is delivered in each country through a package of supportive measures including, among others, early intervention and activation. It implies effective coordination and partnership across policy fields (employment, education, youth, social affairs, etc.). The design of **YG schemes** is up to each Member State and should take into account national, regional and local circumstances.
- §3 A YG scheme may be delivered by one or more **YG providers**. For the purpose of monitoring a YG provider means an organisation that has responsibility for the initial registration of young people into the YG scheme. Organisations whose only role is to deliver the actual YG offers (e.g. training providers) are not considered YG providers.
- §4 For the purpose of monitoring under the Indicator Framework, three phases of support are distinguished – the “YG service” phase (§6-§9), the “receive YG offer” phase (§10-§12) and the actual “YG offer” phase (§14). The *YG service* phase and *receive YG offer* phase together represent the “YG preparatory” phase (§13), which covers everything from initial registration (§15) up to take-up of an offer (§27).
- §5 Each of the YG phases is delimited by key events in the YG process that are defined in section 2.1.3 below. Progression through the phases is summarised in Figure 1 below.

³ More information on the Youth Guarantee and key concepts, including guidance and definitions on quality employment, continued education, traineeships and apprenticeships is provided under the FAQ on the Youth Guarantee: <http://ec.europa.eu/social/BlobServlet?docId=11423&langId=en>

⁴ Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee and replacing the Council Recommendation of 22 April 2013 on establishing a Youth Guarantee 2020/C 372/01: [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020H1104(01)&from=EN)

Figure 1 – Progression through the different phases of YG schemes



2.1.2 Phases of the YG.

- §6 The **YG service** is the first phase of the process running from the date of registration with a YG provider (§15) to the date of receipt/delivery of an offer (§22-§24) or deregistration before receiving an offer (§9).
- §7 In the *YG service* phase the YG provider(s) should work with young people to undertake a diagnosis of needs in order to ensure they receive an offer specifically tailored to their needs and circumstances. During the *YG service* phase a young person can expect to receive information and support from the YG provider ranging from general guidance and basic information on where and how to apply for offers, to skills assessment, individual action planning, individual case-management for those requiring more support, or training services (e.g. basic skills, soft skills, mentoring, etc.).
- §8 For monitoring purposes, a young person that is registered with a YG provider but does not actually benefit from any services is still considered to be in the *YG service*.
- §9 A young person remains in the *YG service* phase until he/she receives an offer (including offers found on own-initiative) or is otherwise deregistered by the YG provider before receiving an offer. Deregistration may occur because the young person drops out of the scheme or is sanctioned according to national regulation/practice (e.g. as a result of repeated failure to participate in planned activities).
- §10 The **receive YG offer** phase follows the *YG service* phase and runs from the date an offer is received/delivered (§22) to the date that the offer is taken up – i.e. the date on which the young person starts on the offer, as in practice, these two dates may not coincide. This waiting period, during which the young person would normally remain registered with the YG provider,

may range from a few days to a few months (for example, an apprenticeship or continued education may not begin until a number of months after the offer is made).

- §11 In the case that the offer is delivered/received and taken-up on the same day the *receive YG offer* phase will have zero duration. In the case that the date an offer is received is not known – as may, for example occur with self-initiative offers (§24) where the YG provider is not informed about the date an offer is received and only knows the date on which the young person leaves to take up an offer – the *receive YG offer phase* also effectively has zero duration.
- §12 If an offer is received but not accepted or not taken-up for any reason then the young person may return to the YG service phase without causing a new spell to start. Any time spent in a phase of *receive YG offer* that did not lead to take-up will become part of the time spent in the YG service phase.
- §13 The *YG service* and *receive YG offer* phases together represent the **YG preparatory phase** covering everything from initial registration (§15) to take-up of an offer (§27) or deregistration for any reason before take-up.
- §14 The final **YG offer** phase follows the *receive YG offer* phase and runs from the date that a young person starts on an offer of employment, continued education apprenticeship or traineeship, to the date that they leave the offer, irrespective of whether the offer was completed or not.

2.1.3 Definition of key events

§15 **Registration with a YG provider** means that a young person has:

- contacted a YG provider (§3) for assistance; and
- been assessed as eligible for support (i.e. is aged under 30 and NEET); and
- had their personal details recorded in some form of register/database of YG clients.

Information point: registration with a YG provider is not necessarily the same as registration with the PES.

Where the PES is acting as a YG provider, registration as unemployed or some other category of job or training seeker according to national practices may (for young people) automatically confer entry to the YG scheme. However, events that are relevant for YG monitoring may not match those followed in routine PES monitoring and it is important that the monitoring system has the capacity to distinguish and separately follow both.

- §16 The date of registration represents the date of entry to the YG scheme (§19) and, therefore, the starting point for monitoring.
- §17 Registration should occur on first entry to the YG scheme (§19) and on any subsequent re-entry (§40).
- §18 In the case of re-entry (§40) it may not be necessary to reapply the conditions regarding contacting a YG provider or recording personal details since it is possible that the young person has remained in contact (and registered) with the same provider from their previous YG

experience. It is necessary, however to reassess that the young person still belongs to the target group (i.e. that the young person is still aged under 30 and NEET) and to record the start date of the new spell (date of re-registration).

