

Study for the Evaluation of ESF Support to Youth Employment (Contract VC/2018/0715)

Annex 1: A mapping of youth-related thematic objectives, investment priorities, target populations and types of operations

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April – 2020



EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion Directorate H Audit, evaluation and communication Unit G.4: Evaluation and Impact Assessment

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Luxembourg: Publications Office of the European Union, 2020

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Please quote this report as: Metis GmbH, Fondazione G. Brodolini, Applica, Ockham IPS (2020) Study for the Evaluation of ESF Support to Youth Employment, for the European Commission, Directorate-General for Employment, Social Affairs and Inclusion.

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Annex 1

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Annex 1: Task 1 - A mapping of youth-related thematic objectives, investment priorities, target populations and types of operations

The first task in the evaluation was to screen SFC2014 data (programming, physical and financial progress) and all the Annual Implementation Reports (AIRs) for those Operational Programmes (OPs) with Investment Priority 8.ii and to systematically map the ESF thematic objectives and investment priorities, including and beyond YEI and Investment Priority 8.ii operations. The aim is to identify which, where and how the youth employment operations have been implemented in the Member States (MS), and to map the types of supported operations and the related target groups. This work is based on AIRs up to and including 2018 submitted by the cut-off date of 6 September 2019, and fully checked for data inconsistencies. Corrections were performed by the contractor in the case of small input errors made by the Managing Authorities (MA).

1.1 Methodological approach

This task is about systematically mapping the ESF investment priorities for youth employment, including, where relevant, youth employment operations outside YEI and Investment Priority 8.ii.

The mapping serves as the basis of the evaluation exercise. It first identifies the "object" of the evaluation, i.e. the main typologies of operations that will have to be assessed and their related Operational Programmes (and Priority Axes/Investment Priorities). The mapping also serves to analyse possible gaps regarding the identification of the target population, as well as data inconsistencies and gaps.

The mapping is based on existing material and is therefore a desk research task using the following key sources of information:

- The first and most recently adopted version of the Operational Programme (to map differences between Operational Programme versions, such as a changing focus on youth employment operations²) as reported in SFC2014.
- Quantitative and qualitative information from the AIRs (2016, 2017³ and 2018⁴) as reported in SFC2014.
- Relevant findings from the screening of the national evaluations, including YEI evaluations carried out by Member States as the ESF Regulation explicitly requires in Art.19.
- Key socio-economic figures and information (at Member State and if relevant at NUTS 2 level), as gathered by Task 3.

This report provides a backdrop in answering a number of evaluation questions, while other tasks further deepen the findings. Below the methodological steps are outlined in more detail.

 $^{^{1}}$ According the Common Provision Regulation (Regulation (EU) No 1303/2013), 'operation' means a project, contract, action or group of projects selected by the managing authorities of the programmes concerned, or under their responsibility, that contributes to the objectives of a priority or priorities.

² This answers the question on how programmes changed their focus over time (allocation of budget to youth employment) to adapt to changes in the implementation context, notably the evolution in the situation of youth employment (research question 3.2 in the ToR)

³ Taking up the suggestion from the ISSG of avoiding duplicating work already done, information from AIR 2014 and 2015 is considered as already covered by the report on the First results of the YEI (Ecorys and PPMI (2016), First results of the Youth Employment Initiative - A Final Report to DG Employment, Social Affairs and Inclusion of the European Commission, European Commission (DG EMPL), Publications Office of the European Union ISBN 978-92-79-60740-0 doi: 10.2767/188985, available at https://ec.europa.eu/social/main_isp?catId=7388/langId=en8pubId=7931), Reference is made in the text

https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7931). Reference is made in the text below to how the different sources will be combined.

⁴ According to the Terms of Reference the evaluation should cover the AIR of 2018. This report is based on AIRs submitted by the cut-off date of September 6th 2019, and fully checked on data inconsistencies as well as quick fixes were performed in case of small input errors made by MA.

1.1.1 Mapping of operations

Basic information has been extracted on challenges identified in programming, specific objectives, types of interventions supported, and target groups addressed by ESF and YEI (source: Operational Programmes, SFC2014). Furthermore, information has been collected on allocated resources to Investment Priority 8.ii, including the financial resources allocated and how many outputs and results are expected (source: Operational Programmes, SFC 2014), as well as information in the implementation / performance including resources spent; outputs and results achieved; targets achieved; mapping of reasons over- or under performance (source: AIR, SFC2014).

In order to extract the information related to the typology of operations and target groups an ad hoc screening tool was developed. This screening tool, which forms part of an "operations database" that includes also reference to the evaluations screened and is used in combination with the results of Task 3, is described below.

The screened operations were subsequently linked to financial data from the "quantitative" monitoring sections of the AIRs at the investment priority level (e.g. tables 6 and 7) to: (i) remove implausible values, (ii) add financial figures in case of single-intervention IPs, and (iii) estimate values by typology of intervention where no financial allocation was available.

1.1.2 Demarcation of youth employment operations and more general Thematic Objective 8 operations

In order to reflect the scope of the YE evaluation, the final report presents monitoring data based on Investment Priority 8.ii (both ESF and YEI). The Thematic Objective 8 evaluation report mirrors this approach as it presents data (budgets, outputs and results) for all other investment priorities in Thematic Objective 8, excluding Investment Priority 8.ii.

However, this demarcation does not reflect that youth employment operations have been also implemented outside the Investment Priority 8.ii. For this reason, the mapping exercise sought to identify any youth employment activities across Thematic Objective 8 and include these in the analysis where possible. It is important to realise however that Member States do not provide data in a common format at the operation level, which makes it impossible to aggregate this information. This can only be done for the monitoring data at the investment priority level. The issue was discussed at length between the contractor and the European Commission and as a result a methodological note on demarcation between YE and Thematic Objective 8 was prepared by the contractor and accepted by the Commission with some further refinement.

It was agreed that the YE / Thematic Objective 8 evaluations use the monitoring data (at Investment Priority level; 8.ii for YE and remaining Investment Priorities for Thematic Objective 8) as the basis for demarcation, which allows to create reliable aggregates of budget allocations, expenditures, outputs and results (and their targets). In this way, data reported by the evaluation can easily be replicated and is in line with other reports (EU cohesion data portal, ESF monitoring, other communication material on Thematic Objective 8).

This information is complemented with information collected from the mapping of operations, which allows to identify youth employment operations irrespective of the IP they are linked to. Operations are defined as youth employment in case they are assigned to a specific objective that explicitly mentions youth employment as objective, or if the operations defines youth exclusively as the only target group of that operation. This will allow to provide the actual description of actions targeting youth employment, estimating their actual extent and importance. In the case of the Thematic Objective 8 evaluation, the analysis and the conclusions of the evaluation questions should conversely identify the cases where youth employment operations were carried out outside the frame of 8ii, and an estimation of the overall impact in

programming, operations, budget and relevance terms. This should also be considered at any other stage when relevant.

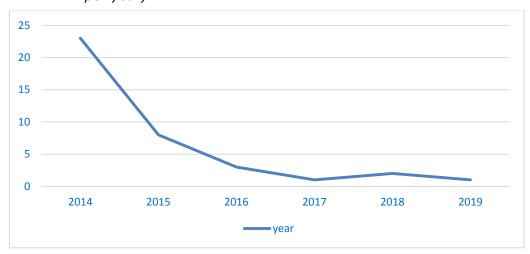
1.2 Development of Country Specific Recommendations

This chapter provides an overview of the country specific recommendations (CSR) as an indicator of the needs of the Member States with regard to youth operations.

The study analysing the outcome of the negotiations concerning the Partnership Agreement and the ESF Operational Programmes for the programme period 2014-2020, already concluded that CSRs related to youth employment are generally well addressed by ESF investment under Investment Priority 8.ii⁵. Based on an analysis of the CSR in 2013 and 2014, this study concluded that CSRs most of the time address youth unemployment in the broadest sense. Nevertheless, some CSRs are more specific, referring to tailoring PES services for the non-registered youth, or increasing availability of apprenticeships and work-based learning, or strengthening cooperation between schools and employers. In some cases, specific reference was made in the CSR to the implementation of Youth Guarantee Schemes.

In the period of 2014-2019 there have been 38 recommendations in total that directly relate to the sustainable integration into the labour market of young people (see Figure 1, below).

Figure 1. Country Specific Recommendations linked to Investment Priority 8.ii Sustainable integration into the labour market of young people (number per year)



Source: CSR 2014-2019

Figure 1 shows that 2014 was the year in which countries received most recommendations linked to youth employment (in total 23). Some countries such as Greece and Croatia received multiple recommendations related to youth and employment that year. In the years after 2014, the number of recommendations related to youth employment dropped. In 2015, there were only eight recommendations, whereas this number reduces to three in 2016, one in 2017, two in 2018, and one in 2019. This is probably attributable to the fact that youth unemployment was more dominant on the European agenda in the early years coinciding with the publication of the Youth Employment Initiative which started in 2013.

This can be explained by the contextual developments: in 2013 the EU average youth unemployment rate (of 23.8%) and the NEET rate (of 17.3%) were at an absolute high (Eurostat). The sense of urgency (probably) decreased since both rates also

⁵ FGB (2016), The analysis of the outcome of the negotiations concerning the Partnership Agreements and ESF Operational Programmes, for the programming period 2014-2020

decreased during the following years (also due to economic recovery in several Member States). The same goes for the recommendations linked to sustainable integration of youth into the labour market. In the Country Reports and the CSRs of the following years, one can clearly see that the recommendations, and the focus on youth employment, reduced substantially as soon as effective policies were successfully being implemented. When a Member State receives recommendations linked to the topic in the years after 2014, they are almost always focused on better aligning implementation with policy goals or to target a specific group that is not (yet) addressed (sufficiently). Exceptions are the Member States which keep receiving the same kind of recommendations, these Member States did not (yet) succeed in putting a good policy into practice.

The countries that received most recommendations linked to sustainable integration into the labour market of young people over the years are Greece (5 times), Austria (4), Cyprus (3), Italy (3) and Romania (3). The large number of recommendations in Greece and Cyprus is partly explained by the fact that the recommendations are (partly) based on the National Reform Programmes that put a lot of emphasis on youth employment. Nevertheless, also in 2018, Cyprus received a CSR related to youth employment, pointing to the need to "complete the reform aimed at increasing the capacity and effectiveness of the public employment services and reinforce outreach and activation support for young people who are not in employment education or training." (Cyprus, CSR 2018). Moreover, it is noticeable that both Austria and Romania received similar recommendations for their respective country for a number of years in a row. Romania received the same recommendation in 2014, 2015 and 2016, pointing towards "Strengthening the provision of labour market operations, in particular for unregistered young people and the long-term unemployed," (Romania, CSR 2015). This has to do with a high and increasing percentage of young NEETs (e.g. 17.3% for Romania in 2013 -Romania, CSR 2013), or (too much) delay in implementation. Belgium, on other hand, received recommendations primarily on young people with a migrant background. Other Member States only received one or two recommendations linked to youth employment over the years.

Next to this, there are also Member States that did not receive any relevant recommendations in this field, such as Czech Republic, Denmark, Estonia, Germany, Malta, Netherlands and Sweden. This is not that surprising since the Country Reports of these Member States clearly indicate that the youth unemployment rates, which were already (far) below average, clearly continue to decrease over time. The same holds for the young people not in employment, education or training (NEET) rates of these Member States. While Denmark serves the only exception with a small increase of 2.2%, resulting in a NEET rate of 7% in 2017, which is still well below the EU average of 14.7 (Eurostat, 2017).

Looking into more detail at the type of recommendation given and, more specifically, at the types of operations and target groups CSR refer to, it can be concluded that most CSR are formulated quite generally, referring to the need to integrate young people into the labour market. However, some CSRs are more specific such as in Italy referring to improving services (see Table 1, below).

