



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

Annex 3: Comparative Analysis of the evolution of the labour market and the role of the EU funded operations

Written by Paul Jeffrey, Isabel Naylon, Marili Parissaki (Metis), Costanza Pagnini, Andrea Gianetto (FGB), Nirina Rabemiafara, Andy Fuller, Eleni Roidou (Applica), Bert-Jan Buiskool, Gert-Jan Lindeboom (Ockham)
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

Contact: Jiří Polášek

E-mail: EMPL-G4-UNIT@ec.europa.eu

*European Commission
B-1049 Brussels*

Study for the Evaluation of ESF Support to Youth Employment

(Contract VC/2018/0715)

Annex 3: Comparative Analysis of the evolution of the
labour market and the role of the EU funded operations

***Europe Direct is a service to help you find answers
to your questions about the European Union.***

Freephone number (*):

00 800 6 7 8 9 10 11

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

LEGAL NOTICE

This document has been prepared for the European Commission however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

More information on the European Union is available on the Internet (<http://www.europa.eu>).

Luxembourg: Publications Office of the European Union, 2020

© European Union, 2020

Reproduction is authorised provided the source is acknowledged.

**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.**

The opinions expressed are those of the Contractor only and do not represent the Commission's official position.

Table of Contents

Annex 3: Task 3 – Comparative Analysis of the evolution of the labour market and the role of the EU funded operations	6
1.1 Socio-economic context	6
1.1.1 National level.....	6
1.1.2 Regional level	14
1.2 Administrative and organisational procedures.....	18
1.2.1 Main actors for youth employment policies	18
1.2.2 The role of Public Employment Services in implementing the Youth Guarantee	20
1.3 Actions to support young people.....	23
1.3.1 Types of interventions and target groups	24
1.3.2 Level of funding	29
1.3.3 ESF/YEI Operational Programmes (OPs).....	30
Additional tables	35

Tables and Figures

Table 1.	Socioeconomic indicators used for clustering of regions by typology	15
Table 2.	Clusters of regions by typology based on the socioeconomic context (2014 and 2014-2018 change), EU28	18
Table 3.	YEI/ESF Managing Authorities and Youth Guarantee Implementation Authorities	19
Table 4.	Grouping of countries by level of PES services in 2014 and main changes by 2019.....	23
Table 5.	ALMP measures identifying youth as a target by type of measure, source of funding and detailed target groups, 2014-2017	26
Table 6.	ESF/YEI (co)funded ALMP measures targeting youth and specific target groups covered only by ESF/YEI (co)funded interventions by country, 2014-2017.....	28
Table 7.	2014 PES score based on the replies to the European PES Network questionnaire (Max=100) ⁽¹⁾	35
Table 8.	Main actors in the design and implementations of youth employment policies by country	36
Table 9.	Detailed indicator values used in clustering of regions by typology, EU28, 2014 and 2018	40
Figure 1.	NEET rates (15-24) by country and labour market status (% of population), EU28, 2014.....	7
Figure 2.	NEET rates (15-24) by country and sex (% of population), EU28, 2014	8
Figure 3.	2014-2018 change in NEET rates (15-24) by country and labour market status (pp), EU28	8
Figure 4.	Youth unemployment rate (15-24) by country (% of active population), EU28, 2014.....	9
Figure 5.	Ratio of the 15-24 and 25-64 unemployment ratios by country, EU28, 2014	10
Figure 6.	Youth unemployment rate (15-24) by country and level of education (% of active population), EU28, 2014	10
Figure 7.	2014-2018 change in unemployment rates (15-24) by country and level of education (pp), EU28	11
Figure 8.	Unemployment rates (15-24) by country and country of birth (% of active population), EU28, 2014	11
Figure 9.	Young people 15-24 in part-time employment and share of involuntary part-time employment by country (% of total employed), EU28, 2014....	12
Figure 10.	Participation in education rate by country (% of population), EU28, 2014 and 2017	12
Figure 11.	Early leavers from education (18-24) by country and labour status (% of population), EU28, 2014 and 2018	13
Figure 12.	People 15-24 and total population at risk of poverty or social exclusion by country (% of population), EU28, 2014 and 2017	14
Figure 13.	Clusters of regions by typology based on the socioeconomic context (2014 and 2014-2018 change), EU28	17
Figure 14.	Distribution of ALMP expenditure for youth (<25) by country and type of intervention, 2014-2017	30

Figure 15. 2014 NEET rates (15-24) and allocated (planned) ESF/YEI expenditure per NEET (15-24)	31
Figure 16. Allocated (planned) ESF/YEI expenditure per NEET by cluster.....	32
Figure 17. Absorption of ESF/YEI funds by cluster of regions (% total funds)	32
Figure 18. Number of NEETs (15-24) supported by ESF/YEI between 2014 and 2017 as a proportion of the NEET population in 2014 by cluster of regions (%)	33
Figure 19. Number of early school leavers (participants with ISCED 0-2) supported by ESF/YEI between 2014 and 2017 as a proportion of early school leavers in 2014 (%)	34

Annex 3: Task 3 – Comparative Analysis of the evolution of the labour market and the role of the EU funded operations

The economic and financial crisis of the late 2000s had severe effects on young people - those willing to move from education/training to work faced limited job opportunities and unparalleled levels of competition, not only from their peers but also from adult workers with extensive work experience who had recently been laid off. As a result, young people were increasingly confronted with the situation of not being able to get a job without prior experience and yet little chance of getting a job to gain that experience. The lack of opportunities for young people in the labour market was such that by the end of 2012, more than 7.5 million young people aged 15 to 24 – 13.2% or more than one in eight of the EU population in this age group - were not in employment, education or training (NEET)¹. A further 6.6 million – more than one in five (20.7%) – of those aged 25 to 29 were similarly affected.

In response to the damaging effects of the economic downturn, the European Council announced the implementation of the Youth Guarantee (YG), which was formally adopted in April 2013. The Youth Guarantee concept aims to ensure that all young people aged 15 to 24 leaving education and training or becoming unemployed are given an opportunity of work or further education or training within 4 months². To help young people in regions where the youth unemployment issue was particularly severe (regions where youth unemployment was higher than 25% in 2012), the Council announced in February 2013 the Youth Employment Initiative (YEI)³. The YEI aimed to provide additional and complementary funding (to that already available from the European Social Fund) to support measures set out in the 2012 youth employment package⁴ and, in particular, to support the implementation of the Youth Guarantee. Further, the June 2013 European Council stressed that Member States should give particular attention to youth employment in implementing the Structural Funds, including - where appropriate - reprogramming unspent funds and making use of enhanced technical assistance to improve administrative capacity⁵.

The purpose of the comparative analysis is to look at the context for implementation of the ESF and YEI – both in terms of the socio-economic situation confronting young people and the administrative capacity – at the start of the programming period (2014) and how this has developed over the period (up to 2018 or 2017 depending on the data sources available). The initial situation provides a basis for assessing whether or not the available funds were appropriately targeted and the progress a potential means for assessing the effectiveness of the spending and the factors that might have impacted on that effectiveness as well as the efficiency of implementation.