- §19 **Entry to the YG scheme** is considered to coincide with registration with a YG provider (§15). At this point the young person automatically begins the *YG service* phase (§6-§9), irrespective of when any support is actually provided. Entry to the YG scheme represents the starting point for direct monitoring.
- §20 **Interruption of the YG spell** occurs as a result of an unplanned event (from the perspective of the YG provider) that results in the young person being unavailable to take up an offer (e.g. sickness, maternity).
- §21 Any interruption of a continuous duration of more than 28 days or similar period according to national legislation/practice due to specific exogenous reasons, which will lead to the young person being unavailable to take up an offer, should be considered as a break in the YG spell. In other words the young person is considered to have exited the *YG service* or *receive YG offer* phases and any return should be counted as a new start.
- §22 **Receipt/delivery of an offer** represents the end of the *YG service* phase and the start of the *receive YG offer* phase of the YG process and occurs when a young person receives a confirmed offer to start work, education, an apprenticeship or a traineeship. For example, in the form of an employment contract or an individualised letter from an education institution stipulating the right of the young person to enter a specific continuous education programme.
- §23 Encouraging a young person to apply to a vacancy or ensuring that the young person is invited to a job interview is not equivalent to ensuring that they receive an offer, although it represents a useful first step.
- §24 Self-initiative offers: Some young people registered in the YG scheme may find employment, education, an apprenticeship or a traineeship on their own initiative and without any support from the YG provider. Subject to the opportunity fulfilling the criteria for an eligible YG offer such outcomes should be counted as YG offers and treated equally with YG offers delivered by the YG provider⁵.
- §25 **Acceptance of an offer** means that the young person intends to take up the offer. However, take-up (§27) is not guaranteed (e.g. in case that the young person finds a better offer or a training course is cancelled). A young person that accepts an offer may remain registered with the YG provider until he/she takes up the offer. During this waiting period he/she remains in the *receive YG offer* phase.
- §26 **Non-acceptance of an offer** means that the young person has declined a received offer. After non-acceptance of an offer three scenarios are possible:

⁵ The Council Recommendation refers to ensuring that young people receive an offer, not that young people receive this offer necessarily through a third-party agent. Applying independently and successfully to a job or training position is a positive YG outcome for that person.

- i. Return to YG service. Unless the non-acceptance coincides with an exit (as per scenarios ii and iii below) the young person will normally return directly to the *YG service* phase as part of a continuous spell of participation in the *YG service* (§12).
- ii. Positive exit. The young person takes up an alternative offer of employment, education or training. This would be counted as normal take-up of an offer, irrespective of whether the offer came from the YG provider or was found through self-initiative.
- iii. Negative or unknown exit. A negative exit may occur in case of drop-out (§31) or sanction. In the case of the former, the young person declines not only the offer but also any further support from the YG scheme and drops-out to unemployment, inactivity or some unknown situation (which could potentially be positive but cannot be recorded as such). In the case of the latter, depending on national rules, a negative exit may derive from the application of sanctions (e.g. in case of (repeated) non-acceptance / non-take-up of an offer) such that the young person is temporarily excluded from participating in the YG scheme.

§27 **Take-up of an offer** occurs when a young person actually starts an offer that they have previously received and accepted – i.e. starts employment, continued education, an apprenticeship or a traineeship.

§28 Take-up of an offer represents exit from the YG scheme for the purposes of direct monitoring. The date of take-up is the date of exit from the *receive YG offer* phase, which may in some cases coincide with the date of exit from the *YG service* phase (e.g. in case of self-initiative offers where the date of receipt/delivery of an offer is not known). On take-up the young person enters the *in YG offer* phase.

§29 **Non take-up of an offer** that has been previously accepted may occur for positive reasons (e.g. the young person finds an alternative offer that is more appropriate to their needs/aspirations) or for negative reasons (e.g. the young person changes their mind about the suitability of the offer or a training course is cancelled).

§30 After non-take-up of an offer three scenarios are possible in exactly the same way as for non-acceptance of an offer - return to YG service, positive and negative or unknown exit (see explanations in §26).

§31 **Drop-out**. At any stage of the process a young person may drop-out from the YG process which means that they have, on their own initiative, taken the decision to make no further use of the services on offer.

§32 Following drop-out the young person either remains NEET but outside the YG process or has an unknown status (cannot be traced). A drop-out cannot have a known positive status (employment, continued education, apprenticeship or traineeship) on leaving. A young person that leaves the YG scheme without warning the YG provider but who is known to have left explicitly to start work, education or training that they have found through self-initiative is not a drop-out but a regular positive exit (take-up of self-initiative offer counts equally with take-up of an offer delivered by a YG provider).