Table 1. Prevalence of recommendations linked to Investment Priority 8.ii Sustainable integration into the labour market

Country (and number of CSR over 2014- 2019)	Type of Country Specific Recommendation
Austria	• Improve the education outcomes / achievements / basic skills in particular of young people with a migrant background (2014; 2016; 2017; 2018).
Belgium	Increased labour market access for disadvantaged groups, such as

Country (and	
number of CSR	Type of Country Specific Recommendation
over 2014- 2019)	,
2015)	young people (2014).
Bulgaria	 Extend coverage and effectiveness of active labour market policies and reach out to non-registered young NEETS, in line with the objectives of the youth guarantee (2014). Develop an integrated approach for groups at the margin of the labour market, including young NEETS (2015).
Croatia	 Implement the second phase of labour market reform including setting conditions for dismissals and working time, with a view to preventing labour market segmentation, including young people (2014). Prioritise outreach to non-registered youth and mobilise the private sector to offer more apprenticeships, in line with the objectives of a youth guarantee (2014) Implement operations to improve the labour market relevance and quality of education outcomes by modernising the qualification systems, by putting in place quality assurance mechanisms and by improving school-to-work transitions, notably through strengthening vocational education and work-based learning (2014).
Cyprus	 Promote a number of operations including the Youth Guarantee Implementation Plan (2014) Provide group counselling and job search services to school leavers and newly unemployed youth, through training programmes and the provision of skills required by the labour market and by occupations in demand). Promotion of entrepreneurship as a career path among young people (e.g. through the Youth Entrepreneurship Scheme and the Social Enterprises Programme available to young people of the age 20-35 to set up their own enterprise) () and to include work experience in enterprises (2015). Complete reforms aimed at increasing the capacity and effectiveness of the public employment services and reinforce outreach and activation support for young people who are not in employment education or training (2018).
Finland	• Pursue efforts to improve the employability of young people, focusing particularly on developing job-relevant skills (2015).
France	• Improve the transition from school to work, notably by stepping up operations to further develop apprenticeship with a specific emphasis on the low-skilled (2014).
Greece	• Ensure that all young people up to 25 years old (including NEETs) will receive a good quality offer of employment, vocational training, apprenticeship or traineeship within four months of leaving official education or becoming unemployed (2014, 2015, 2016).
Hungary	• Put in place the planned youth mentoring network and coordinate it with education institutions and local stakeholders to increase outreach (2014).
Ireland	 Pursue further improvements in active labour market policies, with a particular focus on the long-term unemployed and the low-skilled in line with the objectives of a youth guarantee (2014).
Italy	 Provide adequate services across the country to non-registered young people and ensure stronger private sector's commitment to offering quality apprenticeships and traineeships by the end of 2014, in line with the objectives of a youth guarantee. (2014) As part of the efforts to tackle youth unemployment, adopt and implement the planned school reform and expand vocationally-oriented tertiary education (2015). Ensure that active labour market and social policies are effectively integrated and reach out notably to young people (2019)
Latvia	Make progress in employability of young people including by putting in place outreach operations for non-registered young NEETs (2014).
Lithuania	In order to increase employability of young people, prioritise offering quality apprenticeships and strengthen partnership with the private

Country (and number of CSR over 2014- 2019)	Type of Country Specific Recommendation
	sector (2014).
Luxembourg	 Pursue efforts to reduce youth unemployment for low-skilled jobs seekers with a migrant background, through a coherent strategy, including by further improving the design and monitoring of active labour market policies, addressing skills mismatches, and reducing financial disincentives to work (2014).
Poland	• Strengthen efforts to reduce youth unemployment, notably by further improving the relevance of education to labour market needs, increasing the availability of apprenticeships and work-based learning places and by strengthening outreach to unregistered youth and the cooperation between schools and employers, in line with the objectives of a youth guarantee (2014).
Portugal	 Address the high youth unemployment, notably by effective skills anticipation and outreach to non-registered young people, in line with the objectives of a youth guarantee (2014). Improve the efficiency of public employment services, in particular by increasing outreach to non-registered young people (2015).
Romania	• Strengthen active labour-market operations and the capacity of the National Employment Agency. Pay particular attention to the activation of unregistered young people (2014; 2015; 2016).
Slovakia	• Effectively tackle youth unemployment by improving early intervention, in line with the objectives of a youth guarantee (2014).
Slovenia	 Take operations for further decreasing segmentation, notably addressing the efficiency of incentives for hiring young people and the use of civil law contracts. Adopt the Act on Student Work. Prioritise outreach to non-registered young people ensuring adequate public employment services capacities (2014).
Spain	• Implement the 2013-2016 Youth Entrepreneurship and Employment Strategy and evaluate its effectiveness. Provide good quality offers of employment opportunities, apprenticeships and traineeships for young people and improve the outreach to non-registered unemployed young people, in line with the objectives of a youth guarantee (2014).
United Kingdom	 Maintain commitment to the Youth Contract, especially by improving skills that meet employer needs. Ensure employer engagement by placing emphasis on addressing skills mismatches through more advanced and higher-level skills provision and furthering apprenticeship offers. Reduce the number of young people with low basic skills (2014).

A number of CSRs refer to the importance of extending the coverage and effectiveness of active labour market policies and public employment services more specifically (Bulgaria, Cyprus, Ireland and Luxembourg) and to better reach out to non-registered young NEETS (Bulgaria, Croatia, Cyprus, Latvia, Poland, Portugal, Slovakia, Slovenia and Spain). Most of the time this is mentioned in a framework of (already) ongoing efforts to reduce unemployment, which should do more for young people and young NEETs to stop the increase of youth unemployment and direct it towards the desired decrease. Take Poland for example: "Despite ongoing efforts to reform the vocational education and training system, there is a need to further facilitate access to good quality apprenticeships and work-based learning, to strengthen cooperation between schools and employers and to reach out non-registered youth" (CSR, 2014).

Other CSRs specifically refer to the implementation of the youth guarantee schemes (Bulgaria, Croatia, Cyprus, Ireland, Italy, Portugal, Poland, Slovakia, Spain and United Kingdom), and assuring that all young NEETS receive a good quality offer of employment, vocational training, apprenticeships or traineeships (Greece and Spain). This kind of recommendation refers to a context in which inadequate labour market relevance of education and training (skill mismatches) contribute to a high unemployment rate. Or, as outlined for Spain, the high youth employment rate is (partly) due to a high proportion of unemployed without formal qualifications (32.5%)

(CSR, 2014). Besides this, these recommendations also often refer to a context in which the NEET rate is, or remains, higher than the EU average. Take Belgium for example: "Youth unemployment has increased significantly over the past year, with large differences across the regions and groups. Addressing the structural problem of skills mismatches will have to go hand in hand with fighting the pressing problem of early school leaving and of youngsters leaving education without qualifications" (CSR, 2014).

A limited number of countries received recommendations that are more focused on labour market reform including setting conditions for dismissals and working time (Croatia), reducing financial disincentives to work (Luxembourg), promoting incentives for hiring young people and the use of civil law contracts, as well as adopting the Act on Student Work (Slovenia).

Only for a few countries, recommendations were made specifically related to specific operations, such as providing group counselling and job search services; promoting entrepreneurship as a career path for young people (Cyprus), or putting in place a youth mentoring network to increase outreach (Hungary). Some recommendations refer to the need to develop integrated approaches for young NEETS (Bulgaria).

Some countries received recommendations to improve the labour market relevance of vocational training provision and quality of education outcomes, e.g. by improving the job relevant skills or by supporting apprenticeships (Austria, Croatia, Finland, France, Italy, Lithuania and Poland). Some recommendations specifically address the need for strengthening the partnership with the private sector (Lithuania, Poland, and the United Kingdom). Some countries received a recommendation only referring to improve the education outcomes / achievements of young people (Austria).

Not surprisingly, the most common target group mentioned in the recommendations are young people in the most general sense. These are sometimes further specified as being non registered-youth (10 times), NEETs (5), young migrants (5), low skilled (once) or (long term) unemployed (once), but most of the time no specific reference is made.

When looking more closely at the Country Reports there is more to be said about target groups. More than once there is an (in)direct reference to lower educational levels, as for example in France: "A sixth of young people in France leave education and training without a qualification. This is particularly worrying as the unemployment rate of young people was of 25.5% at the end of 2013 and as the risk of being unemployed was almost two times higher for the least qualified young people. Schemes to promote apprenticeships should reach in particular the least qualified young people" (CSR, 2014). Besides this, the reports more than once mention women and/or migrants in the same breath as young people, indirectly suggesting that young women and young migrants are most vulnerable and that need to be addressed. Take Italy for example: "Globally, the Italian labour market continues to be marked by segmentation and low participation, which affects women and young people in particular. Therefore, the limited steps taken so far need to be extended, including staying in line with the objectives of a youth guarantee" (CSR, 2014).

Receiving a CSR or not in a related area of Youth Employment does not always mean that operations in this area are programmed with the ESF (ESF and or YEI) as described in the next paragraph. When it comes to the YEI in particular, whether or not a Member State had a CSR on Youth Employment was irrelevant as long as it met the eligibility criteria for YEI (which furthermore reflect the regional situation as opposed to merely the national average characteristics).

1.3 Programme architecture

1.3.1 Allocated resources

In the 2014-2020 programming period, the European Social Fund is implemented through 187 ESF Operational Programmes, adopted by the 28 Member States. Looking

at the most recent version of the Operational Programmes, there are 37 Operational Programmes including YEI spread over 20 Member States. Only in three Member States is YEI included in more than one programme, namely in Belgium (2 Operational Programmes), France (16 Operational Programmes) and the United Kingdom (2 Operational Programmes). Looking at ESF investments in Investment Priority 8.ii (non YEI), we see that Investment Priority 8.ii is addressed by 58 Operational Programmes, spread over 20 Member States including: Belgium (3 Operational Programmes), Bulgaria (1), Cyprus (1), Germany (5), Spain (2), France (7), Greece (1), Croatia (1), Hungary (2), Italy (21), Lithuania (1), Luxembourg (1), Latvia (1), Malta (1), Poland (1), Portugal (2), Romania (1), Sweden (1), Slovenia (1) and the United Kingdom (4). In a small number of cases Investment Priority 8.ii investment is spread amongst more than one Priority Axis in the Operational Programme. This is only the case for seven Operational Programmes, namely in Belgium (Operational Programme ESF Flanders), Spain (Operational Programme ESF Youth Employment), France (Operational Programme ERDF-ESF Guadeloupe and St Martin), Italy (National Operational Programme Youth Employment), Italy (National Operational Programme for Systems for Active Employment Policies), Poland (Operational Programme Knowledge Education Development) and Romania (Operational Programme Human Capital).

YEI provides financial support to Member States worst hit by youth unemployment, according to set percentages of youth unemployment at regional level⁶. Originally, the YEI resources consisted of a dedicated budget line (YEI specific allocation) of EUR 3.2 billion, and a matching ESF contribution of EUR 3.2 billion. These funds are subsequently matched with national co-financing for the ESF matching allocation. The YEI specific allocation is not complemented with national co-financing. At the start of the programming period, the total EU budget allocated to YEI (YEI + matching ESF) was EUR 6.4 billion (EUR 7.67 billion if we include national co-financing to the ESF share). In view of persisting levels of youth unemployment, in June 2017, the European Parliament and the Council agreed to increase YEI funding by another EUR 1.2 billion, matched by an equivalent amount of ESF funding (EUR 2.4 billion in total). The increase in ESF contribution to YEI is further topped up by the eligible Member States' own financial resources. All in all (combining the EU amount of the dedicated YEI budget line, matching ESF share and national co-financing), this ensures a total budget of EUR 10.4 billion for YEI, as shown in Table 2 below. A total budget of EUR 8.2 billion is allocated to Investment Priority 8.ii (non YEI), which puts the total investment in Youth Employment related investments at EUR 18.6 billion.

Table 2 specifies the total allocations for each Member State and illustrates that the largest budget for ESF and YEI support to Youth Employment are allocated by Italy (EUR 4.6 billion), Spain (EUR 3.6 billion), Poland (EUR 2.1 billion), France (EUR 1.4 billion), UK (EUR 1.6 billion), Romania (EUR 0.8 billion), Germany (EUR 0.8 billion). The Member States that allocate a relatively small budget for ESF and YEI support are Malta, Luxembourg, Czech Republic, Cyprus, Latvia, Lithuania, (all below EUR 100 million). Looking only at ESF investments in Investment Priority 8.ii (non-YEI) one can see that Italy, Poland, Germany, United Kingdom, Hungary, Spain, and Romania allocate the largest budgets for ESF support to Youth Employment, while Malta, Cyprus, Latvia, Luxembourg, Lithuania allocated the lowest budgets. Looking at the total budget allocated to YEI, one can see that Spain, Italy, France, United Kingdom, Poland, and Greece were allocated the largest budget, while Slovenia, Czech Republic, Cyprus, Latvia, Lithuania, and Hungary were allocated a smaller amount.