1.1 Socio-economic context

1.1.1 National level

1.1.1.1 Labour market situation

Higher proportion of NEETs in southern and new Member States

The NEET rate⁶ is an important factor in contextualising the implementation of youth employment policies – a high NEET rate makes effective implementation more

¹ <https://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>

² Council Recommendation of 22 April 2013 on establishing a Youth Guarantee: [http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32013H0426\(01\)](http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32013H0426(01))

³ Council conclusions, February 2013:

<http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2037%202013%20INIT>

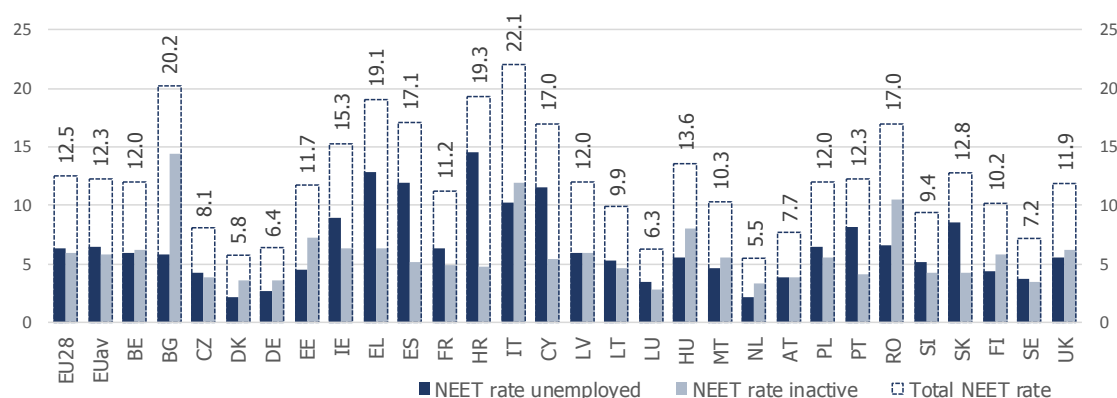
⁴ <https://ec.europa.eu/social/main.jsp?catId=1039&langId=en>

⁵ Council conclusions, June 2013: <http://data.consilium.europa.eu/doc/document/ST-104-2013-REV-2/en/pdf>

⁶ The indicator used by Eurostat corresponds to the percentage of the population of a given age group who is not employed and not involved in further education or training. The numerator of the indicator refers to persons who meet the following two conditions: (a) they are not employed (i.e. unemployed or inactive

imperative but at the same time more difficult and more expensive because of the (relatively) high numbers of young people in need of assistance and (potentially) weak labour market situation. In 2014, the NEET rate for young persons aged 15 to 24 was 12.5% across the EU and varied from under 6% in the Netherlands (5.5%) and Denmark (5.8%) to more than 20% in Bulgaria (20.2%) and Italy (22.1%) (Figure 1). Above average NEET rates were seen in all southern countries (Greece, Spain, Italy, Cyprus) except Malta (10.3%) and Portugal (12.3%), as well as in the three newer Member States – Bulgaria (20.2%), Romania (17.0%) and Croatia (19.3%). Ireland was the only other country with a rate above 15% (15.3%).

Figure 1. NEET rates (15-24) by country and labour market status (% of population), EU28, 2014



Source: Eurostat, Labour Force Survey (yth_empl_150), date of extraction 21 June 2019.

NEET population composed equally of inactive and unemployed youth, variations across countries

The NEET population includes young people who are actively seeking and available for work, who are considered to be unemployed, but also others who are either not seeking work or not immediately available for work or both. This latter group will include some who are disabled or sick but also others who are discouraged from seeking work because they believe that they have no chance of finding or securing a job. In general, those that are actively seeking work will be easier to help because they are already taking steps to find work whereas the inactive group is potentially more difficult to reach and to activate. So, the relative weights of the unemployed and inactive groups are important factors in the design and implementation of employment policies.

In 2014, the 12.5% overall NEET rate was composed of 6.4% unemployed and 6.0% inactive NEETs so that the inactive NEETs comprised 48% of the total. Historically, the inactive NEET rate has remained remarkably constant, with a high of 6.3% and low of 5.9% at EU level between 2006 and 2018⁷, and the rate in 2014 was 8% or less in 25 of the 28 Member States. The exceptions with relatively high numbers of inactive NEETs were Bulgaria (14.4%), Romania (10.5%) and Italy (11.9%). In the former two, there were substantially more inactive than unemployed NEETs but in Italy the difference was small. The unemployed NEET rate is more variable, both through time (4.4-7.0% at EU level, 2006-2018) and between countries, with Denmark, Germany

according to the International Labour Organisation definition) and (b) they have not received any education or training (i.e. neither formal nor non-formal) in the four weeks preceding the survey. The ILO definition for unemployed refer to those that are without work during the reference week; available to start work within the next two weeks or have already found a job to start within the next three months; actively having sought employment at some time during the last four weeks. The denominator in the total population consists of the same age group, excluding the respondents who have not answered the question 'participation in regular (formal) education and training'. As regards all ESF and YEI supported operations targeting NEETs, the legal base sets out that each Member State is to set out its national definition.

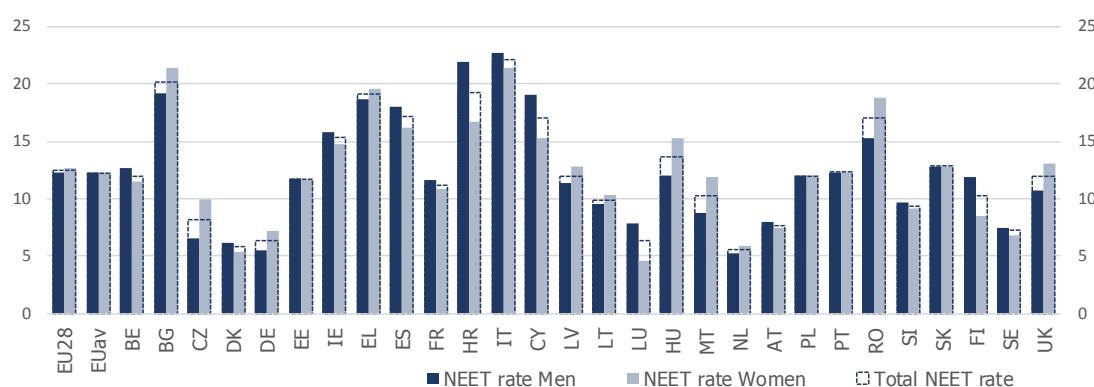
⁷ The rate was slightly higher 6.5-6.7% between 2003 and 2005 but Eurostat reports a break in the series in 2006 so that the earlier figures may be not fully comparable.

and the Netherlands all having an unemployed NEET rate of less than 3% in 2014 whilst Greece, Spain, Croatia had rates in excess of 12% and Italy and Cyprus over 10% (Figure 1).

Women NEETs tend to be inactive, while men unemployed

At EU level, there was only a small gender difference in NEET rates in 2014 (12.3% for men aged 15 to 24 vs. 12.7% for women), but more substantial differences were apparent in some countries: in the Czech Republic, Hungary, Malta and Romania the NEET rates for young women exceeded those of young men by 3-3.5pp, while in Croatia, Cyprus, Luxembourg and Finland, NEET rates were noticeably higher for men (Figure 3). The differences between the sexes become more apparent when looking at the different labour market status of young NEETs. At EU level, 60.2% of young NEET men were unemployed and 39.8% inactive compared to 43.3% and 56.7% respectively of young NEET women. This implies that young women are a more difficult target for employment measures because more are inactive, and not necessarily actively seeking employment, education and training.