- §33 A young person that drops-out may ask to be de-registered by the YG provider or, as is more likely, will be de-registered by the YG provider because they fail to attend one or more planned appointments. The date of de-registration represents the date of exit from the YG scheme.
- §34 Drop-out during the *YG service* or *receive YG offer* phases represents a negative or unknown exit from the YG scheme. Drop-out during the *receive YG offer* phase implies non-acceptance (§26) or non-take-up of an offer (§29).
- §35 Drop-out during the *YG offer* phase is the same as non-completion of an offer (§44). This does not affect direct monitoring indicators because exit has already occurred (on take-up). The subsequent situation of young persons (§81) will be picked up in follow-up indicators as usual.
- §36 **Exit from YG scheme** occurs on take-up of an offer (§27) or when a young person is otherwise deregistered from the YG service before taking up an offer.
- §37 Deregistration may occur because of drop-out (§31-§34), sanction (in relation to access to YG services) or an interruption of 28 days or more in the YG spell.
- §38 The time between entry to and exit from the YG scheme (§19 and §36) represents the time spent in the YG scheme.
- §39 A young person may remain registered with the YG provider after exit. For example, in the case of a subsidised offer delivered by the YG provider. Since this person has, by definition, exited the YG scheme s/he is no longer part of the YG stock but s/he may re-enter the YG service at a later stage (§40).
- §40 **Re-entry to the YG scheme** occurs at any time when a young person has exited the YG scheme for any reason (after take-up, drop-out, sanction or interruption) and then starts a new spell in the *YG service* phase.
- §41 Re-entry implies re-registration with a YG provider (§15-§18), at least in the sense that there will need to be a check that the young person still fulfils the basic requirements to be within the target group (see section 2.2), even if their personal details may still be registered from a previous YG experience. A person that reaches the age of 30 after an exit cannot re-enter the YG scheme.
- §42 Note that recycling within the YG preparatory phase (i.e. moving from the “receive YG offer” phase back to the “YG service” phase after non-acceptance (§26) or non-take up (§29)) does not constitute re-entry because no exit has occurred and the young person is therefore still in the same spell of participation in the YG
- §43 **Completion of YG offer** occurs when a young person completes activities foreseen within an offer that has previously been received, accepted and taken-up. The concept only has meaning for offers with a planned duration – i.e. it has no meaning for offers of open-ended employment.
- §44 **Non-completion of YG offer** may occur when a young person takes up an offer – and has therefore exited the YG - but leaves before the end of the planned duration or otherwise fails to complete the foreseen activities. For follow-up purposes the clock starts on take-up of an

offer (or other deregistration) so that young people not completing an offer should be counted equally with those completing an offer.

2.1.4 What the Indicator Framework monitors

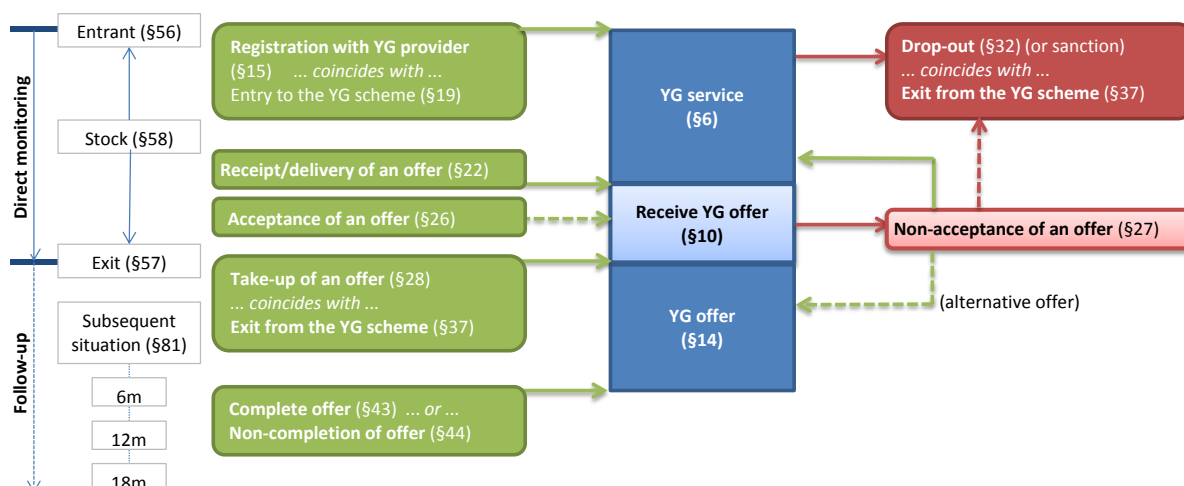
§45 The direct monitoring and follow-up indicators cover different phases of the YG scheme.

§46 The direct monitoring indicators are intended to monitor the efficiency of delivery of the YG concept – i.e. the extent to which young people are provided with offers within the 4-month target. These therefore cover the YG service phase (§6) and receive YG offer phase (§10) – i.e. the period from registration with a YG provider (§15), or entry to the YG scheme (§19), to the take-up of an offer (§27), which defines exit from the YG scheme. The direct monitoring indicators are based on observations of the flows of young people through the YG scheme and the stock of young people in the YG scheme (registered and not yet having taken up an offer) at any point in time.

§47 The follow-up indicators are intended to monitor what happens to young people after they have left the YG scheme. The indicators are based on observations of the labour market status of young people 6, 12 and 18 months after exiting the YG scheme. The clock for recording follow-up data therefore starts when the clock for direct monitoring ends – i.e. on take-up of an offer or on earlier deregistration (where appropriate).

§48 Figure 2 below shows how the direct and follow-up monitoring covers the different phases of the YG and how the different events relate to transitions between phases. In principle events in green (left side) represent the normal, planned path through the YG, which should lead to a positive outcome (take-up of an offer) while the events in red (right side) represent unplanned events that may have a negative outcome (drop-out or sanction), even if it is recognised that some drop-outs whose situation is unknown could in practice be in a positive situation of work, education or training.

Figure 2 - Relationship between the key phases and events of the YG and monitoring



2.2 Target group

§49 The target population for the Youth Guarantee is all young people under the age of 30 years and NEET (not in employment, education or training). This population is described in Table 1 though the Indicator Framework recognises that strict adherence to ILO definitions may be too restrictive to reflect policy objectives and therefore allows Member States to apply a looser definition of NEET that better fits the national circumstances.