The YEI supports similar operations to the ESF, namely jobs and training operations, apprenticeships and traineeships, hiring subsidies, business start-up, etc. This will amplify the support provided by the ESF for the implementation of the Youth Guarantee by funding activities to help NEETs directly. In this way, the YEI is

⁶ Art. 16 ESF Regulation

⁷ Article 22(3) ESF Regulation

complementary to the ESF, acting in the worst affected regions. However, the ESF can reach beyond individuals, helping reforming employment, education and training institutions and services.

Table 2. Allocations to Youth Employment ESF + YEI - including OP amendments until 2018

	ESF - IP 8.ii ⁸		YEI ⁹		Total			
MS	EU amount (xEUR 1 000)	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)		
AT	-	-	-	-	-	-		
BE	61 539	133 209	125 788	188 682	187 327	321 891		
BG	31 799	37 357	110 377	120 117	142 177	157 474		
CY	6 798	7 998	36 274	39 474	43 072	47 472		
CZ	-	ı	27 200	29 600	27 200	29 600		
DE	467 029	827 733	ı	ı	467 029	827 733		
DK	-	ı	ı	ı	ı	-		
EE	-	ı	ı	ı	ı	-		
ES	420 217	589 236	2 723 322	2 963 615	3 143 538	3 552 850		
FI	-	ı	ı	ı	ı	-		
FR	195 976	249 915	944 660	1 117 509	1 140 635	1 367 424		
GR	-	-	500 842	574 249	500 842	574 249		
HR	35 540	41 812	202 590	220 466	238 130	262 277		
HU	503 068	598 801	99 531	108 313	602 598	707 113		
IE	-	-	136 291	204 436	136 291	204 436		
IT	1 293 095	2 267 888	1 821 065	2 288 069	3 114 159	4 555 957		
LT	17 453	20 533	63 565	69 174	81 018	89 707		
LU	6 819	13 638	-	-	6 819	13 638		
LV	-	-	58 021	63 141	58 021	63 141		
MT	4 800	6 000	-	-	4 800	6 000		
NL	-	-	-	-	-	-		
PL	1 256 028	1 488 182	537 635	585 074	1 793 663	2 073 256		
PT	-	-	446 720	486 136	446 720	486 136		
RO	421 124	496 769	302 237	328 905	723 361	825 674		
SE	191 150	382 301	88 326	132 489	279 477	514 790		
SI	73 000	91 250	18 423	20 726	91 423	111 976		
SK	-	-	206 715	228 275	206 715	228 275		
UK	549 841	984 149	397 265	578 361	947 105	1 562 510		
EU	5 535 274	8 236 768	8 846 846	10 346 810	14 382 120	18 583 579		

Source: SFC2014, based on OP data reported in AIR2018 (data extracted on September 6, 2019)

Altogether only five countries (Austria, Denmark, Estonia, Finland and the Netherlands) did not programme ESF and YEI investments to the youth employment investment priority. Interestingly, these are also the countries which did not receive a Country Specific Recommendation on Youth Employment over the years, with the exception of Austria which received a recommendation on improving the education outcomes / achievements / basic skills in particular of young people with a migrant background, for four years in a row. However, even though these Member States did not allocate explicit budgets to the Youth Employment investment priority, the mapping exercise identified operations in Austria, Denmark and Finland that have young people as primary target groups (see Table 4 below).

During the negotiations of the Operational Programme, the Commission made clear that Youth Employment actions should fall under Investment Priority 8.ii to give visibility to the Youth Employment related operations (especially for those with CSR on youth employment). For the YEI programming, Investment Priority 8.ii was the only possible option. Nevertheless, a mapping exercise of all operations reported by

⁸ Excludes ESF allocations to YEI

⁹ Includes ESF allocations to YEI

Managing Authorities in Thematic Objective 8 shows that a number of additional ESF operations outside Investment Priority 8.ii can also be classified as YE¹⁰. The mapping exercise estimated the costs of these operations, based on information provided by Managing Authorities in their AIR (where available). Based on the estimated costs of these operations, rough estimates were derived for the eligible costs and budget allocations. As presented in Table 3 below, the costs of these operations are estimated at EUR 2.1 billion, which can be extrapolated to an estimated allocation of EUR 3.5 billion (assuming similar implementation levels as YE operations in Investment Priority 8.ii: 66%). Based on these additional calculations the total estimated size of YE operations within ESF and YEI is EUR 22.0 billion.

Table 3. Estimated allocations to Youth Employment operations in ESF + YEI

	Estimated costs 2018 (x€1 000)	Share of costs mapped	Eligible costs (x€1 000)	Allocated EU + national (x€1 000)	Project selectio n rate
Total YEI	7 823 320	90%	8 691 091	10 346 810	84%
Total YE in ESF – 8ii	5 071 367	94%	5 416 847	8 236 768	66%
Estimate for YE in ESF – other TO8 IP	2 136 090	<u>94%</u>	2 272 436	<u>3 455 429</u>	<u>66%</u>
Estimated total for YE	15 030 779		16 380 374	22 039 008	

Figures without formatting are based on the available monitoring data at IP level, reported in AIR 2018 Figures in italics are estimates based on information at operation level extracted from AIR Underlined figures are calculations based on the estimated costs, assuming similar project selection rates and share of costs for YE operations between 8ii and other Thematic Objective 8 Investment Priority Figures in bold are totals.

Source: SFC2014, based on OP data reported in AIR2018 (data extracted on September 6, 2019)

Investment in Youth Employment outside Investment Priority 8.ii but within Thematic Objective 8

Despite that a considerable share of the current costs in YE operations can be found outside Investment Priority 8.ii, as Managing Authorities do not provide additional information in their Operational Programme or AIR on the reasons of programming YE outside the main investment priority for this purpose. The introduction of the concentration principle in the 2014-2020 programming period is a possible explanation, as this requires programmes to allocate investments to a certain thresholds to the five largest investment priorities11. In those cases it may be necessary for Member States to allocate youth employment investments to other IP in order to meet the minimum requirements. Table 4 below shows the estimated costs for Youth Employment operations outside Investment Priority 8.ii and shows that most (EUR 1.8 out of 2.1 billion) were reported under Access to employment (Investment Priority 8.i), in Austria, the Czech Republic, Germany, Spain, Finland, France, Ireland, Italy, Portugal, Sweden, Slovenia and the United Kingdom. This is intuitive, as this investment priority is arguably most closely related to the access to youth employment (Investment Priority 8.ii) priority. Another EUR 0.3 billion was reported as costs of youth employment operations under adaptability (Investment Priority 8.v), mainly in Germany and Bulgaria. Remaining operations are minor, such as EUR 64 million for entrepreneurship (Investment Priority 8.iii) in Spain and France, another EUR 18 million in the area of gender equality (Investment Priority 8.iv) in Austria, Spain and Italy, and finally EUR 11 million on Labour Market institutions (Investment Priority 8.vii) in Denmark and Italy.

 $^{^{10}}$ Operations outside Investment Priority 8.ii are defined as Youth employment (YE), if these define youth (up to 30 years old) as its exclusive target group (i.e not mention other age groups for that operation), or if these are programmed under Specific Objectives that mention youth, and the operation mentions youth as (one of the) target groups.

¹¹ See article 4 of the ESF Regulation (2013 / 1304)

Table 4. Investment in Youth Employment outside Investment Priority 8.ii (ESF) but within Thematic Objective 8 (and estimate of costs)

(xEUR 1 000)	Access to employme nt (8i)	Entrepre- neurship (8iii)	Gender equality (8iv)	Adaptabil ity (8v)	Active Ageing (8vi)	LM institutio ns (8vii)	Total
AT	100	-	15 900	-	_	-	16 000
BG	-	-	-	90 000	-	-	90 000
CZ	481 101	-	-	-	-	-	481 101
DE	609	-	-	115 127	-	-	115 736
DK	-	-	-	-	-	355	355
ES	324 156	53 879	503	5 516	-	-	384 053
FI	213 754	-	-	-	-	-	213 754
FR	281 009	9 961	-	-	-	-	290 970
IE	316 946	-	-	-	-	-	316 946
IT	135 211	-	1 245	41 557	-	10 500	188 513
PT	13 568	-	-	-	-	-	13 568
SE	4 417	-	-	-	-	-	4 417
SI	16 546	-	-	-	-	-	16 546
UK	4 131	-	-	-	-	-	4 131
EU	1 791 547	63 839	17 648	252 200	-	10 855	2 136 090

Source: Mapping of operations based on AIR 2015 - 2018

Investments in Youth Employment outside Thematic Objective 8

For Youth Employment investments outside Thematic Objective 8 no estimates of costs could be provided. Instead, we draw upon the database developed in the context of the study on 'analysing the outcome of the negotiations concerning the Partnership Agreements and ESF Operational Programmes, for the programming period 2014-2020'12, provides relevant information for assessing possible overlap. This study, based on the first version of the Operational Programmes, plotted the specific objectives, actions, and target groups addressed by each Investment Priority. Subsequently we selected the Investment Priorities outside Thematic Objective 8 that addressed young unemployed as one of the target groups, resulting in 57 Investment Priorities in 49 Operational Programmes (spread over 14 Member States) that match the criteria. These Investment Priorities were further screened in order to identify whether they were:

- A dedicated Investment Priority (outside Thematic Objective 8) that specifically addresses young unemployed people in their pathways to employment (the target group young unemployed is specifically mentioned in the description of the specific objective);
- A generic Investment Priority that addresses young unemployed, as well as
 other target groups, in their pathway to employment (the target group young
 unemployed is not specifically mentioned in the description of the specific
 objective, but it can be supported as one of the many target groups of the
 pathway to employment operations);
- A non-selected Investment Priority (not related to improving youth employment specifically, instead solely focusing on e.g. improving access to education for young people, reducing early school leaving, or increasing access to social services).

Finally, as Table 5 shows, only 15 Investment Priorities outside Thematic Objective 8 can be considered as relevant Investment Priorities for youth employment operations,

¹² Fondazione Giacomo Brodolini (FGB), CEPS and COWI (2016), The analysis of the outcome of the negotiations concerning the partnership agreements and ESF operational programmes, for the programming period 2014-2020 - Final report: EU28 analysis – Study, European Commission (DG EMPL), Publication office of the European Union, ISBN 978-92-79-62769-9, DOI: 10.2767/90132 available at https://publications.europa.eu/en/publication-detail/-/publication/b2c01d15-ffef-11e6-8a35-01aa75ed71a1/language-en

spread over 15 Operational Programmes in 5 countries (Germany - 6 OPs; Estonia – 1 OP; France – 6 OPs; Ireland – 1 OP; UK – 1 OP). These dedicated Investment Priorities can be found in Investment Priority 9.i (7 times), Investment Priority 10.iii (6), and Investment Priority 10.i (twice). Including the Generic Investment Priorities in the selection, we identify 20 additional Investment Priorities, spread over 20 Operational Programmes in eight countries (Germany, Spain, France, Greece, Italy, the Netherlands, Poland and Slovenia). These Generic Investment Priorities can be found in Investment Priority 10.iii (9); Investment Priority 9.i (7); Investment Priority 9.v (2); Investment Priority 9.vi (1); and Investment Priority 10.iv (1).

Table 5. Number of Investment Priorities that address Youth Employment outside Thematic Objective 8

	Dedicated IP				Generic IP					Total	
Country /OP	10i	10iii	9i	Total	10iii	10iv	9i	9v	9vi	Total	
DE	1		5	6			3			3	9
EE			1	1							1
ES							1	1		2	2
FR		6		6	9		1			10	16
GR								1		1	1
IE			1	1							1
IT						1				1	1
NL							1			1	1
PL									1	1	1
SI							1			1	1
UK	1			1							1
EU	2	6	7	15	9	1	7	2	1	20	35

Source: Study on `analysing the outcome of the negotiations concerning the Partnership Agreements and ESF Operational Programmes, for the programming period 2014-2020

The information presented above shows that only in a few Operational Programmes, young unemployed are specifically targeted by other Investment Priorities outside Thematic Objective 8, following the Commission recommendation that Youth Employment related actions should fall under Investment Priority 8.ii to give visibility to the Youth Employment related operations (and for the YEI programming, Investment Priority 8.ii was the only possible option). Mostly this concerns Investment Priorities falling under Investment Priority 9.i, Investment Priority 10.i and 10.ii, addressing social inclusion of young unemployed or the importance of education and training in the transition of this group to the labour market. These Investment Priorities will be further assessed in the remaining part of this study, exploring the AIR of the Operational Programmes, exploring what kind of Youth Employed related operations are supported under these Investment Priorities, how much is allocated to relevant Youth Employment operations.