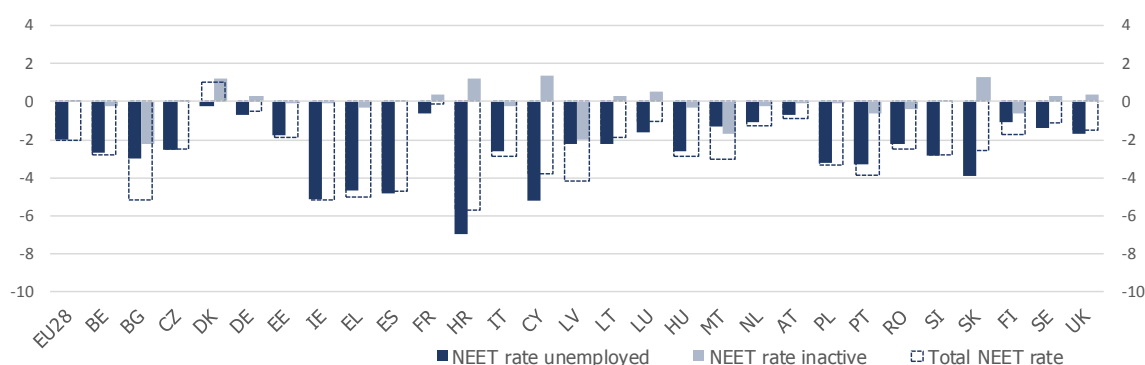
Figure 2. NEET rates (15-24) by country and sex (% of population), EU28, 2014



Source: Eurostat, Labour Force Survey (yth_empl_150), date of extraction 21 June 2019.

More than a million fewer young NEETs by 2018, reduction due to decrease of young unemployed NEETs

Figure 3. 2014-2018 change in NEET rates (15-24) by country and labour market status (pp), EU28



Source: Eurostat, Labour Force Survey (yth_empl_150), date of extraction 21 June 2019.

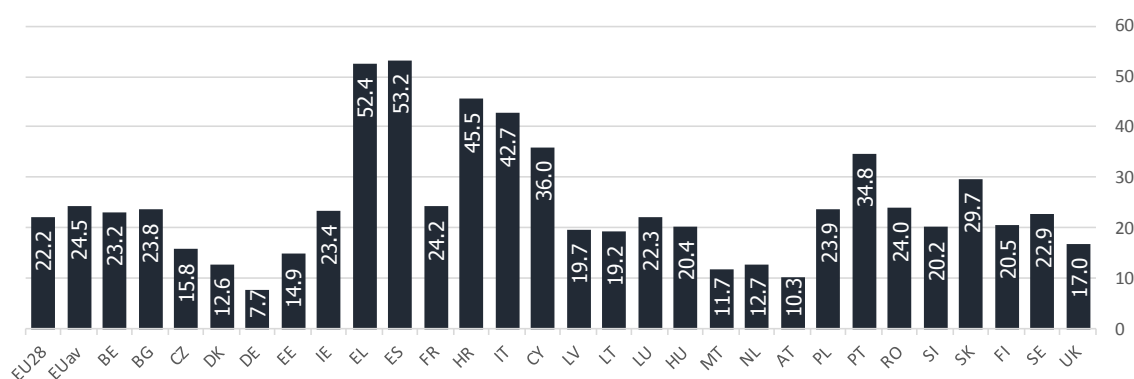
Over the programming period, the NEET rate for young people has fallen from 12.5% in 2014 to 10.5% in 2018. More important is that the NEET rate reduced in all countries but Denmark where the increase was 1 pp. This represents a reduction of more than a million in the number of young NEETs, from just under 7.0 million in 2014 to just over 5.6 million in 2018. The improvement derives entirely from a decline in the numbers of unemployed NEETs (-1.4 million) while the number of inactive NEETs remained unchanged. The composition of the target population is thus shifting, with

inactive NEETs representing an increasing share (58% in 2018). This may have implications for the ongoing implementation of youth employment policies which have, to date, largely targeted unemployed youth.

One in five young people was unemployed in 2014

In 2014, more than one in five active young people was unemployed (22.2%, see Figure 4). Similar to NEET rates, there is a noticeable difference between northern and southern countries as the highest unemployment rates were seen in Greece (52.4%), Spain (53.2%), Croatia (45.5%), Italy (42.7%), Cyprus (36.0%) and Portugal (34.8%). Malta is the only southern country with a below average youth unemployment rate (11.7%), a figure that is bettered only by Germany (7.7%) and Austria (10.3%).

Figure 4. Youth unemployment rate (15-24) by country (% of active population), EU28, 2014



Source: Eurostat, Labour Force Survey (lfsa_pganws), data extracted on 21 June 2019.

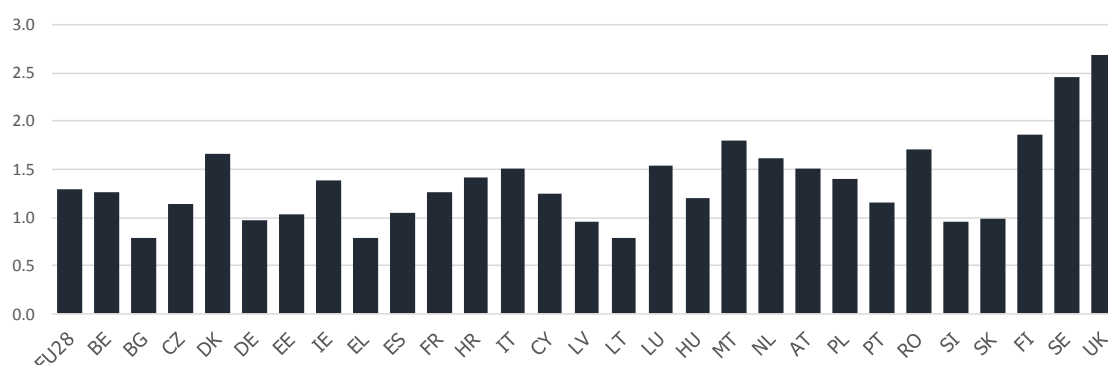
Young people more disadvantaged than the older cohort, especially in countries with low youth unemployment rates

The focus of employment policies on young unemployed people is to an extent justified due to the high share of unemployed among young active persons (as measured by the unemployment rate) and their relatively disadvantaged position compared to their older counterparts. In theory, when comparing the proportion of the population aged 15 to 24 that is unemployed (i.e. the unemployment ratio) to that of those aged 25 to 64, one would expect the former to be lower, simply on the basis that a significant proportion of the younger age-group is likely to be still in education or training. If the reverse is happening, then it suggests that young people are relatively disadvantaged in the labour market compared to their older counterparts. Consequently, when looking at the ratio of the 15 to 24 and 25 to 64 unemployment ratios (Figure 5) values greater than 1 imply a labour market that is relatively unfavourable for young people.

Across the EU, the ratio of the youth and adult unemployment ratios was 1.3 in 2014, suggesting that young people were relatively disadvantaged and thus justifying the implementation of targeted employment policies to alleviate the situation. Perhaps surprisingly, the highest ratios (>1.5) were seen in countries with below average youth unemployment rates (Denmark, Malta, the Netherlands, Romania, Finland, Sweden, the United Kingdom), demonstrating the complexity of the situation and serving as a reminder of the need to consider a variety of aspects when planning employment policies. Indeed, this apparent anomaly (relatively unfavourable labour market situation of young people compared to people aged 25+) largely reflects the fact that activity rates of young people are much higher in the affected countries so that more young people (as a proportion of the population in that age-group) are working or actively seeking work, even if relatively low proportions of this group are

unable to find work. Indeed, with the exception of Romania, all of the countries in which the ratio of youth/adult unemployment ratios exceeds 1.5 have youth activity rates of 50% or more compared to the EU average of 41.7% (2014).