§50 The target population for the YG includes the stock of young people in that situation on the launch date of the YG scheme in each country as well as those entering that status thereafter.

Table 1 - Youth Guarantee target population (shaded cells)

All young people under 30								
Employed	Unemployed ⁶				Inactive			
	In full-time education	In part-time (PT) education		Not in education or training	In full-time education or training	In part-time (PT) education or training		Not in education or training
		PT education fulfils YG education offer criterion	PT education does not fulfil YG education offer criterion			PT education fulfils YG education offer criterion	PT education does not fulfil YG education offer criterion	
YG not applicable	YG not applicable	YG not applicable	YG	YG	YG not applicable	YG not applicable	YG	YG

§51 The Indicator Framework monitors all young people from the target population who are registered with a YG provider. Young people who are not registered with a YG provider may be part of the target population but are not counted by the direct monitoring and follow-up indicators.

§52 The requirement to be aged under 30 refers to the date of registration with a YG provider (on entry or re-entry). Young people who become 30 whilst registered with a YG provider can continue to receive support until they exit from the YG scheme for any reason (§36). Thereafter they will not be entitled to re-enter the YG scheme, irrespective of their current labour market situation.

⁶ Not employed during the reference week, had actively sought work during the past four weeks and were ready to begin working immediately or within two weeks.

3 Statistical unit and coverage

3.1 Statistical unit

§53 The **unit of observation** for YG monitoring is the national YG scheme.

§54 A YG scheme may comprise a series of actions/measures and may be implemented by one or more YG providers (§3). Where possible, data should represent an aggregate of the throughput from all YG providers in the country, adjusted where necessary to avoid double counting of persons registered at the same time with more than one YG provider. If this is not possible then data should be provided separately for each YG provider.

3.2 Measurement period

§55 The **reference period** for data collection is the calendar year.

4 Participant variables and breakdowns

4.1 Main variables: entrants, exits and stocks

§56 Data are collected for three main participant variables: entrants, exits and stocks.

§57 **Entrants** to the YG scheme refer to the number of starts on the **YG service** phase (§6-§9) within the reference period (§55). Each entry (§19) or re-entry (§40) is counted so that the same person may enter more than once within a year.

Information point: reporting methods in the first year of YG implementation

The first year of operation of the YG scheme represents a special case for data collection and the reporting method adopted for monitoring purposes may vary between countries depending on how the YG has been implemented. There are three possible methods. In the case that the YG is implemented as a completely new process for treating young people then the “new starts” method applies. This counts only young people registering for support after the launch date. In the case that the YG is implemented as a replacement for previous processes then the “new starts plus start-up stocks” method applies. Here, in addition to new registrations, all those registered in the previous process are automatically enrolled on the launch date (start-up stock) and counted as new entrants from that point (i.e. their previous history of participation in the old process is not counted). Finally, in the case that the YG is implemented as a reinforcement of existing processes the “continuous reporting” method applies. In this data are reported as if there was no set launch date and all stock and flow data take into account the full history of participation.

The different reporting methods have implications for the observations of participants. In particular, the methods affect who is counted as an entrant and the measurement of duration. The measurements of stocks and exits, on the other hand, are the same for all methods, even if the numbers and breakdowns are affected by the number of entrants recorded and the measurement of duration. Stocks always refer to the number of persons currently registered in

the YG (and who have not taken up an offer) and exits always refer to the number of ending spells of participation in the YG preparatory phase during the year. The impact of the reporting method on the measurement of entrants and duration is summarised in Table 2 below. Ultimately, the key point is that when using the “new starts plus start-up stock” method duration for the start-up stock has to be measured from the YG launch date and not from the initial date of registration in the old (pre-YG) process.

It is important to reiterate that these different reporting methods apply only in the first year of monitoring. Thereafter only the continuous reporting method should be used.

Table 2 - Possible reporting methods in the first year of YG implementation

Reporting method	Entrants	Duration
New starts only	New starts in the year (including re-entries).	Measured from registration date. Duration in year 1 must be <=12m
New starts plus start-up stock	New starts in the year (including re-entries) plus stock of persons already registered on the YG launch date.	Measured from latest of YG launch date (start-up stock) and registration date (new entrants in the year). Duration in year 1 must be <=12m.
Continuous reporting	New starts in the year (including re-entries).	Measured from date of registration. Any duration is possible.

§58 **Exits** refer to the number of exits from the YG scheme within the reference period (§55). Exit occurs either on take-up of an offer or on deregistration before take-up of an offer (§36). Each exit is counted so that the same person may be counted more than once within a year.

§59 **Stock** refers to the number of persons registered in the YG scheme (in the *YG service* phase or the *receive YG offer* phase) at any point in time - i.e. persons that have registered with a YG Provider and have not yet taken up an offer.

§60 The observation required is the **annual average stock**. This is calculated from the sum of the stock in each month (e.g. number of persons in the YG service at the end of the month) divided by 12⁷. In the case that observations cover less than a full year (e.g. because the YG scheme was only launched part-way through the year) the stock should be an average of the number months in which the scheme was active.

4.2 Relationship between stocks and flows

§61 Figure 3 below provides a schematic illustration of the relationship between stocks and flows and how each should be measured. The coloured bars represent spells of participation in the YG. For simplicity, each entry is assumed to occur at the beginning of a month and each exit to occur at some point during the month but always before the last day of the month when the stock observation is made. A person that exits in a month is therefore not counted as part of the stock for that month. The figures inside each bar represent the duration of the YG spell in months at the observation point (end of each month). The table below the diagram shows the

⁷ Average annual stock = $\left(\sum_{i=1}^{12} \text{monthly stock}_i \right) / 12$, where $i=1\dots 12$ is the number of months in a year

monthly observations for each of the main variables and breakdowns by duration. To the right are the annual figures that would be reported.