1.3.2 Number of young people targeted

The budgets defined for youth employment operations are closely related to the number of young people that each programme aims to reach. This section presents the targets that Member States have set for the number of young people ESF and YEI investments should reach by the end of the programming period. This mid-term evaluation assesses the progress towards these targets, in the knowledge that the final targets are to be met by the end of 2023.

To gain an understanding of the total participation that programmes aim to reach with the allocated budgets, targets cannot simply be extracted from the dataset and summed up. Often a single programme defines multiple indicators and targets with overlapping target groups, such as setting a target for number of unemployed, and a target for number of long-term unemployed. In order to avoid such double counts and reach a realistic estimate of the actual participation figure that programmes aim for, each indicator and target was screened manually for all programmes that contain Investment Priority 8.ii operations. This manual screening process was subsequently validated by the reported aggregated number of participations as reported by Member States in the common indicators. Table 6 below presents the results for each Member State, split by YEI and ESF.

Table 6. Targets set by Member State for the number of young people to be reached

MS	National ta	rgets for tota	al number of y	oung people	e to be reache	d in 8ii
МЭ	ESF		YEI		Total	
	Target for	%	Target for	%	Target for	% achieved
	youth	achieved	youth	achieved	youth	
BE	47 950	196%	34 238	376%	82 188	271%
BG	12 710	63%	39 225	133%	51 935	116%
CY	1 800	92%	4 000	84%	5 800	86%
CZ	-	1	3 100	131%	3 100	131%
DE	126 796	60%	1	-	126 796	60%
ES	274 392	2%	1 522 665	49%	1 797 057	42%
FR	82 165	43%	548 630	89%	630 795	83%
GR	-	-	124 370	49%	124 370	49%
HR	8 946	108%	73 700	33%	82 646	41%
HU	138 225	50%	35 000	114%	173 225	63%
IE	-	-	22 330	63%	22 330	63%
IT	436 324	50%	720 000	69%	1 156 324	62%
LT	10 000	0%	35 000	147%	45 000	114%
LU	3 000	127%	-	-	3 000	127%
LV	-	1	30 906	102%	30 906	102%
MT	2 700	97%	-	-	2 700	97%
PL	592 625	32%	212 770	125%	805 395	57%
PT	-	-	157 800	38%	157 800	38%
RO	222 181	10%	84 116	2%	306 297	7%
SE	39 400	37%	20 000	144%	59 400	73%
SI	20 620	43%	2 859	104%	23 479	50%
SK	-	-	82 255	107%	82 255	107%
UK	422 260	21%	127 480	58%	549 740	29%
EU	2 442 094	35%	3 880 444	69%	6 322 538	56%

Source: SFC2014, based on OP data reported in AIR2018 (data extracted on September 6, 2019)

As already indicated, the differences between Member States reflect the differences in budget shares available across Member States. Spain defined the highest targets, with 1.6 million young people, most of whom it aims to reach through YEI, followed by Italy, which aims to reach 1.2 million young people. In total, ESF-funded operations across the EU aim to reach 2.3 million young people. YEI operations aim at reaching 3.6 million young people.

1.3.3 Programme changes over time

Since the first version of the Operational Programmes, programmes were adjusted to new realities, allocated new funding or changes in priorities. While these adjustments were only marginal in size and scope in the early years of programming, these became more significant after the increased allocation to YEI, as proposed by the European Commission in September 2016 and approved by Parliament and Council in June 2017. In view of persisting levels of youth unemployment, an additional EUR 2.4 billion was allocated to YEI, further topped up by a matching share of ESF funding and national ESF contributions. Table 7 shows the changes to Youth Employment allocations in Operational Programmes since the beginning of the programming,

comparing the latest approved version of the Operational Programme with the first one.

As shown in Table 7 below, the total budget allocated to Investment Priority 8.ii increased to EUR 1.9 billion, for which the increase of YEI spending is mainly responsible. The increase in YEI particularly benefited Spain, which now invests an additional EUR 0.9 billion on combating youth unemployment, followed by Italy (EUR 0.8 billion) and France (EUR 0.4 billion). Of these countries, only Italy received a CSR in 2014, 2015, and 2019 on tackling unemployment, while Spain and France only received a CSR on Youth Employment in 2014. Looking at the youth unemployment figures the countries that report ongoing high unemployment figures are the same (although Spain increased their unemployment rate by 18.9 percentage points).

When excluding YEI, ESF investments in Investment Priority 8.ii decreased with EUR 0.8 billion. However, the increased YEI investments ensures that in almost all Member States Youth Employment investments remained the same or increased. Exceptions are Finland, Latvia, Portugal. The decrease in ESF investment in Investment Priority 8.ii (excluding YEI) is mainly explained by the reductions of ESF budget in Italy (EUR 0.6 billion), Spain (EUR 0.1 billion), and Greece (EUR 0.06 billion), while at the same time these countries still experience relatively high youth unemployment. Only a few Member States reported an increase in ESF to Investment Priority 8.ii, namely Belgium, Germany, France, and the United Kingdom. Overall, there seems not to be a clear link between changing budget allocation towards Youth Employment and development in youth employment figures.

Changes to allocations in Operational Programme since start programming (including changes in youth employment figures Table 7. since 2014)

	Youth	Youth	p.p. change	ES	F13	YE	[¹⁴	Tot	al
MS	unemploy- ment (15- 24 years) 2014	unemploy- ment (15- 24 years) 2018	youth un- employment since 2014	EU amount (xEUR 1 000)	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)
AT	10.3	9.4	-0.9	-		-	-	-	-
BE	23.2	15.8	-7.4	157	315	40 918	61 377	41 075	61 691
BG	23.8	12.7	-11.1	-	0	-	0	-	0
CY	36.0	20.2	-15.8	-7 650	-9 000	13 129	14 288	5 479	5 288
CZ	15.9	6.7	-9.2	-		-	0	-	0
DE	7.7	6.2	-1.5	9 081	24 495	-	-	9 081	24 495
DK	12.6	9.4	-3.2	-	-	-	-	-	-
EE	15.0	11.8	-3.2	-	-	-	-	-	-
ES	53.2	34.3	-18.9	-24 124	-97 527	836 329	910 123	812 205	812 596
FI	20.5	17.0	-3.5	-200	-400	ı	-	-200	-400
FR	24.3	20.9	-3.4	10 812	17 606	324 242	394 110	335 054	411 716
GR	52.4	39.9	-12.5	-50 000	-64 553	157 808	181 530	107 808	116 977
HR	45.5	23.7	-21.8	-33 117	-38 961	70 236	76 433	37 119	37 472
HU	20.4	10.2	-10.2	-	0	ı	0	-	0
IE	23.4	13.8	-9.6	-	-	ı	0	-	0
IT	42.7	32.2	-10.5	-275 503	-638 332	686 042	774 706	410 539	136 374
LT	19.3	11.1	-8.2	-	-	ı	0	-	0
LU	22.6	14.2	-8.4	-	-	ı	-	-	-
LV	19.6	12.2	-7.4	-8 738	-10 279	ı	0	-8 738	-10 279
MT	11.7	9.2	-2.5	-	-	ı	-	-	-
NL	12.7	7.2	-5.5	-	-	ı	ı	1	-
PL	23.9	11.7	-12.2	-15 560	-18 077	32 760	35 650	17 200	17 573
PT	34.8	20.3	-14.5	-193 868	-228 080	125 175	136 220	-68 692	-91 860
RO	24.0	16.2	-7.8	-45 124	-53 087	90 249	98 212	45 124	45 124
SE	22.9	16.8	-6.1	-2 767	-5 534	-	0	-2 767	-5 534
SI	20.2	8.8	-11.4		0		0	-	0
SK	29.7	14.9	-14.8	-	-	12 365	12 365	12 365	12 365

¹³ Excludes ESF allocations to YEI14 Includes ESF allocations to YEI

	Youth	Youth	p.p. change youth un- employment since 2014	ESF ¹³		YEI ¹⁴		Total	
MS	unemploy- ment (15- 24 years) 2014	unemploy- ment (15- 24 years) 2018		EU amount (xEUR	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)	EU amount (xEUR 1 000)	Total (xEUR 1 000)
UK	17.0	11.3	-5.7	153 975	286 937	-14 931	-21 668	139 044	265 269
EU	22.2	15.2	-7	-482 625	-834 479	2 374 320	2 673 345	1 891 695	1 838 866

Source: SFC2014, based on latest approved versions of Operational Programme (data extracted on September 6, 2019 and 15 July, 2016). Amounts include EU + national co-financing

The question is to what extent these shifts in budgets to youth employment related investments lead to actual changes in the programme strategy of programmes, adjusting their specific objectives, the types of operations supported, and the target groups addressed. Based on a more detailed analysis of the Operational Programmes in the 10 selected country case studies for this evaluation, on the changes made in the programme by comparing the text of the first version of the Operational Programme with the latest version, it can be concluded that only a limited number of programmes adjusted their programme strategy for Investment Priority 8.ii and YEI over the years. In those cases, the programme strategies are adjusted in terms of Investment Priorities, Specific Objectives.

This analysis shows that only a few Operational Programmes updated the socioeconomic / needs analysis of the Operational Programme related to Investment Priority 8.ii. The Operational Programme Sicily in Italy serves as an example where the socio-economic analysis was updated. It reported an increased youth unemployment rate in 2017, compared to 2013. Also the Operational Programme Sachsen-Anhalt (Germany) updated the needs analysis in the Operational Programme, as a result of changes in the labour market that have made it necessary to modify the Operational Programme, referring to an increase in the number of refugees and the need to integrate them in the labour market, the decrease in youth unemployment, and increasing digitalisation. Refugees often have language barriers, or their qualifications are not recognised. Subsequently, funds were shifted from Priority Axis 1 (Thematic Objective 8) to Priority Axis 2 (Thematic Objective 9). The output indicator under Investment Priority 8.ii has also been reduced from 50 000 to 30 000 participants on account of the reduction in youth unemployment. Also, the Operational Programme Knowledge Education Development in Poland changed its focus on target groups targeted by Investment Priority 8.ii supporting young people up to 29 years old (unemployed, economically inactive and jobseekers). The operations will be extended to groups as immigrants (including people of Polish origin), returning Polish migrants, people leaving agriculture and their families, people employed on short-term contracts and working under civil law contracts (support for these groups should result from the diagnosis of the socio-economic situation).

With regard to adjusting the specific objectives, the Operational Programme on Youth Employment in Italy serves as a unique example, in which one Priority Axis was added to the programme, due to a remodulation of financial resources, and therefore a new Specific Objective was introduced. This specific objective is similar to the one for YEI, in the same programme, focused on increasing youth employment in coherence with the European youth guarantee. The main difference with the YEI is the target group, going beyond the target group of NEETs, addressing more generally young people out of work. Also, the Operational Programme Human Resources Development, Education and Lifelong Learning in Greece, removed the first and third specific objectives and cooperated this in the second specific objective, broadening the age group from 15 to 29 years old.

With regard to the changes made in the Operational Programmes on supported actions, more examples can be provided. The Operational Programme Flanders in Belgium extended the geographical scope of its actions to include the Brussels region (to the extent where the Flemish community has legal competence). Another example is the Operational Programme YEI in France, where the "pact/contract" changed from "reinforced social inclusion contract" or "contrat d'insertion dans la vie sociale (CIVIS)" to pact for a pathway towards employment and independence "parcours contractualisé d'accompagnement vers l'emploi et l'autonomie (PACEA)". Germany also serves as example as the Operational Programme Bayern offers language courses as the support for language courses provided by the ESF-BAMF federal programme ends in 2017-2018. From 2019 onwards, first job entry support is also offered within Investment Priority 8.ii in the Operational Programme Bayern, to support the transition of young people from school to work.