Figure 5. Ratio of the 15-24 and 25-64 unemployment ratios by country, EU28, 2014

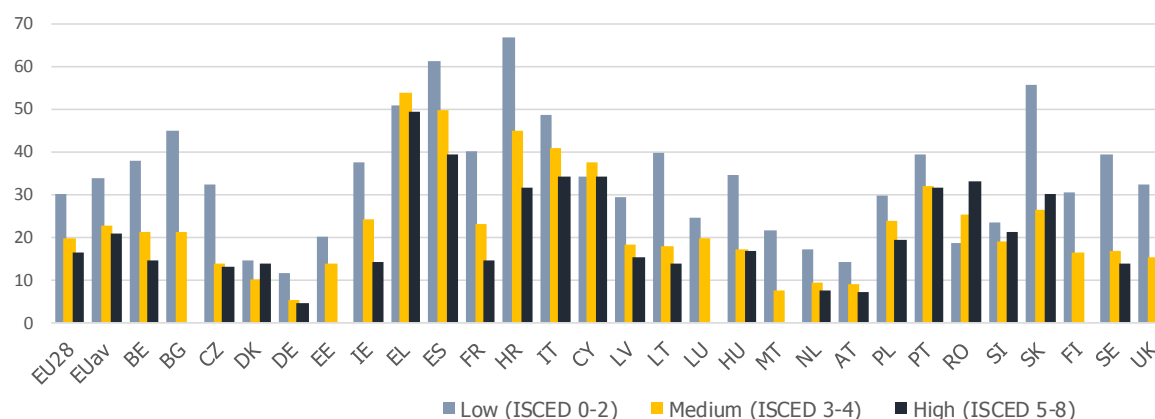


Source: Eurostat, Labour Force Survey (lfsa_pganws), data extracted on 21 June 2019.

One in three low-skilled young Europeans was unemployed, double the share amongst the highly-skilled

Overall, unemployment rates were higher for low-skilled young people than for those with medium and high skills. In 2014, almost one in three (30.2%) of young Europeans with low levels of education (max lower secondary) was unemployed compared to one in five (19.9%) of those with medium levels of education (upper secondary) and one in six (16.6%) for those with high levels (tertiary). Low-skilled young people were particularly disadvantaged in Bulgaria, the Czech Republic, Croatia, Lithuania, Hungary, Malta, Slovakia, Finland and Sweden (Figure 6), while Romania was the only country in which the level of unemployment appears to increase with the level of education (Figure 6).

Figure 6. Youth unemployment rate (15-24) by country and level of education (% of active population), EU28, 2014



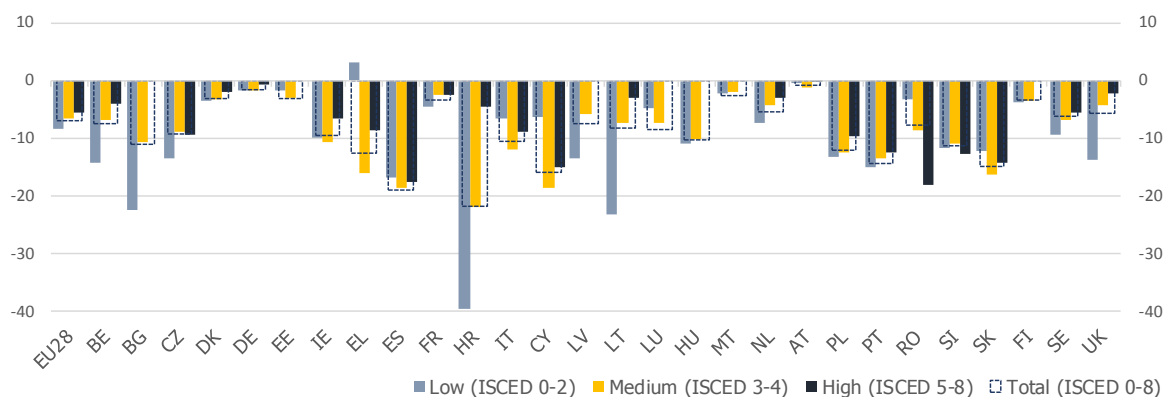
Source: Eurostat, Labour Force Survey (yth_empl_090), data extracted on 21 June 2019.

Although unemployment rates of low-skilled youth have fallen most, they remain twice as likely to be unemployed

Encouragingly, between 2014 and 2018, youth unemployment rates decreased in all EU Member States – by 7 pp at the EU level and by 8.8 pp on average (Figure 8). The most dramatic improvement was in Croatia where the youth unemployment rate fell by 21.8 pp, but there were also decreases of more than 15 pp in Spain (-18.9 pp) and Cyprus (-15.8 pp). Although the overall decrease was higher for low- than medium- and high-educated youth, the rate for low educated (21.9%) remains double that of

high-educated (11.0%), highlighting the need to further enhance policies targeting this group of young people.

Figure 7. 2014-2018 change in unemployment rates (15-24) by country and level of education (pp), EU28

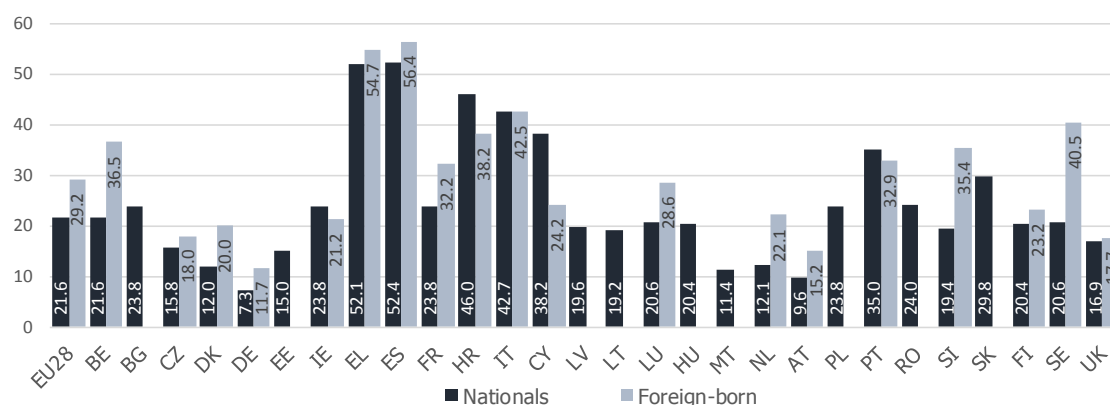


Source: Eurostat, Labour Force Survey (yth_empl_100), data extracted on 21 June 2019.

Young migrants more disadvantaged compared to nationals

Finding employment seems to be harder also for young migrants (i.e. people born in a country other than the one in which they are seeking work)⁸ compared to nationals. In 2014, the difference in unemployment rates between the two groups stood at 7.6 pp with Portugal, Ireland, Croatia and more notably Cyprus being the only countries in which the unemployment rates were higher for nationals (Figure 8). Young migrants were particularly disadvantaged when compared to nationals in Sweden, Slovenia and Belgium.

Figure 8. Unemployment rates (15-24) by country and country of birth (% of active population), EU28, 2014



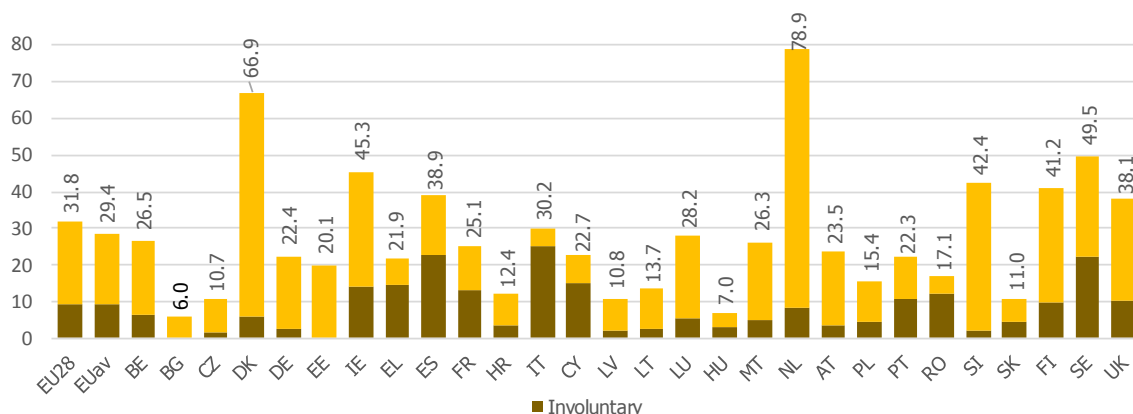
Source: Eurostat, Labour Force Survey (yth_empl_100), data extracted on 21 June 2019.