Figure 3 - Measurement of stocks and flows

Months ->	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Participants ↓														
P1	1	2	2.x											
P2	1	2	3	4	5	5.x								
P3		1	2	2.x										
P4		1	2	3	4	5	6	7	8	9	9.x			
P5			1	2	3	4	5	6	6.x					
P6			1	2	3	4	5	6	7	8	9	10	11...	
P7			1	2	3	3.x								
P8				1	2	3	4	4.x						
P9				1	2	3	4	5	6	7	8	9	10...	
P10				1	1.x									
	Monthly data												Annual data to report	
Entrants	2	2	3	3	0	0	0	0	0	0	0	0	0	10 (Sum)
Exits (total)	0	0	1	1	1	2	0	1	1	0	1	0		8 (Sum)
Exits <4m	0	0	1	1	1	1	0	0	0	0	0	0		4 (Sum)
Stock (total)	2	4	6	8	7	5	5	4	3	3	2	2		4.3 (Average)
Stock <4m	2	4	6	7	5	2	0	0	0	0	0	0		2.2 (Average)
Stock 4-6m	0	0	0	1	2	3	4	1	0	0	0	0		0.9 (Average)
Stock 6-12m	0	0	0	0	0	0	1	3	3	3	2	2		1.2 (Average)
Stock >12m	0	0	0	0	0	0	0	0	0	0	0	0		0.0 (Average)

Note: The figure shows spells of participation in the YG for 10 different participants (P1-P10). Numbers in the coloured bars show the duration of the YG spell as observed at the end of the month. For P1, duration 2.x in March means a duration of more than 2 months but less than 3 months - the participant entered the YG on 1 January and exited before the end of the March. Observations of stock are made at the end of the month so that participant P1 is not part of the stock in March.

4.3 Breakdowns applicable to all participant variables

§62 All participant variables, including the breakdowns of entrants and exits described below, should be broken down by sex and age according to the following criteria.

§63 Sex. For each variable/breakdown three values should be reported:

- Total (men and women)
- Men
- Women

§64 Age. For each variable/breakdown three values should be reported⁸:

- Total (aged 15-29)
- 15-19
- 20-24
- 25-29

§65 Age always refers to the age of a young person on entry to the YG service (§19) - i.e. on the date of registration (§15) that marks the start of each spell in the YG scheme irrespective of whether this is a new start or a restart.

§66 The eligibility criteria should always be reapplied on re-entry (§41) so that for monitoring purposes a young person can never be recorded as being 30. A young person that becomes 30 during the YG service can still receive an offer and remain in the process until take-up, but once they have exited the YG service they cannot re-join it.

⁸ Subject to the clarification in §67 regarding reference year 2020.

§67 For reference year 2020 only, the provision of data for the 25-29 age-group remains optional, reflecting the coverage of the YG applicable in each country at that time. For reference years 2021 and beyond all countries should be applying the extended age-range and report data for the 25-29 age-group accordingly.

4.4 Breakdown of entrants

4.4.1 Status on entry

§68 Data on entrants should be broken down by **status on entry**, which refers to the status on the date of registration with a YG provider (§15). This applies equally to first-time entrants and to re-entrants.

§69 The breakdown required is:

- **Total** (i.e. total entrants as per §57);
(of whom)
- **Registered unemployed** (i.e. the number of entrants to the YG service who are at the same time registered as unemployed with the PES, according to national definitions).

4.4.2 Previous YG experience

§70 Data on entrants should be broken down by **previous YG experience** in order to provide information on the extent of recycling through the YG scheme. It is recommended that YG providers implement some form of flagging system in the YG register/database in order to identify young people that have had one or more previous spells of participation in the YG scheme.

§71 The breakdown required is:

- **Total** - the total number of entrants during the reference period as per §57;
(of whom)
- **None** - the number of entrants during the reference period who entered the YG for the first time;
- **With previous experience** – the number of entrants during the reference period that have been registered in the YG on a previous occasion (without any time limit).
(of whom)
 - **Did not take up an offer** - the number of those with previous experience that exited before taking up an offer (i.e. through drop-out or sanction);
 - **Took up an offer** - the number of those with previous experience that exited after taking up an offer;
- **Unknown** - the number of entrants during the reference period whose previous experience of the YG is unknown.

§72 The sum of the categories “none”, “with previous experience” and “unknown” should equal the total number of entrants. The sum of the categories “did not take up an offer” and “took up an offer” should be equal to or less than the number “with previous experience”.

4.5 Breakdown of stocks

4.5.1 Duration

§73 Stock data are broken down by the time that each person currently part of the stock has been in the YG service. For each young person, duration is measured from the date of entry to the YG service - i.e. the date of registration (§15) to the date that the observation of stock is being made (e.g. end of the month).

§74 In the case that the stock includes persons automatically transferred into the YG on launch then duration should be measured from the entry to the YG (i.e. the launch date) and not the date of registration with the PES (see information point following §57).