Only a few Operational Programmes revised their description of target groups over time. An example is the Operational Programme Wallonie-Bruxelles in Belgium, removing the reference to the eligibility of the YEI, while adding "beneficiaries of RIS, beneficiaries within the meaning of law 60(7) or 61 public centres for social support, beneficiaries of the school to work transition programmes of the Brussels region". Also, the Operational Programme Flanders adjusted the target group in their Operational Programme including target groups in Brussels, to the extent where the Flemish Community has legal competences. The Operational Programme Bayern in Germany further specified their target groups, addressing young people with educational weaknesses who wish to gain a school leaving certificate and vocational qualification. The Operational Programme Sachsen-Anhalt included the target group of young people participating in voluntary work for people under 35 years old with learning difficulties and other disabilities. The Operational Programme YEI and the Operational Programme Nord-Pas de Calais in France adjusted their Operational Programmes to include young people up to 29 years of age (as opposed to up to 25 as in the first version of the Operational Programme). The Operational Programme Human Resources in Slovakia removed some target groups like employees, the selfemployed, employers, and employment services providers under Investment Priority 8.ii (non-YEI). Moreover, the eligibility criteria for young NEETs has been adjusted (being unemployed for a minimum of three months for those 25-29 years old and one month for those younger than 25 years old). Typologies of recipients (NGOs) are also better detailed in the most recent version of the Operational Programme, including interest associations of legal entities, non-investment funds, church organisations, non-profit organisations providing services of general interest and non-profit, organisations established by a special law, business companies, cooperatives and other employers, other employment service providers and employers.

To conclude, although the budgets shifted over the years to and from youth employment related operations under YEI and ESF under Investment Priority 8.ii, the texts of the Operational Programmes do not provide adequate information on how this has affected programming (in terms of analysis of the socio economic context, specific objectives, actions, and targets groups addressed). It seems that budget increases tend to affect the volume of operations supported (doing more of the same) and did not lead to significant changes in programme focus. Moreover, there is evidence to suggest that Operational Programmes often do not need to make formal changes to the programme strategy since specific objectives were often formulated in a broad manner, closely aligned with the description of the related investment priority, allowing a variety of operations to be supported, all contributing to the overall Investment Priority 8.ii objective: increasing youth employment. Most programmes also include a wide range of types of operations and target groups that could receive ESF support, allowing maximum flexibility while implementing the programmes, while giving the Managing Authorities the possibility to steer the specific operations and target groups by publishing more specific calls for proposals¹⁵.

1.4 Results of mapping – Overview of types of operation supported

1.4.1 Introduction

The mapping exercise in the framework of Task 1 involved the categorisation of youth employment operations, according to types of operation and target groups. This screening exercise went beyond the monitoring data reported in a standardised way at the investment priority level, and – where possible – unpacked information at the level

¹⁵ Fondazione Giacomo Brodolini (FGB), CEPS and COWI (2016), The analysis of the outcome of the negotiations concerning the partnership agreements and ESF operational programmes, for the programming period 2014-2020 - Final report: EU28 analysis – Study, European Commission (DG EMPL), Publication office of the European Union, ISBN 978-92-79-62769-9, DOI: 10.2767/90132 available at https://publications.europa.eu/en/publication-detail/-/publication/b2c01d15-ffef-11e6-8a35-01aa75ed71a1/language-en

of individual operations¹⁶. According to the Common Provision Regulation (Regulation (EU) No 1303/2013), "operation" means a project, contract, action or group of projects selected by the managing authorities of the programmes concerned, or under their responsibility, that contributes to the objectives of a priority or priorities.

Despite a standardised template in SFC2014, the level of detail of reporting on individual operations is very mixed. Some AIRs describe wide ranges of different operations, including details on budgets and outputs, while others do not provide any additional detail beyond their reporting at the investment priority level.

A total of 596 different operations across all 28 Member States were identified within Investment Priority 8.ii. However, as there is no common definition of what qualifies as an operation or a project, the absolute number of operations cannot easily be compared across Member States. There are also differences between Member States in the number of Priority Axes, and Operational Programmes, which also affect the number of operations found. A more suitable operation for comparing different operations across Member States is the respective cost of each operation. The findings of the screening exercise allow an estimation of the costs of different types of operations by linking the data gathered to the monitoring data reported in the AIR at the investment priority level.

- The most reliable data is found in the information provided by Managing Authorities on how much certain types of operation costs in a given year¹⁷. These descriptions are generally provided in the general text fields or the overview tables of implementation in AIR. The results of this screening were further validated by the aggregated eligible costs reported for each single investment priority.
- Managing Authorities do not always describe the costs at the level of individual (types of) operations. We therefore linked the types of operations to eligible costs and inferred the possible budget size of types of operations. In a number of cases, only one type of operation is reported by Managing Authorities in an investment priority. In these cases, even where Managing Authorities do not explicitly report the funds allocated/spent for the type of operation, the former can be inferred with a high level of reliability from the overall spending, reported separately in the AIR for each investment priority.
- In cases where multiple types of operations are undertaken within an investment priority, and where the Managing Authorities do not report estimations of the size of such operation, we also draw directly on monitoring data on eligible costs. Our general assumption is that the types of operation mentioned by the Managing Authorities for that investment priority are covered by the eligible costs reported by the Managing Authorities in the AIR. In case information is provided about the outputs or results achieved for, we use these operations to estimate the relative costs of that operation.
- In cases where no information is provided about the costs, outputs or results, it is assumed that all these types of operations are of similar size within a certain investment priority. Here, the total eligible cost reported for that Investment Priority is distributed evenly across all operations. Even though these are reasonable assumptions, it is clear that they can only be used for rough estimates.

 $^{^{16}}$ As described in section 1.1 we define operations as YE in case they are assigned to a specific objective that explicitly mentions youth employment as objective, or if the operations defines youth exclusively as the only target group of that operation.

¹⁷ MA do not follow a single convention about what type of financial data to report when estimating the financial size of types of operations. In most cases, they report the eligible costs, which can be compared against the monitoring data provided in the financial section of the AIR. However, before launching project calls MA sometimes describe types of operation with a 'programmed expenditure', consisting of costs that are projected to be incurred, but are not yet marked as eligible costs. As such, it is possible that the programmed expenditure exceeds the eligible costs reported in the AIR in a given year.

The findings of the screening exercise can be classified according to these four categories of data, as presented in Table 8 below.

Table 8. Overview of screening of operations and estimated budget (and % of mapped eligible costs)

Type of data	Number of operations	Eligible costs covered (EUR)	% of mapped eligible costs
Estimate of budget for types of operation provided by MA	371	8 340 131 442	55.5%
One type of operation within investment priority	13	825 381 160	5.5%
Estimate by link to monitoring data – some indication of size	100	4 235 701 254	28.2%
Estimate by link to monitoring data – no indication of size	112	1 629 565 568	10.8%
Total of eligible costs mapped	596	15 030 779 425	100.0%

Source: Mapping of operations based on AIR 2015 - 2018

1.4.2 Overview of types of operation at EU level

Based on this approach, the outline of different types of operations used by the Member States to promote youth employment under ESF / YEI is presented. This section provides an overview of the types of operation found for YEI and ESF, after which each main type of operation is assessed in more detail in the subsequent sections below and also explores the variation between different types of operations between different Member States. This section also compares the types of operations undertaken within Investment Priority 8.ii and operations outside this Investment Priority, to investigate whether any meaningful differences can be observed between these operations.

For ESF funded operations, the largest budget share is linked to operations that support guidance and support operations (22%), work-based learning (21% at EU level), operations that support education and training (13%), and financial incentives (10%). Another 13% of the ESF costs for youth employment is reported for operations that consist of multiple categories of operations in a single approach, for example, a trajectory of training and education combined with guidance and support for individuals. Note that we only coded an operation under the combined category if no dominant type could be identified within an operation. As such, even where some operations are reported as "single types" this may be due to the fact that the costs could be observed for all single components and it is still possible that such different elements of an operation are in reality "combined" into integrated pathways. Other types of operations are more scattered and represent smaller shares of the budget. An example of another type of operation is the support for strengthening institutional capacity (e.g. of labour market institutions such as PES), adaptability or support to entrepreneurs, which are only addressed by a limited number of operations and receives a relatively small share of the estimated costs.

When comparing ESF funded operations in Investment Priority 8.ii and those outside the Investment Priority, the main difference seems that operations outside Investment Priority 8.ii consist substantially more often of guidance and support operations (35% against 16%). Operations also more often combine different operations outside Investment Priority 8.ii (22% against 9% for 8.ii operations).

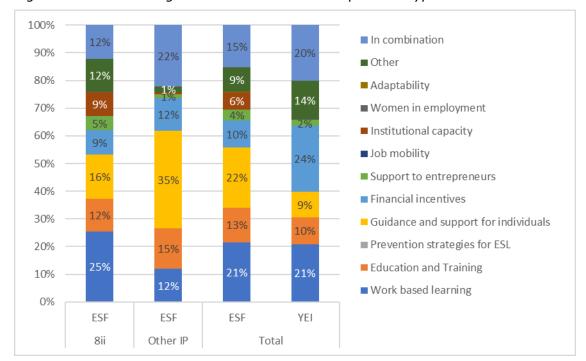


Figure 2. Share of eligible ESF costs related to operation types

Source: Mapping of operations based on AIR 2015 - 2018

For YEI-funded operations, different types of operations would be expected in comparison to ESF operations, given the more specific scope of YEI to support Youth Guarantee operations. This is confirmed by the large share of the budget (20%) that combines multiple types of operations into a single approach. Particularly the higher share of financial incentives (24% compared to 10% for ESF funded operations), such as wage subsidies underline the slightly different character of YEI. Guidance and support on the other hand is considerably smaller for YEI operations (9% compared to 22%). The shares of work-based learning and education and training are relatively similar.

1.4.3 Work based learning

Operations with work-based learning as their most relevant type of action can be linked to eligible costs of approximately EUR 3.33 billion, invested by ESF and YEI. As Figure 3 below shows, this constitutes 24% of all eligible costs reported for YE operations in ESF and 21% of the eligible costs reported for YEI. Figure 3 shows the relative importance of this type of operation in Portugal (100% of ESF costs, 73% of YEI), in Cyprus (96% of ESF, 68% of YEI), in Croatia (40% of ESF, 60% of YEI), and in the UK (73% of ESF). Work-based learning supported by ESF is not often combined with other types of operations (5% of the total budget combines work-based learning with other types of action within a single operation).

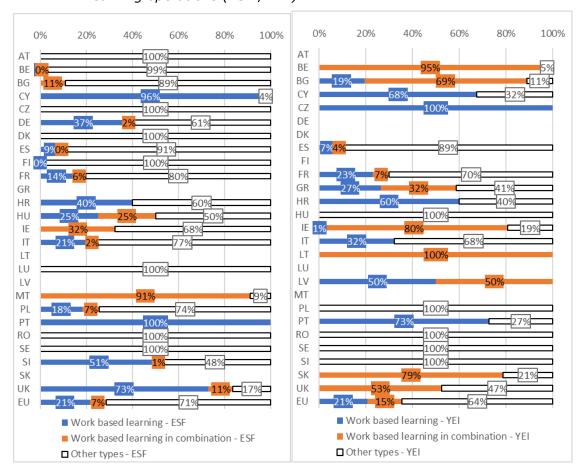


Figure 3. Share of estimated costs for youth employment operations - work-based learning operations (ESF / YEI)

Source: Mapping operation based on AIR 2015 - 2018

For YEI, it is considerably more common to combine within one operation work-based learning and a different type of action (15% of the eligible costs reported), which is particularly visible in Belgium and Lithuania, where most of the eligible costs (95% and 100% respectively) linked to operations in work-based learning do so in combination with other types of operations. It is often combined with guidance and support. Additionally, combinations with training in occupational or basic skills are common as well. Less frequently, work-based learning is offered in combination with prevention strategies for early school leaving, in which additional guidance and counselling can play a role.

Within work-based learning, operations tend to consist most often of apprenticeships and / or traineeships. Internships and / or voluntary work that contributes to work experience are also found, but to a lesser extent. Typically, these kinds of operations aim at integrating young people into the labour market by offering work experience. Figure 4 below shows that in comparison to ESF funded operations, YEI less often included apprenticeships (20%), and more often consisted of traineeships (44%) and internships (21%).