⁸ Eurostat's Labour Force Survey (LFS) provides two ways to assess employment and unemployment rates of migrants – based on people's nationality or on their place of birth. The relevant ESF common indicator, "Migrants, people with a foreign background, minorities (including marginalised communities such as the Roma)", is defined as non-national permanent residents in a country, people with a foreign background or nationals from a minority (according to national definitions). The definitions of people with foreign background and nationals from a minority are quite heterogeneous across Member States. In the absence of a national definition for "people with a foreign background" the term should be understood according to the following international recommendation (UNECE in cooperation with Eurostat): persons with a foreign background are "... persons whose parents were born outside the country. The persons in this group may or may not have directly experienced an international migration". See <http://ec.europa.eu/eurostat/documents/3888793/5850217/KS-RA-11-019-EN.PDF> and http://www.unece.org/fileadmin/DAM/stats/publications/CES_2010_Census_Recommendations_English.pdf.

More than a quarter of young people in part-time employment wanted full-time employment

In addition to difficulties in finding employment generally, young people are also more likely to take part-time employment than older workers. Nearly one in three young people in work were in part-time employment in 2014 (31.8%), compared to less than one in five of those aged 25 to 64 (18.5%). Although a substantial part of the difference can be attributed to the fact that young people prefer part-time employment to combine with their studies – 56.3% in 2014 reported having a part-time job due to studies – more than a quarter (29.3%) were in part-time employment involuntarily (i.e. they really wanted a full-time job). At least half of young people working part-time did so involuntarily in Italy (82.9%), Romania (72.8%), Greece (66.2%), Spain (59.1%) France (51.8%) and Cyprus (65.6%) (Figure 9).

Figure 9. Young people 15-24 in part-time employment and share of involuntary part-time employment by country (% of total employed), EU28, 2014



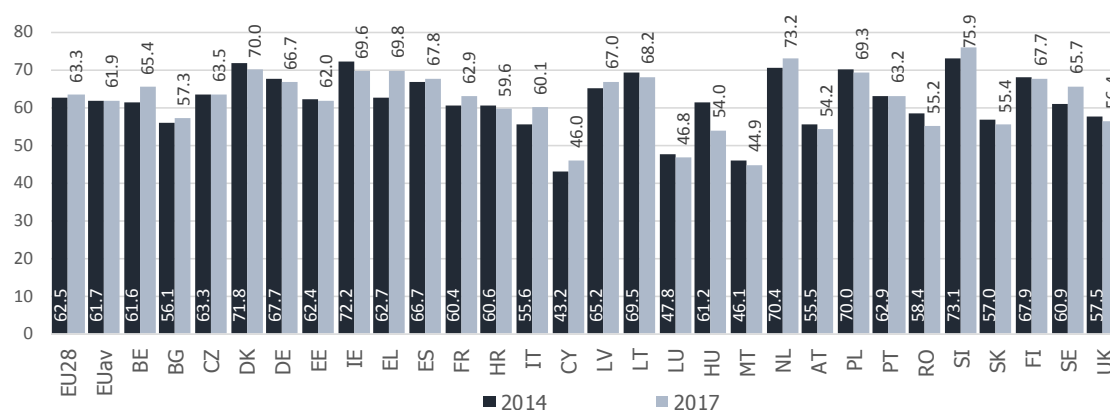
Source: Eurostat, Labour Force Survey (yth_empl_060, yth_empl_080), data extracted on 21 June 2019.

1.1.1.2 Social situation

Overall no major changes in participation in education

The proportion of young people remaining in education/training is important for defining their labour market situation. It can be assumed that when participation is high then employment rates will be lower than in countries where more people finish education earlier. In 2014, six in ten (62.5%) young people aged 15 to 24 were in education and training. In Denmark, Ireland and Slovenia participation was more than 70% (Figure 10), while in Cyprus, Luxembourg and Malta the share was less than 50%. Between 2014 and 2017, there was no major change in the level of participation at EU level (63.3%) or in the majority of Member States. There were increases of more than 2 pp in Belgium (+3.8 pp), France (+2.5 pp), Cyprus (+2.8 pp), Slovenia (+2.8 pp), Italy (+4.5 pp), Sweden (+4.8 pp) and, most notably, Greece (+7.1 pp). Decreases of more than 2 pp took place only in Ireland (-2.6 pp), Romania (-3.2) and Hungary (-7.2 pp).

Figure 10. Participation in education rate by country (% of population), EU28, 2014 and 2017



Note: DK, IE and AT: data for 2017 are not available, the figures shown refer to 2016 and are used in calculating the EU28 figures.

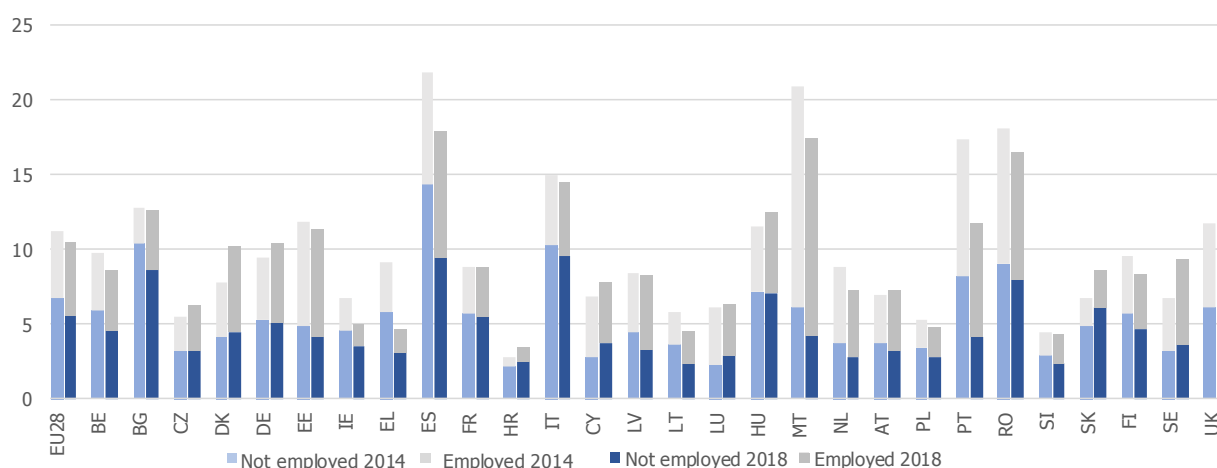
Source: Eurostat, UOE (educ_uoe_enra14), data extracted on 21 June 2019.

Six in ten early school leavers were not employed

When planning employment policies, it is important to consider the skills of the target population and to target those most in need. In this regard, preventative as well as reactive policies are important and one of the priorities at EU level is to reduce early school leaving to less than 10% by 2020⁹. Early school leaving is linked to unemployment, social exclusion, poverty and poor health.