§75 The **breakdown of stocks by duration** required is listed below. In all cases observations should refer to the annual average stock (§59):

- **Total** - the total stock of young persons in the YG scheme during the reference period (§59);
- (of whom)
- **< 4 months** – the stock of young persons in the YG at the point of observation who have so far been in the YG scheme (registered and not yet taken up an offer) for less than 4 months
- **4-5 months** – as above but for from 4 months to less than 6 months;
- **6-11 months** – as above but for from 6 months to less than 12 months;
- **12+ months** – as above but for 12 months or more;

§76 The sum of the breakdowns by duration should equal the total stock. See Figure 3 above for an illustration of how to report on stocks by duration.

4.6 Breakdown of exits

4.6.1 Duration

§77 Data on exits are broken down by the time that each person leaving the YG scheme spent in it (i.e. combined time spent in the *YG service* phase and *receive YG offer* phase). Duration is measured from the date of entry to the YG service - i.e. the date of registration (§15) - to the date of exit from the YG scheme (§36) – i.e. on take-up of an offer (§27) or deregistration before take-up of an offer (§37).

§78 The primary purpose of this breakdown is to identify those that exited within the 4 month period specified in the Recommendation. The following breakdown of **exits by duration** is therefore required:

- **Total** - the total number of exits during the reference period (§58);
- (of whom)
- **< 4 months** – the number of exits from the YG scheme that had spent less than 4 months in the YG scheme.

4.6.2 Destination

§79 Data on exits are broken down to identify what happens to young people on leaving the YG scheme and in particular to identify the different types of offer that they receive.

§80 The following breakdown of **exits by destination** is required:

- **Positive destinations**
 - (of which)
 - **Total** – the total number of exits with a known positive destination. This figure is further broken down by type of destination:
 - **Employment**
 - **Education**
 - **Traineeship**
 - **Apprenticeship**
 - **Of which subsidised** – the total number of exits with a known positive destination that has been fully or partially subsidised through public expenditure. This figure is further broken down by type of destination:
 - **Employment**
 - **Education**
 - **Traineeship**
 - **Apprenticeship**
 - **Negative destinations** – the total number of exits with a known negative destination. This figure is further broken down by type of destination
 - **Unemployed**
 - **Inactive**
 - **Unknown** – the number of exits in the reference period for which destination is unknown

Information point: destination of exits always refers to the situation immediately after deregistration

The Indicator Framework assumes that young people remain registered in the YG scheme until they take up (start) an offer or are deregistered for some other reason (treated as a negative outcome). It is also possible that a young person voluntarily deregisters because they have accepted an offer to start later. Whilst this might be considered a positive outcome there is no guarantee that the offer will actually be taken up. Therefore, the immediate destination should still be recorded as inactive (assuming that they are not seeking work in the meantime) or unemployed (if there are indications that they are still actively seeking work) and in both cases the positive result will appear only later in follow-up data.

Information point: recording negative destinations and reducing unknowns

In many cases YG monitoring is based on PES registers: exit from the YG is coincident with the end of an unemployment spell and destination based on information regarding the reason for ending that spell. The number of unknown destinations should ideally be zero but always as low as possible. In the case of deregistration for any reason other than taking up an offer, it is important to try and distinguish between those leaving to inactivity and those for whom the destination is really unknown. For example, exits for reasons such as sickness or maternity should always be recorded as inactive and not as unknown. The category of unknown should then cover only real unknowns – mostly people deregistered by the PES or other YG provider because they failed to attend appointments who may be in a positive or negative situation. The only way to further reduce unknowns is then to improve follow-up procedures (i.e. to find out

why people left) or exploit other registers that can identify people in particular situations (e.g. social security register to see who is working).

Information point: subsidised offers

The Indicator Framework distinguishes between subsidised and unsubsidised offers. In the context of YG monitoring subsidised offers are those in which public money contributes all or part of the costs of delivering the offer or of supporting participants during participation in the offer. In the case of reinsertion to the regular education system offers are only considered to be subsidised when there is public expenditure that is additional to the regular education budget.

4.6.3 Subsequent situation

§81 For the purposes of follow-up, data on exits (§58) are further broken down by the situation of young people some time after leaving the YG scheme. Observations are required at 6, 12 and 18 months after the date of each exit (the same individual may exit more than once in a year).

Information point: total followed up should always equal total exits

Data on exits by destination describe the situation of each person exiting the YG (including re-exits when the same person has more than one spell of participation in the reference year) while follow-up data describe the situation of the same exits 6, 12 and 18 months later. Hence the total numbers reported in follow-up data (exits by subsequent situation) should always be equal to the total number of exits in the reference year. Further, for supplementary follow-up indicators, the total followed-up for each offer should be the same as the total exiting to that type of offer during the reference year. Thus in Table 3 below:

- at total level: $E = D = S6m = S12m = S18m$
- and by type of offer: $D1.1 = S6m.1 + S6m.2 + S6m.3 + S6m.4 = S12m.1 + S12m.2 + S12m.3 + S12m.4 = S18m.1 + S18m.2 + S18m.3 + S18m.4$

Information point: timing of follow-up observations

The date of observation for follow-up (i.e. subsequent situation of exits) varies depending on the date of the exit being followed. For example, a person that exits the YG in March of reference year n should be followed up in September of year n (6m), March of year n+1 (12m) and September of year n+1. For a person that exits in October of reference year n the follow-up observations occur in April n+1, October n+2 and April n+2.