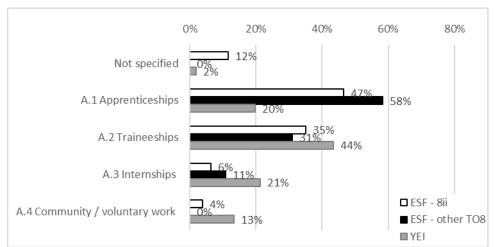


Figure 4. Share of eligible costs for work based learning sub-categories

Source: Mapping intervention based on AIR 2015 - 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.4.4 Education and Training

Operations that focus on education and training can be linked to approximately EUR 1.7 billion, invested by ESF and YEI. As Figure 5 below shows, this constitutes 13% of all eligible costs reported for YE operations in ESF and 10% of the eligible costs reported for YEI. Figure 5 shows the relative importance of this type of operation in Germany (36% of ESF), in Ireland (68%), in Italy (32% of ESF, 7% of YEI), and in France (6% of ESF, 20% of YEI). As Figure 5 below, shows for various Member States operations in the field of education and training are often combined with other types of operation in a single operation. In Luxembourg (100% of all implemented youth employment operations supported by ESF), in Lithuaniaand Hungary (100% of all implemented youth employment operations supported by YEI), in Austria (99% of Youth Employment operations supported by ESF), in Finland (100%) and in Sweden (71% of Youth Employment operations supported by ESF; 100% of YEI), almost all implemented youth employment operations combining education and training with different types of operation such as guidance and support for individuals. One can think about of youth work and awareness raising operations that facilitate school to work transitions or entering employment. But combinations with work-based learning are prevalent as well, such as a combination of training and voluntary work.

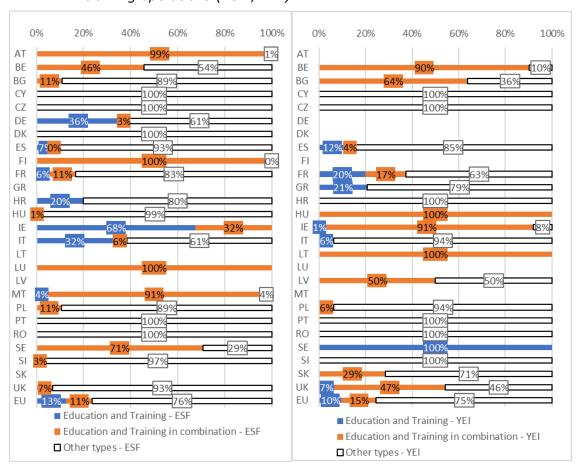


Figure 5. Share of estimated costs for youth employment operations - education and training operations (ESF / YEI)

Source: Mapping of operations based on AIR 2015 - 2018

Operations in education and training are often focused on occupational skills training, regardless of whether they are offered by YEI, by ESF operations in Investment Priority 8.ii, or ESF operations in other Investment Priorities. Additionally, 24% of YEI investments in this type of operation also addresses training in basic skills as shown in Figure 6 below. These kinds of operations stimulate young people to gain the skills that are needed for sustainable integration in the labour market. Second chance education is supported considerably less, and where this is the case mostly by ESF funded operations in Investment Priority 8.ii (9%).

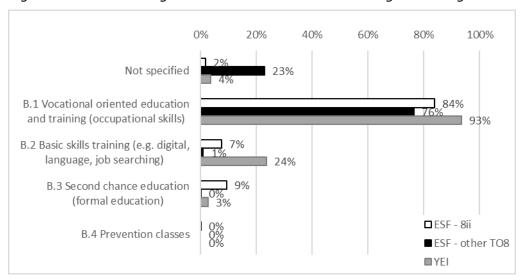


Figure 6. Share of eligible costs for education & training sub-categories

Source: Mapping intervention based on AIR 2015 – 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.4.5 Guidance and support for individuals

Operations that focus on guidance and support for individuals can be linked to approximately EUR 2.4 billion, invested by ESF and YEI. As Figure 7 below shows, this constitutes 22% of eligible costs reported for YE operations in ESF and 9% of the eligible costs reported for YEI. The figure shows the relative importance of this type of operation in Czech Republic (100% of ESF), in (100% of ESF, 96% of YEI), in Bulgaria (80% of ESF, 11% of YEI), in France (63% of ESF, 26% of YEI), and in Belgium (50% of ESF, 0% of YEI).

As Figure 7 below shows for various Member States, operations in the field of guidance and support are often offered combined with other operations. In Luxembourg (100% of all implemented youth employment operations supported by ESF), in Belgium (46% of Youth Employment operations supported by ESF, 100% of those supported by YEI), in Hungary (1alta(91% of ESF operations) and in Finland (100% of ESF operations), guidance and support is offered in combination with other types of operation. Often, these are combined with forms of education and training. That consists mainly of basic skills training, such as digital, language and job searching skills. These operations support and guide young people while gaining these kinds of skills. In addition, guidance and support operations are also often combined with work-based learning. The guidance of young people when enrolled in an apprenticeship, traineeship, or in voluntary work serves as example of this.

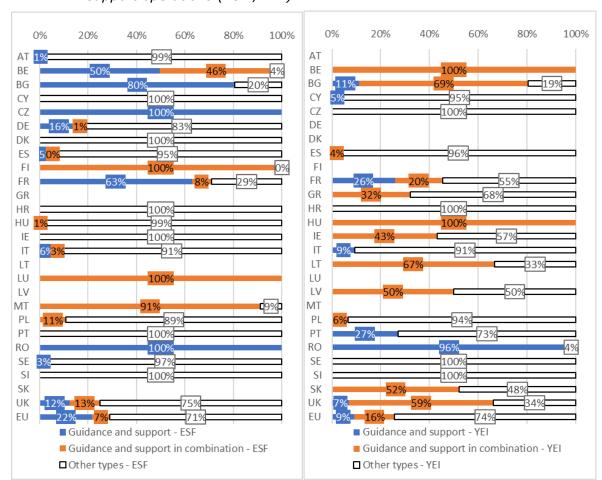


Figure 7. Share of estimated costs for youth employment operations - guidance and support operations (ESF / YEI)

As Figure 8 below shows YEI operations tend to focus on a combination of career support (58%), outreach (29%), and skills assessment (39%), while ESF operations in Investment Priority 8.ii are more often focused on personal development (59%) and career support (30%). Facilitating youth work is only a minor area of attention (7%). All ESF operations of this type identified outside Investment Priority 8.ii were classified as guidance and career support.

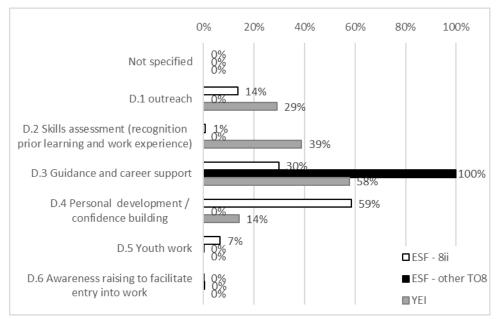


Figure 8. Share of eligible costs for guidance and support sub-categories

Source: Mapping intervention based on AIR 2015 – 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.4.6 Financial incentives for employers or unemployed

Operations involving financial incentives, either for employers or the unemployed directly, can be linked to approximately EUR 2.6 billion invested by ESF and YEI. As Figure 9 below shows, this constitutes 10% of eligible costs reported for YE operations in ESF and 24% of the eligible costs reported for YEI. Figure 9 also shows the relative importance of this type of operation in Slovenia (30% of ESF, 100% of YEI), in Spain (29%, and 52% of YEI), in Italy (20% in ESF and 45% of YEI). The figure shows the relevance of this type of operation for the implementation of YEI, whereas operations supported by ESF do not often make use of this type (only in five Member States: Belgium Germany, Croatia, Italy, Slovenia). This reflects the emergency nature of YEI support, whereas ESF is focused more on structural improvement, through education, training and guidance.

Given the specific nature of financial incentives, it is intuitive that it is not often offered in combination with other types of operation. Exceptions are Lithuania (33% of implementation in YEI operations), Slovakia (26% of YEI), and the UK (20%). In such cases, one could consider the provision of financial incentives to employers to help support traineeships or education and training programmes.

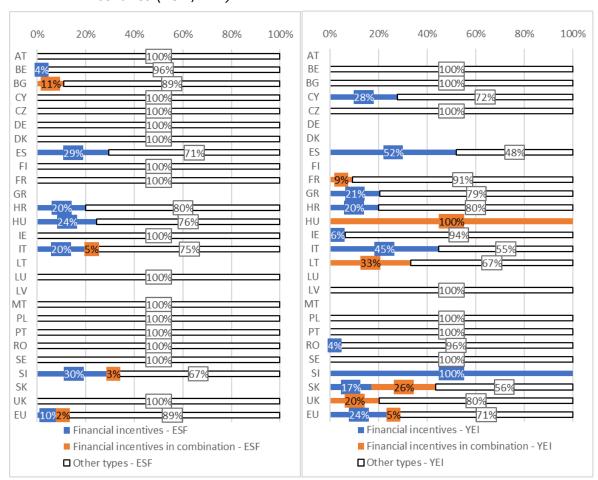


Figure 9. Share of estimated costs for youth employment operations - financial incentives (ESF / YEI)

Source: Mapping of operations based on AIR 2015 – 2018

As shown in Figure 10 below, operations of this type consist almost exclusively of employment incentives for employers. Such operations can for instance help reduce labour costs, or provide wage and recruitment subsidies directly, in an effort to make it attractive for employers to employ (more) young people. ESF operations outside Investment Priority 8.ii combine these employment incentives with direct job creation (94%), which can be found in Spain, where various operations support research grants with job positions for highly qualified young researchers (under Investment Priority 8.i).

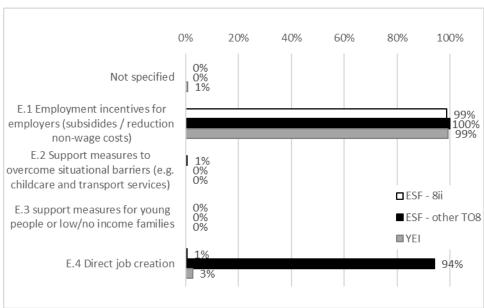


Figure 10. Share of eligible costs for financial incentives sub-categories

Source: Mapping intervention based on AIR 2015 – 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.4.7 Support to young entrepreneurs

Operations that support entrepreneurs can be linked to roughly EUR 445 million, invested by ESF and YEI. As Figure 11 below shows, this constitutes 4% of eligible costs reported for YE operations in ESF and 2% of the eligible costs reported for YEI. Operations of this type are found only in a small number of Member States: Germany, Spain, France, Croatia, Hungary, Italy and the UK.

Except for Hungary (100%, but 1% of ESF), combinations between entrepreneurial support and other types of operation constitute only a very small share of the eligible costs so far, for instance in IE (4% of YEI), and in the UK (7% of ESF) 18 . In these cases, support to entrepreneurs tends to be combined with education and training operations, and as such seeks to provide individuals with the know-how for (successful) self-employment and entrepreneurship.

¹⁸ The Operational Programme for YEI in HU does not specify in detail the types of operations linked to a share of costs. As it indicates that YEI support is also targeted to entrepreneurial support (together with other priorities), its entire programme is classified as offering this 'in combination'.

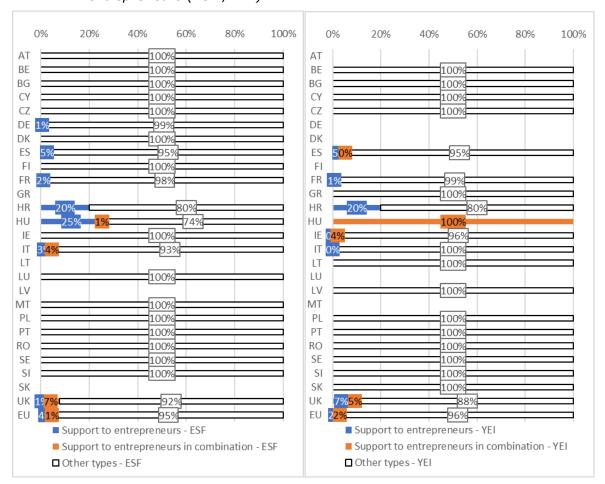


Figure 11. Share of estimated costs for youth employment operations – support to entrepreneurs (ESF / YEI)

Source: Mapping of operations based on AIR 2015 - 2018

Support for entrepreneurs most often consists of financial support for young entrepreneurs or can consist of guidance and counselling of unemployed to become self-employed. No substantial differences can be observed between the types of operations supported by ESF and YEI. One difference that is shown by Figure 12 below is that operations supported outside Investment Priority 8.ii (often Investment Priority 8.iii) considerably more often focus on awareness actions to promote an entrepreneurial culture (64% compared to 2% for ESF operations in 8.ii, and 28% of YEI), and less often consist of actual financial support for start-ups (36% against 79%). Entrepreneurship training and the development of a policy framework to support entrepreneurship are almost never part of the operations.