In 2014, more than one in ten (11.2%) of those aged 18 to 24 was an early school leaver meaning that they had completed at most lower secondary education and were not currently involved in further education or training (Figure 11). Rates of early school leaving were particularly high in Spain (21.9%), Malta (20.9%), Romania (18.1%) and Portugal (17.4%) but low in Croatia (2.8%), Slovenia (4.4%), Poland (5.4%) and the Czech Republic (5.5%). At EU level, six out of 10 (59.8%) early school leavers were not employed and it is only in Estonia, Cyprus, Malta, the Netherlands and Portugal that more early school leavers were employed than not employed (Figure 11). Early school leavers were most likely to not be employed in Bulgaria (80.6%) and Croatia (78.6%).

Figure 11. Early leavers from education (18-24) by country and labour status (% of population), EU28, 2014 and 2018



Source: Eurostat, Labour Force Survey (edat_lfse_14), data extracted on 1 July 2019.

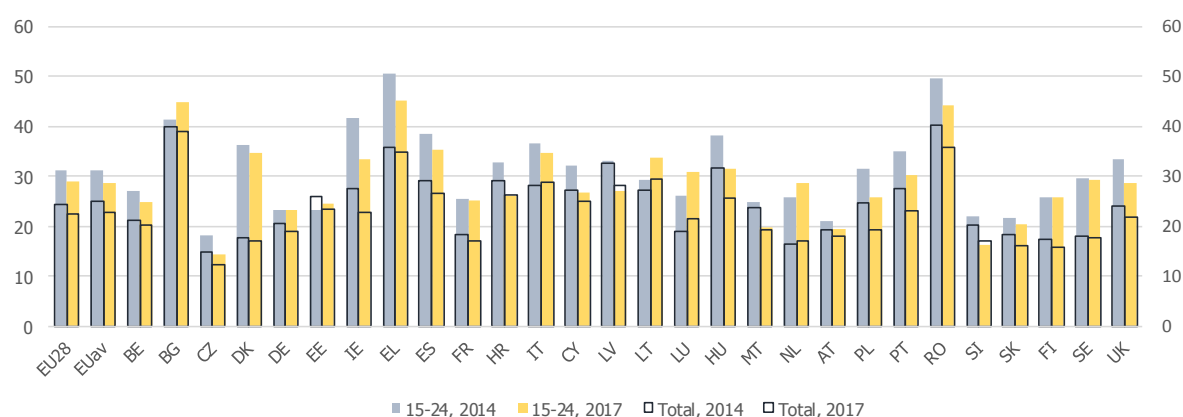
⁹ One of the EU headline targets in the Europe 2020 strategy for jobs and growth, adopted by the European Council on 17 June 2010. The conclusions of the Council are available at: https://ec.europa.eu/eu2020/pdf/council_conclusion_17_june_en.pdf

By 2018, the rate of early school leaving had dropped to 10.6% while the proportion of early school leavers that were not in employment had dropped from six in ten to five in ten (52.8%). Denmark was the only country in which the rate of early school leaving increased by more than 1 pp (10.2% in 2018 vs 7.8% in 2014). The most significant improvements (reduced rate of early school leaving) were in southern countries, namely Greece, Spain, Malta and Portugal (Figure 11).

Almost a third of young people at risk of poverty and social exclusion

One of the five headline targets of the Europe 2020 strategy is to reduce poverty by lifting at least 20 million people out of the risk of poverty or social exclusion¹⁰ by 2020. In 2014, almost a third (31.4%) of young people aged 15 to 24 lived in households at risk of poverty or social exclusion. Poverty is therefore more prevalent amongst this age-group than in the population as a whole (24.4%), reflecting the fact that young people are making the transition from school to work, often leaving the parental home, seeking work for the first time – often finding this difficult and having to take a low-paid job – and have no accumulated savings. In 2014, young people aged 15 to 24 were more likely (compared to the general population) to be at risk of poverty or social exclusion in all countries but Estonia (Figure 12). Poverty rates were particularly high in Bulgaria (41.1%), Ireland (41.6%) and most notably in Romania (49.8%) and Greece (50.7%) where half of young people were affected. The risk of poverty or social exclusion for young people was more than double that of the general population in Denmark (36.2% vs. 17.9%) and there were particularly significant differences also in Greece (50.7% vs. 36.0%) and Sweden (29.7% vs. 18.2%).

Figure 12. People 15-24 and total population at risk of poverty or social exclusion by country (% of population), EU28, 2014 and 2017



Source: Eurostat, EU-SILC (ilc_peps01), data extracted on 21 June 2019.

By 2017 (2018 data are not yet available for all countries), the risk of poverty or social exclusion for young people fell to 29.0% and for the general population to 22.4%. Nevertheless, poverty risks amongst young people increased substantially in Lithuania (+4.2 pp) and Luxembourg (+4.9 pp, Figure 12). The largest improvements took place in Ireland (-8.1 pp), Croatia (-6.6 pp), Latvia (-6.3 pp), and Hungary (-6.6 pp).

1.1.2 Regional level

To better understand and evaluate ESF and YEI funded Operational Programmes it is also important to look not only at the national situation, but also the situation in the specific regions in which the Operational Programmes are delivered, since there can be significant differences between different parts of the country – as indeed is recognised in the categorisation of regions for implementation of the Structural Funds (into more

¹⁰ People at risk of poverty or social exclusion are those who are in at least one of the following situations: i) at risk of poverty after social transfers (income poverty); ii) severely materially deprived; or iii) living in households with very low work intensity.

developed, less developed and transition regions). The aim here is not, however, to re-describe the context with additional detail by type of region, but to identify clusters of regions with similar characteristics that can be used together with the ESF/YEI monitoring data to see if the underlying socio-economic situation and how it has developed have an impact on the effectiveness and efficiency of implementation. To this end, data on selected indicators (based on the availability of data at regional level) for regions at the NUTS 2 level were aggregated to produce data by type of region in each country (i.e. maximum 3 types of region per country - total of 50 regions) and then used to develop two composite indicators – one describing the situation at the beginning of the programming period in 2014 and one describing how this has evolved between 2014 and 2018. By combining the data for the two composite indicators, four broad clusters of regions were identified:

- Cluster A: Regions with strong starting point and significant progress;
- Cluster B: Regions with strong starting point and little progress;
- Cluster C: Regions with low starting point and significant progress;
- Cluster D: Regions with low starting point and little progress.

To create composite indicators and to cluster regions by typology the following steps were followed:

1. Selection of indicators based on the availability of data at regional level (i.e. only indicators with more or less complete data by NUTS 2 regions could be used). Indicators ought to be youth related and also cover the general economic context since the underlying economic situation generally has a significant impact on potential labour market and programme outputs and outcomes;
2. Calculation of indicators by type of region for each country. For indicators for which low values suggest a positive situation (i.e. NEET rate and early school leaving rate) reciprocal values were used so that when the composite indicator is calculated, higher values indicate a more favourable situation or greater progress.
3. Calculation of the 2014-18 change (or other dates depending on data availability) for each indicator in absolute numbers (pp in case of % indicators, PPS for GDP per capita);
4. Standardisation of indicator values for 2014 and for 2014-18 change using z-scores (or standard scores) which indicate how many standard deviations an element is from the mean¹¹;
5. Calculation of the value of the two composite indicators (describing the starting point and change) based on the average of the standardised values of each of the contributing indicators;
6. Clustering of countries and regions by typology using the kMeans method. K-means provides a simple and easy way to organise the values of a given dataset into a predefined number of clusters (k clusters). The method is based on defining a centroid for each cluster and an iterative adjustment of their positions. Starting with k centroids spaced as far away from each other as possible, each point in the dataset is associated to the nearest centroid. The centroid is then moved to the average of the points assigned to it and the process is repeated until no further changes in the position of the centroids is possible.