§82 **Exits by subsequent situation** are required according to the breakdown below. The item “Not applicable” is provided for the case that data are collected for a particular follow-up period before all exits in the reference year have reached the relevant observation point. For example, if 12 month follow-up data for reference year n are collected in October of reference year n+1 then people exiting in October to December of the reference year cannot have reached the 1 year observation point. This group can then be recorded with situation “not applicable” to distinguish them from those who have reached the relevant observation point but are in an unknown situation. When calculating follow-up indicators, the “not applicable” group should be excluded from both numerator and denominator.

- **Positive situation**
(of which)
 - o **Total** – the total number of exits with a known positive situation 6, 12 or 18 months after exit from the YG preparatory phase. This figure is further broken down by type of situation:
 - **Employment**
 - **Education**
 - **Traineeship**
 - **Apprenticeship**
 - **Negative situation** – the total number of exits with a known negative situation 6, 12 or 18 months after exit from the YG preparatory phase. This figure is further broken down by type of situation:
 - o **Unemployed**
 - o **Inactive**
 - **Unknown** – the number of exits in the reference period for which the situation 6, 12 or 18 months after exit from the YG preparatory phase is unknown.
 - **Not applicable** – the total number of exits for whom an observation of their subsequent situation is not yet applicable because the data are collected before they have reached the relevant observation point (6, 12 or 18 months after exit from the YG preparatory phase).

§83 The structure of the data required in relation to the breakdown of exits by destination and by subsequent situation is summarised in Table 3. All observations have to be further broken down by sex (§63) and age (§64) and data on destination has to be further broken down by duration (§77).

Table 3 - Breakdown of exits by destination and subsequent situation

Exits (E)	Destination (D)		Subsequent situation after 6 months (S6m)		S12m	S18m		
Total exits (E)	Positive (D1)	Employment (D1.1)	Positive (S6m.1)	Employment (S6m.1.1)	[As S6m]	[As S6m]		
				Continued education (S6m.1.2)				
				Apprenticeship (S6m.1.3)				
				Traineeship (S6m.1.4)				
			Negative (S6m.2)	Unemployed (S6m.2.1)				
				Inactive (S6m.2.2)				
			Unknown (S6m.3)					
			Not applicable (S6m.4)					
			Continued education (D1.2)				[As above S6m.5 to S6m.8]	
			Apprenticeship (D1.3)				[As above S6m.9 to S6m.12]	
			Traineeship (D1.4)				[As above S6m.13 to S6m.16]	
			Negative (D2)	Unemployed (D2.1)			[As above S6m.17 to S6m.20]	
Inactive (D2.2)	[As above S6m.21 to S6m.24]							
Unknown (D3)	[As above S6m.25 to S6m.28]							

5 Definition and calculation of indicators

§84 This section provides the definition and method of calculation for the direct monitoring and follow-up indicators defined in the Indicator Framework.

§85 All indicators should be broken down by sex (total, men and women – see §63) and age (total, 15-19, 20-24 and 20-29 – see §64) creating a minimum of nine values for each indicator. This may be multiplied up by the number of any further breakdowns specific to individual indicators (e.g. by type of offer). In all cases, when calculating numbers for breakdowns by sex/age the observations used for both the numerator and denominator should refer to the relevant breakdown.

5.1 Direct monitoring indicators

§86 For direct monitoring the Indicator Framework defines one main indicator and two supplementary indicators.

§87 **Main indicator: Proportion of young people in the YG preparatory phase beyond the 4 month target.** Average annual stock of young people still in the YG preparatory phase 4 [6, 12] months after the date of registration / Average annual stock of young people in the YG preparatory phase.

§88 Indicator values are calculated using stock data (all figures should be annual average stocks):

- Numerator: stock by duration (§75). Three values are required to provide observations related to the stock of young people still in the YG preparatory phase after different time periods:
 - o After 4 months: either *Total stock less those with duration < 4 months* or the sum of stocks with duration *4-6 months, 6-12 months and 12+ months*;
 - o After 6 months: sum of stocks with duration *6-12 months and 12+ months*;
 - o After 12 months: stock with duration *12+ months*
- Denominator: total stock (§59)

§89 **Supplementary indicator 1: Positive and timely exits from the YG preparatory phase.** Number of young people exiting the YG preparatory phase with a positive known outcome within 4 months / total exits from the YG preparatory phase.

§90 Indicator values are calculated using data on exits with a breakdown by destination (§79-§80) and by duration (§77-§78):

- Numerator: exits with a positive destination and which occurred within 4 months. Five values are required to provide an overall indicator value and separate values related to the different destinations of employment, continued education, apprenticeship, and traineeship. The sum of the values by destination must equal the total since in order to be counted as positive the type of destination has to be known.
- Denominator: total exits (§58)

§91 **Supplementary indicator 2: Average annual stock of young people in the YG preparatory phase / NEET population (annual average).**

§92 Indicator values are calculated using monitoring data on stocks together with data from the LFS on the size of the NEET population:

- Numerator: total stock (§59);
- Denominator: NEET population (age 15-29) as measured using the LFS. The indicator should be calculated using LFS annual survey results and not quarterly figures.

5.2 Follow-up indicators

§93 For follow-up the Indicator Framework defines one main indicator and one supplementary indicator.

§94 **Main indicator: Situation of young people 6, 12 and 18 months after exiting the YG preparatory phase.** Number of young people who 6, 12, 18 months after exiting the YG preparatory phase are in a positive (employment, continued education, apprenticeship, or traineeship), negative (unemployed or inactive) or unknown⁹ status / total number of YG exits having reached the relevant observation point at the time of data collection.