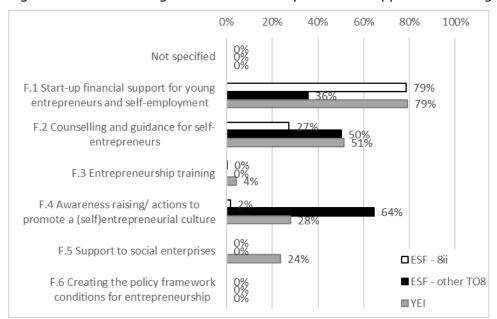


Figure 12. Share of eligible costs for entrepreneurial support sub-categories

Source: Mapping intervention based on AIR 2015 - 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.4.8 Structural support for strengthening institutional capacity

In total 21 operations are identified as youth employment that support strengthening institutional capacity (e.g. labour market institutions such as PES). These operations can be linked approximately to EUR 461 million. As shown in figure 13, this represents 6% of the eligible costs reported for YE operations in ESF. YEI is targeted at individuals only and does not permit investments towards institutional capacity. Operations of this type are found only in a small number of Member States: Cyprus, Germany, Spain, Italy, Poland, Slovenia, and are offered in combination with other types in Finland.

In Italy, eight operations were identified, spread over four Operational Programmes, mostly related to establishing a regional training catalogue; national guidelines for lifelong guidance; integrated paths to activate young people; mutual learning pathways between Member States aimed at optimising resources and results to be presented to policy makers and to promote experimental transnational mobility operations to foster the development of skills; accompanying and strengthening operations of the dual VET-system; a permanent Observatory on the condition of young people; consolidating the regional network "Porta Futuro" through the strengthening of specialist services for work and the preparation of innovative operations.

In Spain, seven operations were identified, all in the Youth Employment Operational Programme, mainly dedicated to training PES staff, in order to ensure effective implementation of Youth Employment operations through the use of new methodologies. Other operations relate to the development of an IT tool for the management of the ALMP service.

In Cyprus, one operation was identified, increasing the capacities of the centres for professional development of young people (the beneficiary is the Cyprus Youth Organisation). In Germany, one operation was identified on improved coordination for transition from school to work. In Poland an operation under the heading of social innovation seeks to improve effectiveness of selected aspects of public policies in the area of the ESF.

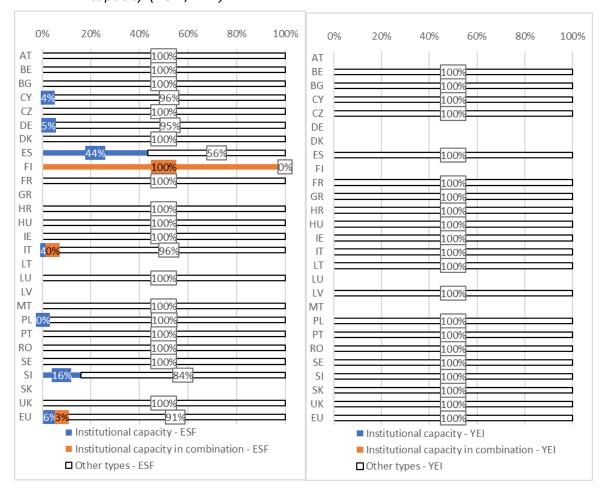


Figure 13. Share of estimated costs for youth employment operations - institutional capacity (ESF / YEI)

Source: Mapping intervention based on AIR 2015 - 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

As already shown above, operations of this type are relatively diverse. Figure 14 shows that these support the development of specific programmes, tools and instruments (62% of all operations funded by ESF 8.ii investments), training of staff (24%), and the development of Labour Market Intelligence (7%). An operation in Slovenia supports the further development of EURES services with a focus on young people, which combines all three of these approaches, by training EURES advisors, developing an online portal and integrating of labour market institutions.

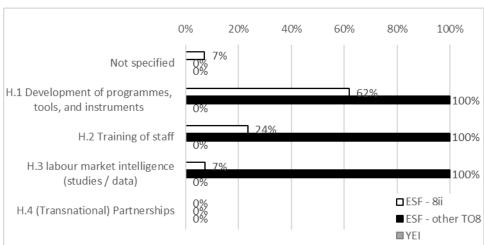


Figure 14. Share of eligible costs for institutional support sub-categories

Source: Mapping intervention based on AIR 2015 – 2018 (one intervention may consist of various subtypes; as a result, the total may be above 100%)

1.5 Implementation / Performance

1.5.1 Participation figures

This section reports the number of participations reached by YEI and ESF (without YEI) supported operations under Investment Priority 8.ii from 2014-2018¹⁹. For YEI, a total of 2 653 233 participations were reported by the end of 2018, of which 70% was under 25 years of age (see Table 9 below)²⁰. Large numbers of participations were reported for Spain, Italy, France, Poland, and Belgium. So far, very low participation figures are reported in the Czech Republic and Romania, which warrants a closer look. Spain, France and Italy are responsible for more than half of all participations, which is hardly surprising in view of their larger budgets and populations. Over the last few years Member States adjusted the eligibility criteria for participants, so that now in all YEI programmes young people up to the age of 29 are eligible. Overall, about one third of the participations are between 25 and 29 years. In seven Member States (Bulgaria, Croatia, Greece, Lithuania, Portugal, and Slovenia) this share is above 40%.

For the ESF, a total of 787 097 participations were reported of people below 25 years of age at the end of 2018. This is 70% of all participations. Large numbers of participations were reported for Italy, Poland, Belgium, and Germany. The low number of participations for France, Romania, and Spain is striking compared to total budget allocated.

¹⁹ The monitoring data does not allow differentiating between unique participants and individuals who participated in ESF multiple times. Throughout this report, the number of participations are reported, thus possibly including the same participant multiple times.

²⁰ Participation is not the same as an invidual, as individuals may be recorded as multiple participations.

Table 9. Number of all participations in 8ii under/ over 25 years and and total participants (ESF and YEI)

	ESI	-21		YEI ²²			Total	
MS	Partici- pation under 25 years	All participations	Partici- pation under 25 years	Partici- pation over 25 years	All partici- pations	Partici- pation under 25 years	Partici- pation over 25 years	All partici- pations
BE	104 540	109 080	141 839	1 154	142 993	246 379	5 694	252 073
BG	3 948	8 208	24 560	21 969	46 529	28 508	26 225	54 737
CY	969	1 653	3 989	1 144	5 133	4 958	1 828	6 786
CZ	-	-	2 958	1 101	4 059	2 958	1 101	4 059
DE	77 392	83 675	-	-	-	77 392	6 184	83 675
ES	4 726	5 478	468 380	283 324	751 704	473 106	284 076	757 182
FR	33 775	36 650	427 341	31 784	459 125	461 116	34 655	495 775
GR	-	-	31 828	29 065	60 893	31 828	29 065	60 893
HR	6 792	9 646	12 025	12 195	24 220	18 817	15 049	33 866
HU	69 740	70 468	39 526	475	40 001	109 266	1 203	110 469
IE	-	-	12 000	43	12 043	12 000	43	12 043
IT	303 573	458 166	322 745	171 433	494 178	626 318	324 500	952 344
LT	-	ı	32 931	28 390	61 321	32 931	28 390	61 321
LU	3 718	4 208	-	-	ı	3 718	488	4 208
LV	1	I	19 890	9 608	29 498	19 890	9 608	29 498
MT	2 632	2 632	-	-	ı	2 632	-	2 632
PL	116 223	190 948	161 447	104 861	266 308	277 670	179 484	457 256
PT	-	ı	33 741	25 535	59 276	33 741	25 535	59 276
RO	616	617	1 268	-	1 268	1 884	1	1 885
SE	14 706	14 706	27 843	921	28 764	42 549	921	43 470
SI	3 831	10 235	1 150	1 835	2 985	4 981	8 239	13 220
SK	-	-	57 155	30 889	88 044	57 155	30 889	88 044
UK	39 916	114 578	11 547	63 344	74 891	51 463	138 006	189 469
EU	787 097	1 120 948	1 834 163	819 070	2 653 233	2 621 260	1 151 184	3 774 181

1.5.2 Results

Table 10 below presents an overview of the total results achieved by YEI in each of the Member States, measured by ESF common result indicators. These results are collected up to four weeks after leaving the operation and thus show the immediate result of that particular operation. It also presents the number of disadvantaged participants that reached a positive result, and the share of disadvantaged participants with positive results compared to the total number of participants with positive results. Table 11 provides the same information for ESF (without YEI).

Table 10. Immediate results - Annex I indicators (YEI)

	Immediate result indicators							
			All resu	lts			Disadvantaged	
MS	Job searc hing	In edu- cation	Qua- lified	Em- ployed	Total	% of parti- cipatio ns	CR5 – any result	% of total results (CR1,2,3,4)
BE	1 655	16 392	7 178	6 841	32 066	22%	5 228	16%
BG	2 579	1 054	8 101	10 388	22 122	48%	4 235	19%
CY	-	54	338	591	983	19%	114	12%

²¹ Excludes ESF allocations to YEI

²² Includes ESF allocations to YEI

				Immedia	te result in	dicators		
			All resu	lts			Disad	vantaged
MS	Job searc hing	In edu- cation	Qua- lified	Em- ployed	Total	% of parti- cipatio ns	CR5 – any result	% of total results (CR1,2,3,4)
CZ	-	30	242	1 757	2 029	50%	560	28%
DE	-	-	-	-	1	-	-	-
ES	25 160	28 976	59 335	148 711	262 182	35%	71 495	27%
FR	23 947	51 161	25 821	126 219	227 148	49%	85 811	38%
EL	-	992	14 628	6 509	22 129	36%	5 972	27%
HR	-	436	852	11 156	12 444	51%	178	1%
HU	-	-	_	-	-	0%	-	-
IE	359	3 814	3 064	1 604	8 841	73%	2 670	30%
IT	-	-	_	-	-	0%	-	-
LT	3 363	6 897	1 195	11 577	23 032	38%	1 965	9%
LU	-	-	_	-	-	-	-	-
LV	72	378	7 712	5 521	13 683	46%	3 326	24%
MT	-	-	_	-	-	-	-	-
PL	2 676	3 782	32 252	181 053	219 763	83%	102 249	47%
PT	-	636	_	25 381	26 017	44%	209	1%
RO	-	-	_	-	-	0%	344	-
SE	512	4 820	1 732	12 723	19 787	69%	8 503	43%
SI	-	-	-	_	-	0%	-	-
SK	10	123	6	31 434	31 573	36%	19 630	62%
UK	783	7 209	3 291	12 112	23 395	31%	13 488	58%
EU	61 116	126 754	165 747	593 577	947 194	36%	325 977	34%

*Member States with no allocated investments nor participations in Investment Priority 8.ii not presented (AT, DK, EE, FI, NL)

Table 11. Immediate results - Annex I indicators (ESF - Investment Priority 8.ii)