The clustering of regions is based on a subset of the indicators used to describe the general socioeconomic context at national level, largely determined by the availability

¹¹ A z-score can be calculated from the following formula: $z = (X - \mu) / \sigma$, where z is the z-score, X is the value of the element, μ is the population mean, and σ is the standard deviation. A z-score less than 0 represents an element less than the mean; A z-score greater than 0 represents an element greater than the mean; A z-score equal to 0 represents an element equal to the mean; A z-score equal to 1 represents an element that is 1 standard deviation greater than the mean; a z-score equal to 2, 2 standard deviations greater than the mean; etc. A z-score equal to -1 represents an element that is 1 standard deviation less than the mean; a z-score equal to -2, 2 standard deviations less than the mean; etc.

of data. In particular, indicators of poverty and social exclusion could not be used because there are too many regions in which the sample size (from EU-SILC) is too small to provide reliable and publishable data¹². The indicators selected for clustering are summarised in Table 1.

Table 1. *Socioeconomic indicators used for clustering of regions by typology*

Indicator		Comments
1	Youth employment rate, 15-24	Indicators 1 and 2 are similar to indicators used in the joint assessment framework (JAF) to monitor progress in implementing the Employment Guidelines in the context of the Europe 2020 strategy, the only difference being that in this study the indicator on youth employment rate is limited to people aged 15-24 (instead of 20-29 as in the JAF framework).
2	NEET rate, 15-24	
3	Share of population aged 30-34 with tertiary education	Indicator 3 does not refer directly to the primary target group (those aged 15-24) but is used as a proxy to assess the extent to which young people enter and acquire tertiary level education.
4	Early leavers from education and training, 18-24	The indicator on early school leavers (ESL) is also part of the JAF indicators as it is effectively a proxy for the numbers of young people without any secondary level qualifications and therefore particularly at risk of exclusion from the labour market.
5	GDP/capita (PPS)	Indicator used to describe the overall economic context in which the ESF OPs are implemented. Data cover 2014 and 2017.

The clusters are presented below. In each cluster the main defining characteristics are highlighted in bold and for these it is generally the case that all regions in the cluster comply with the characteristics, though there may be occasional exceptions. For the lesser characteristics, some variations are expected. Figure 13 offers an illustration of the four clusters and average values (=0) allowing comparisons both in terms of the starting point and the change between 2014-2018, while Table 2 indicates the countries/types of regions included in each cluster and the values of the composite indicators for each cluster. Detailed indicator values can be found at the end of Annex 3.

Cluster A – Strong start/substantial progress: This cluster comprises five more developed regions located in central and western Europe. In essence, this cluster comprises all regions in Luxembourg, the Netherlands and Ireland and more developed (capital) regions in the Czech Republic and Slovakia. The regions in this cluster had a strong starting point in that in 2014 **all indicator values were on average more favourable than at EU level**. Compared to the other three clusters, regions in this cluster had on average in 2014 the **highest GDP per capita** (particularly Ireland), the **lowest early school leaving rates** and the **highest share of those aged 30-34 with tertiary education**. The **average NEET rate was also the lowest seen across the board** (on average 7.6%), although the rate in Ireland was notably higher (15.2% vs 12.5% at EU level). Finally, the average employment rate of those aged 15 to 24 in regions of this cluster was also above the EU level (33.5% vs 32.4%) and was driven by the high employment rates in the Netherlands (58.8%) and Ireland (36.8%), whereas the employment rates in the remaining regions were noticeably lower.

Between 2014 and 2018 (2017 in terms of GDP), areas in this cluster had **overall the greatest progress** when compared to the other clusters. **NEET rates dropped in all regions**, whereas **employment rates increased more than average** in all regions except the developed regions in the Czech Republic where the improvement was only

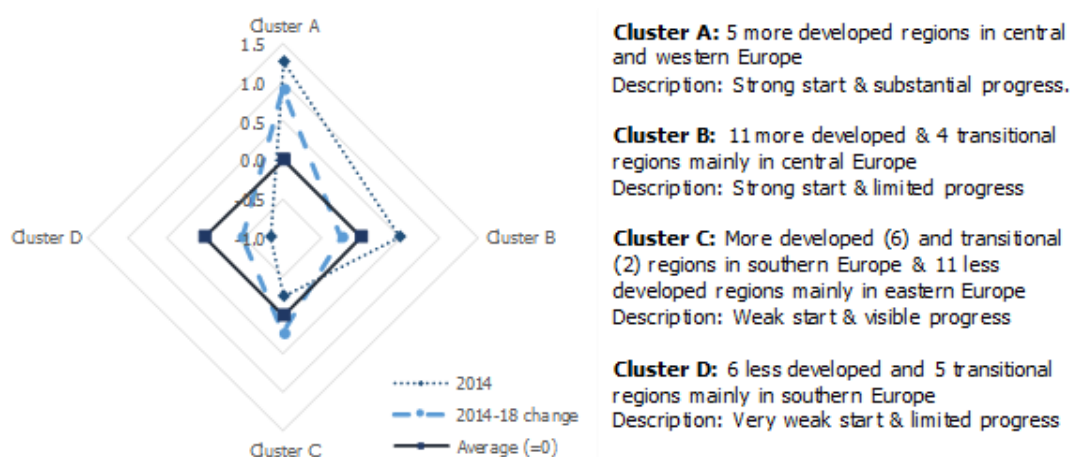
¹² SILC data at NUTS 2 level are not broken down by age. Data on the general population are also incomplete. For example, for the indicator at risk of poverty or social exclusion there are no regional data for BE, EL, FR, PL, SL and the UK, while data for DE and NL are not available for all years. The availability of data is similar also for the indicator on severe material deprivation which could have been used as an alternative. See http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_peps11&lang=en and http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_mddd21&lang=en.

marginal (+0.7 pp). The increase in the **share of those aged 30 to 34 with tertiary education was the highest seen across the board** and mainly driven by the increase in the Czech Republic (+12.3 pp). In terms of the **early school leaving rate**, regions in cluster A had the **smallest decrease** (on average -0.7 pp), as the rate decreased only slightly in three of the five areas (Ireland, the Netherlands and Slovakia) and increased (marginally) in the remaining two (by 0.2 pp in the Czech Republic and Luxembourg).

Cluster B – Strong start/limited progress: This cluster comprises 15 regions (**mostly more developed**) located mainly in **central Europe** – the cluster covers all regions (more developed and transitional) in Denmark, Germany, Austria, Finland (all more developed) and Sweden (all more developed) and more developed regions in Belgium, France, Hungary, Poland, Slovenia and the UK as well as transitional regions in the UK. Overall, these regions had a **strong starting point in 2014**. **Almost all regions had above average GDP per capita** (all transitional regions and more developed regions in Slovenia being the only exceptions) and **below average NEET rates** (transitional regions in the UK being the only exception). Compared to the other clusters, regions in cluster B had on average the **highest employment rates** though in five regions (more developed regions in Belgium, France, Hungary, Poland and Slovenia) the employment rates were below average. The **share of those aged 30 to 34 with tertiary education was above average** in all regions but transitional regions in Germany, whereas the **early school leaving rate was below average** in all regions but transitional regions in the UK.

The **overall progress by 2018 was limited** in that compared to the other three clusters regions in cluster B had on average **the lowest decrease in the NEET rate** and the **second lowest increase** (after cluster D) **in GDP per capita, employment rates for those aged 15 to 24**, as well as **in the proportion of those aged 30 to 34 with tertiary education**. In terms of **the early school leaving**, the **situation in this cluster has deteriorated** as on average the early school leaving rate increased by 0.4 pp as the rate increased in seven regions.