§95 Indicator values are calculated using data on exits by subsequent situation (§81-§82) and total exits (§58):

- Numerator: number of exits by subsequent situation (§81-§82). Nine values are required to provide observations related to the main type of situation (positive, negative or unknown) at each point in time (6, 12 or 18 months after exiting the YG preparatory phase).
- Denominator: total exits (§58) less those for whom subsequent situation is not applicable (i.e. have not reached the observation point at the time of data collection).

§96 For example, to calculate the indicator for young people in a positive situation 6 months after exiting the YG preparatory phase the numerator would be the sum of observations labelled S6m.1, S6m.5, S6m.9, S6m.13, S6m.17, S6m.21, and S6.25 in Table 3 and the denominator would be the observation labelled E (total exits) less those for whom the subsequent situation is not applicable (i.e. have not reached the relevant observation point – sum of S6m.4, S6m.8, S6m.12, S6m.16, S6m.20, S6m.24, and S6.28 in Table 3).

§97 **Supplementary indicator: Situation of young people 6, 12 and 18 months after taking up a YG offer by type of offer.** For each type of offer (employment, continued education, apprenticeship or traineeship): number of young people who 6, 12, 18 months after taking up an offer of employment (or continued education or apprenticeship or traineeship as appropriate) have a positive (employment, apprenticeship, traineeship, education), negative (unemployed or inactive) or unknown (all other) status / total number of young people who took up a YG offer of employment (or continued education or apprenticeship or traineeship as appropriate) and reached the relevant observation point at the time of data collection (i.e. excluding those for whom the subsequent situation is not applicable).

⁹ The category unknown is considered neutral. It may for instance contain persons who are self-employed or in education if these are not registered and thus not counted as having a positive status.

§98 Indicator values are calculated using data on exits by subsequent situation (§81-§82) and exits by destination (§79-§80):

- Numerator: number of exits by subsequent situation (§81-§82). For each type of offer, nine values are required to provide observations related to the main type of situation (positive, negative or unknown) at each point in time (6, 12 or 18 months after exiting the YG preparatory phase).
- Denominator: total exits by destination (§79-§80) less those for whom subsequent situation is not applicable (i.e. have not reached the observation point at the time of data collection).

§99 For example, to calculate indicator values for the situation of young people 6 months after taking up an offer of employment the numerators would be the observations labelled S6m.1, S6m.2 and S6m.3 in Table 3 (for positive, negative and unknown situations respectively) and the denominator would be the observation labelled D1.1 less observation S6m.4 (situation not applicable).

5.3 Collection of data

§100 A condition of entry to the YG scheme is that the personal details of the young person are recorded in some form of register/database of YG clients (§15). This register should record (as a minimum) basic personal information (sex and age) and information about all key events (date of entry, date offer received, type of offer received, date of take up of an offer or other exit, etc.). This administrative data set (either directly or through linkage with other registers) should provide all the information needed for direct monitoring indicators.

§101 Although for monitoring purposes exit from the YG preparatory phase is defined to occur on take-up of an offer, the date an offer is received/delivered is also of particular interest in relation to the implementation of the Council Recommendation. It is strongly recommended, therefore, that the date an offer is received/delivered should be recorded with equal priority to the date of take-up.

§102 Follow-up indicators depend on information on the subsequent situation of young people that will generally be collected after the young person has been deregistered by the YG provider. However, the structure of the data needed to calculate indicators (see Table 3) means that the information collected on subsequent situation needs to be related to a participation record that includes the personal characteristics about the young person (sex and age), the time spent in the YG preparatory phase (duration) and the type of offer (if any) taken up (destination). Ideally this will be achieved either by adding the follow-up information to the main YG register or by linking the YG register to other relevant registers (e.g. a register recording social contributions may provide evidence of a young person being in employment). It is also possible to collect follow-up information through surveys but this approach is liable to be more costly and burdensome in the long run.

§103 The reference period for all YG monitoring data is always the calendar year (§55). The data collection for reference year n will normally take place in year n+1 and in this case, depending on the actual timing of the collection, some or all of the data on the subsequent situation of exits will not yet be available and can only be collected with some delay. A normal data

collection exercise in year n+1 will therefore request the following data (further breakdown by sex and age is required in all cases):

- Entrants (n) including breakdown by status on entry and previous YG experience
- Stock (n) including breakdown by duration
- Exits (n) including breakdown by duration and destination
- Subsequent situation (6m) of exits (n-1) if the data collection occurs in the first half of the year OR Subsequent situation (6m) of exits (n) if the data collection occurs in the second half of the year
- Subsequent situation (12m) of exits (n-1)
- Subsequent situation (18m) of exits (n-2)

Information point: providing partial data for later follow-up observations

Complete data for 12 or 18 month follow-up for reference year n can only be provided in year n+2 since the situation of someone exiting at end December in year n cannot be known until end December year n+1 and end June year n+2. However, it is possible to provide partial data before this point, which would allow a preliminary assessment of results for those that have reached the relevant observation point. For example, if a data collection is undertaken in the second half of year n+1 then it is possible to know the 12m situation of those exiting in the first half of the reference year (n). In this case situations (known or unknown) should be reported for all those that have reached the relevant observation point and the number that exited in the second half of the reference year (for whom the 12m situation cannot be known) should be reported as not applicable (see §82). Thus the total followed-up will still be the same as the total number of exits in the reference year even though the data are so far partial and will need to be updated in the next collection.