	Immediate result indicators									
		All results						/antaged		
MS	Job searc hing	In edu- cation	Qua- lified	Em- ployed	Total	% of parti- cipatio ns	CR5 – any result	% of total results (CR1,2,3,4)		
BE	7 672	3 861	13 006	6 242	30 781	28%	5 377	17%		
BG	232	138	937	3 269	4 576	56%	322	7%		
CY	-	74	101	376	551	33%	32	6%		
CZ	-	-	ı	-	1	-	-	-		
DE	3 280	9 306	35 832	7 814	56 232	67%	4 273	8%		
ES	142	462	3 139	1 083	4 826	88%	1 132	23%		
FR	2 289	9 383	7 110	5 112	23 894	65%	5 420	23%		
EL	-	-	ı	-	1	-	-	-		
HR	-	328	634	3 023	3 985	41%	194	5%		
HU	143	736	4 801	24 732	30 412	43%	3 516	12%		
IE	-	-	-	-	1	-	1	-		
IT	5 372	9 217	65 239	10 996	90 824	20%	6 534	7%		
LT	-	-	-	-	1	-	1	-		
LU	139	-	-	674	813	19%	86	11%		
LV	-	-	1	-	-	-	-	-		
MT	178	72	1 543	411	2 204	84%	138	6%		
PL	1 570	2 958	31 879	108 118	144 525	76%	63 153	44%		

	Immediate result indicators							
			Disadv	/antaged				
MS	Job searc hing	In edu- cation	Qua- lified	Em- ployed	Total	% of parti- cipatio ns	CR5 - any result	% of total results (CR1,2,3,4)
PT	-	-	-	-	-	-	-	-
RO	-	1	7	32	39	6%	4	10%
SE	275	2 705	656	3 017	6 653	45%	5 260	79%
SI	1	2	1 499	1 773	3 275	32%	521	16%
SK	-	1	-	-	-	1	ı	1
UK	1 540	29 200	25 154	15 785	71 679	63%	38 402	54%
EU	22 833	68 442	191 537	192 457	475 269	42%	134 364	28%

^{*}MS with no allocated investments nor participations in Investment Priority 8.ii not presented (AT, DK, EE, FI, NL)

Table 12 below shows the total aggregation per Member State and at EU level for each common YEI result indicator (as defined in Annex II of the ESF regulation). It also reports on the total number of female participants that have been supported, along with the target achievement per type of YEI indicator. The table below also shows that over 1.5 million unemployed young people completed a YEI operation, which is slightly over half the total participations (2.7 million participations counted for YEI operations, as reported in table above). However, many participations may continue to be supported at the moment of measurement. This equals on average 65% of all the target values set for this indicator. A total of 0.7 million unemployed people received an offer after completing the operation (with an average target achievement of 58%), while 876 937 unemployed were in education or training, gained a qualification or were in employment (60% of the target achievement).

A total of 482 823 long-term unemployed completed the YEI operation (77 % of target achievement), while 205 249 received an offer (66 % of target achievement), and 255 354 persons entered into education or training, gained a qualification or were in employment (72 % of average target achievement).

Table 12. Overview results - Annex II common indicators YEI

	Unemployed	participants		Long-term u	nemployed parti	icipants
	who completed the YEI- supported operation		who received an offer of employment, continued education, apprenticeship or traineeship upon leaving in education / training, gain a qualification, or in employment, including self- employment, upon leaving		who received an offer of employment, continued education, apprenticeship or traineeship upon leaving	in education / training, gain a qualification, or are in employment, including self- employment, upon leaving
BE	43 286	5 548	10 341	27 440	1 299	2 969
BG	24 021	1 277	17 042	6 733	185	1 717
CY	1 290	215	751	437	285	280
CZ	2 197	330	1 654	174	79	116
ES	406 510	152 250	196 635	66 842	17 832	32 300
FR	242 550	167 430	159 316	69 507	43 556	41 326
GR	53 351	11 871	21 203	42 854	8 741	13 602
HR	24 118	11 519	12 172	-	-	-
HU	27 647	39 102	20 906	6 847	9 488	5 437
IE	2 217	-	2 156	947	1	997
IT	268 809	56 246	128 280	143 754	29 625	58 145
LT	30 754	17 164	18 935	6 642	3 082	4 461
LV	15 473	11 433	7 940	3 391	4 439	3 217

	Unemployed	participants		Long-term u	nemployed parti	cipants
	who completed the YEI- supported operation	who received an offer of employment, continued education, apprenticeship or traineeship upon leaving	in education / training, gain a qualification, or in employment, including self- employment, upon leaving	who completed the YEI- supported operation	who received an offer of employment, continued education, apprenticeship or traineeship upon leaving	in education / training, gain a qualification, or are in employment, including self- employment, upon leaving
PL	199 916	144 491	182 574	79 577	59 174	69 436
PT	43 812	29 750	25 823	3 620	2 212	1 993
RO	841	-	-	480	-	-
SE	4 609	1 242	15 078	1 388	387	3 378
SI	130	118	-	41	134	-
SK	65 870	39 055	41 137	14 310	7 322	10 446
UK	20 446	18 024	14 994	7 839	17 409	5 534
Total YEI	1 477 847	707 065	876 937	482 823	205 249	255 354
% women	51%	53%	51%	52%	53%	51%
Target achieve- ment ²³	65%	58%	60%	77%	66%	72%
Success rate ²⁴	68%	33%	41%	76%	32%	40%

Finally, Table 13 provides an overview of the results of inactive participants. A total of 314 108 inactive persons completed the YEI operation (a total of 40% reached of the targets set for this category), while 116 865 received an offer (30% of the target achievement), and 203 964 are in education or training, gained a qualification or were in employment (38% of average target achievement). While the results for inactive participants have steadily increased, particularly since 2016, the relatively low target achievements (for instance compared against implementation rates, but also again the results for – long-term – unemployed).

Lastly, a total of 270 469 young people are reported to be in education and training after six months (35% of targets set for this category), 753 755 are in employment after six months (83% of target), and 70 062 are in self-employment after six months (43% of target).

²³ The table presents the weighted average target achievement for each indicator. Because there are only a limited number of indicators, the non-weighed average target achievement is too sensitive for outliers.
²⁴ The figures presented are the share of each type of result compared against their target population (i.e. first three columns are the share of unemployed with that particular result, the next three columns are based on the share of long-term unemployed with that particular result.

Table 13. Overview results - Annex II common indicators YEI (2)

	T		a mba	All participants, six months after			
	111	active participa	ants		leaving		
	who completed the YEI-	who received an offer of	in education / training, gain a	in continued education,			
	supported operation	employment, continued education, apprenticesh ip or	qualification, or are in employment, including	training leading to a qualificatio	in employment	in self- employment	
	10.000	traineeship upon leaving	self- employment, upon leaving	n, apprentice- ship or a traineeship	E01		
BE	10 803	3 149	19 996	194	501	11	
BG	5 081	3 663	1 148	351	19 586	492	
CY	- 210	-	-	48	739	13	
CZ	218	145	175	-	2 048	62	
ES	36 502	11 803	20 673	50 080	122 978	9 348	
FR	47 523	34 468	30 857	51 065	149 393	2 298	
GR	-	-	-	1 705	13 645	837	
HR		- 070	- 424	6 730	15 724	554	
HU	645	878	421	407	17 737	545	
IE	4 599		3 961	632	439	98	
IT	163 874	32 602	89 837	83 144	146 731	-	
LT	6 085	1 602	1 828	2 497	9 293	96	
LV	5 638	2 371	2 803	2 170	10 349	86	
PL	20 580	20 271	21 172	61 799	171 909	53 360	
PT	-	-	-	1 731	32 982	335	
RO	-	- 462	2.006	4.626	10.504	-	
SE SI	904	462	2 886	4 626	10 594	30	
SK	-	- 20	- 8	721	34	1 005	
UK	83 11 573	39 5 412		731 2 559	28 380 693	1 895 2	
Total YEI	314 108	116 865	8 199 203 964	2 559 270 469	753 755	70 062	
	46%	47%		50%			
% women Target achievement	40%	30%	38%	35%	49% 83%	47% 43%	
Success rate ²⁶	64%	24%	42%	10%	28%	3%	

1.5.3 Target achievement

The Member States define targets for operations based on the overall programme objectives. This means that targets are not defined for every indicator in the Operational Programme, but rather only for indicators that measure progress towards the specific objectives of a programme. For this reason, the common indicators, for which Member States are required to record implementation progress as specified by Annex I (and Annex II for YEI), often do not have a target. Table 14 below summarises the number of output and result indicators found for youth employment

²⁵ The table presents the weighted average target achievement for each indicator. Because there are only a limited number of indicators, the non-weighed average target achievement is too sensitive for outliers.
²⁶ The figures presented are the share of each type of result compared against their target population (i.e. first three columns are the share of unemployed with that particular result, the next three columns are based on the share of long-term unemployed with that particular result.

investments (in Investment Priority 8.ii), including both common and programme-specific indicators.

Table 14. Overview of number of indicators with targets

	Total number of indicators	Number of indicators with a target
Output indicators – ESF	1 989	242
Output indicators – YEI	676	98
Total output	2 665	340
Result indicators - ESF	917	174
Result indicators – YEI	817	446
Total result	1 734	620

Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019

Table 15 and 16 below present the rate of which youth employment met its output (table 15) and result targets (table 16).

Table 15. Average achievement rate of output targets - by Member State

MS	Average output ta	rget achievement	Average output target achievement (weighted)		
	ESF	YEI	ESF	YEI	
BE	362%	205%	81%	98%	
BG	90%	188%	65%	134%	
CY	92%	91%	92%	89%	
CZ	-	154%	-	139%	
DE	67%	-	61%	-	
ES	1%	83%	2%	51%	
FR	30%	92%	43%	149%	
GR	-	49%	-	49%	
HR	130%	31%	132%	33%	
HU	40%	114%	50%	114%	
IE	-	63%	-	63%	
IT	56%	68%	36%	68%	
LT	0%	221%	0%	174%	
LU	91%	-	98%	-	
LV	-	80%	-	99%	
MT	49%	-	97%	-	
PL	18%	125%	32%	131%	
PT	-	47%	-	38%	
RO	3%	2%	7%	2%	
SE	37%	144%	37%	144%	
SI	57%	124%	43%	113%	
SK	-	107%	-	107%	
UK	28%	58%	23%	56%	
EU	57%	103%	69%	87%	

Empty fields mean that no output targets have been defined by Operational Programme in that Member State for youth employment

Table 16. Average achievement rate of result targets – by Member State

MS	Average result ta	rget achievement	Average result target achievement (weighted)		
	ESF	YEI	ESF	YEI	
BE	80%	204%	60%	155%	
BG	48%	79%	25%	75%	
CY	75%	27%	75%	26%	
CZ	-	109%	ı	99%	

MS	Average result targ	get achievement	Average result target achievement (weighted)		
	ESF	YEI	ESF	YEI	
DE	44%	-	49%	-	
ES	2%	30%	2%	29%	
FR	51%	142%	91%	90%	
GR	-	44%	-	70%	
HR	64%	62%	59%	104%	
HU	85%	136%	34%	236%	
IE	-	99%	-	35%	
IT	11%	54%	30%	61%	
LT	0%	113%	0%	68%	
LU	74%	-	78%	1	
LV	-	107%	-	105%	
MT	57%	-	113%	1	
PL	37%	95%	2%	92%	
PT	-	62%	-	91%	
RO	2%	1%	8%	1%	
SE	46%	121%	46%	88%	
SI	80%	5%	64%	5%	
SK	-	110%	-	127%	
UK	28%	48%	17%	70%	
EU	34%	106%	22%	59%	

Empty fields mean that no result targets have been defined by Operational Programme in that Member State for youth employment

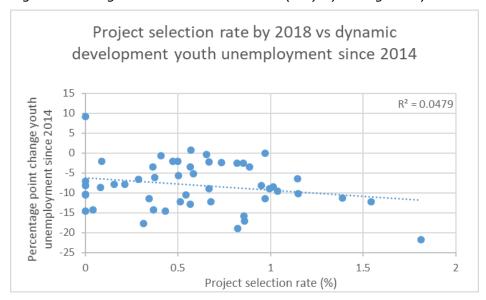
Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019

The target achievement as presented above was combined with regional data on youth unemployment in order to verify whether higher youth unemployment has any relation with the achievement of targets (output and results combined). Figure 1 and 2 below shows that this is in fact not a relevant factor, suggesting that regions, regardless of their level of youth unemployment, have set adequate targets for their local needs.

Target achievement 70 $R^2 = 0.0108$ Youth unemployment - 2018 60 50 40 30 20 10 0 0 0.2 0.4 0.6 0.8 1.2 target achievement

Figure 15. Target achievement rate ESF (8.ii) by youth unemployment rate

Figure 16. Target achievement rate ESF (8.ii) by changes in youth unemployment rate



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