Figure 13. Clusters of regions by typology based on the socioeconomic context (2014 and 2014-2018 change), EU28



Cluster C – Weak start/visible progress: This cluster comprises 19 regions – six **more developed** (Greece, Spain, Italy, Cyprus, Portugal, Romania) and two **transitional** (Malta, Portugal) regions located in **southern Europe** and 11 **less developed regions mainly in eastern Europe** (Czech Republic, Estonia, Greece, Croatia, Latvia, Lithuania, Poland, Portugal, Slovenia, Slovakia, the United Kingdom). In essence, this cluster covers all regions in Cyprus, Portugal, Malta, Croatia and the three Baltic states (Estonia, Lithuania and Latvia), more developed regions in Spain, Italy, Greece and Romania and less developed regions in the Czech Republic, Greece, Slovenia, Slovakia, Poland and the UK. These regions had a **relatively weak starting**

point in that indicator values for GDP per capita, employment rate and share of those aged 30 to 34 with tertiary education were the second lowest after cluster D whereas the NEET rate and the early school leaving rate was the second highest, again after cluster D. **GDP per capita was below average** in all but four regions (Spain, Italy, Portugal and Romania, all more developed), while **employment rates were below average** also in all but four regions (less developed regions in Estonia, Latvia and the UK and transitional regions in Malta). On average, **the NEET rate** in regions in cluster C was **high** (13.8% vs 12.5% at the EU level) though in less developed regions in Czech Republic and Lithuania the NEET rate was notable lower. The rate of those aged 30 to 34 with tertiary education and the rate of early school leavers were on average close to the EU values.

By 2018, all indicator values improved – regions in this cluster had the **highest increase in the employment rates of those aged 15 to 24** and **the highest decrease in the NEET and early school leavers rates. GDP per capita also increased substantially but remained below the GDP at the EU level.** There was also a **significant increase** (the second highest after cluster A) in **the share of those aged 30 to 34** with tertiary education.

Table 2. *Clusters of regions by typology based on the socioeconomic context (2014 and 2014-2018 change), EU28*

Cluster	Centroid ⁽¹⁾		Type of region	Countries
	2014	2014-18		
Cluster A	1.3	0.9	More developed	CZ, IE, LU, NL, SK
Cluster B	0.5	-0.3	More developed	BE, DK, DE, FR, HU, AT, PL, SI, FI, SE, UK
			Transition	DK, DE, AT, UK
Cluster C	-0.2	0.2	More developed	EL, ES, IT, CY, PT, RO
			Transition	MT, PT
			Less developed	CZ, EE, EL, HR, LV, LT, PL, PT, SI, SK, UK
Cluster D	-0.8	-0.5	Transition	BE, EL, ES, FR, IT
			Less developed	BG, ES, FR, IT, HU, RO

⁽¹⁾Average = 0.0. Green > average. Red < average

Cluster D – Very weak start/limited progress: This cluster comprises six **less developed** (Bulgaria, Spain, France, Italy, Hungary, Romania) and five **transitional** (Belgium, Greece, Spain, France- overseas, Italy) regions all located in **southern Europe** – transitional regions in Belgium being the only exception. On average, these regions had the **lowest starting point** when compared to the other clusters as the value of the composite indicator referring to 2014 had the lowest value across the board as results in these regions were the least favourable for all indicators. **GDP per capita and employment rates for those aged 15 to 24 were considerably lower** than at EU level in all regions of the cluster. At the same time, **NEET rates** were considerably higher than at EU level in all regions (on average 20.0% vs 12.5%). On average, the share of those aged 30 to 34 with tertiary education was below the EU level but in transitional regions in Belgium and less developed regions in Spain, values were somewhat higher. The **early school leaving rate was on average the highest seen across the different clusters** as values were below the EU level only in transitional areas in France.

On average, the **progress made by 2018 was very limited.** These regions had the **lowest increase in GDP per capita** as well as the **lowest increase in employment rates and in the share of those aged 30 to 34 with tertiary education.** However, **the decrease in the early school leaving and NEET rate was noticeable**, and the second highest seen after cluster C.

1.2 Administrative and organisational procedures

This section considers the administrative capacity and organisational structures that underpin the delivery of support for young people in the EU Member States. The aim being to establish the operational context for the implementation of ESF/YEI programmes.

The section starts with an overview of the main actors involved in the design and implementation of youth policies and, secondly, of the role of the Public Employment Services (PES) – the main implementor of employment policies – in the implementation of the Youth Guarantee and the services provided as part of the preparatory phase.

1.2.1 Main actors for youth employment policies

This part looks into the main actors responsible for implementation of policies/programmes linked to EU policies/funds namely YEI/ESF Managing Authorities (MA) and the Youth Guarantee Implementation Authorities.

In the 17 of the 23 Member States (all but Denmark, Estonia, the Netherlands, Austria, Finland) using European funds to promote youth employment under Investment Priority 8.ii (covering both YEI and ESF), Managing Authorities are organised at the national level and are mainly under the National Ministry of Labour (Bulgaria, Czech Republic, Greece, Spain, Croatia, Luxembourg, Cyprus, Slovakia, Sweden). In France, Italy and Portugal there are both national and regional Operational Programmes – Managing Authorities at national Operational Programmes are under the Ministry of Labour in France and Italy and under the Ministry of Planning and Infrastructure in Portugal while regional Operational Programmes are managed by regional authorities. Operational Programmes with operations under Investment Priority 8.ii are organised only at the regional level in the two federal states, Germany and Belgium (Austria does not have any operations under Investment Priority 8.ii), and the UK. In these cases, Managing Authorities are also mainly under the regional ministries of labour.

The Youth Guarantee is also implemented mainly by Ministries of labour or directly by the Public Employment Services that fall under the Ministry. The only exceptions are Latvia where the Youth Guarantee is implemented in cooperation with the Ministry of Education and Science and Hungary where it is implemented by the Ministry of Finance which is also responsible for employment policies. As a result, in ten of the 23 countries (Germany, Ireland, Latvia, Lithuania, Malta, Poland, Portugal, Romania, Slovenia and the UK) implementing interventions under Investment Priority 8.ii the YEI/ESF and the Youth Guarantee are not managed by the same institution (see Table 2).

Table 3. *YEI/ESF Managing Authorities and Youth Guarantee Implementation Authorities*

Type	YEI/ESF MA ⁽¹⁾	YG Impl. Authority
Ministry of Labour	BG, CZ, EL, ES, FR (YEI national OP, Ministry is also responsible for vocational training), HR, IT (national OPs), LU, CY, SK, SE (11)	BG, CZ, DK, EE, EL, ES, IE, FR (Ministry is also responsible for vocational training), HR, IT, CY, LT, LV (also covering social security, children's and family rights as well as equal rights for people with disability and gender equality), NL, MT (Ministry is also responsible for education), AT, PL, RO, SI, SK, SE, FI (20)
Public Employment Services (PES)		BE (Federation of regional PES + Regional PES), DE, LU, PT (4)
Ministry of	LV, LT, HU (Ministry is also responsible for	HU (Ministry is also responsible

Economy	employment policies) (3)	for employment policies) (1)
Ministry of European Funds/Policies	RO, SI (2)	
Ministry of Education	IE (1)	LV (1)
Regional Authorities	BE (Ministry of labour - Flanders, European Social Fund Agency - Wallonia, regional PES - Brussels), DE (Ministry of labour in Baden-Württemberg, Bayern, Hamburg, Nordrhein-Westfalen, Ministry of economy in Sachsen-Anhalt), FR (regional OPs), IT (regional OPs), PT (regional OP for Azores), UK (Ministry of labour - England, Scotland and Northern Ireland, European funding office - Wales) (6)	
Other	MT (Office of the Deputy Prime Minister), PT (Ministry of planning and infrastructure), PL (Ministry of regional development) (3)	
Not relevant	DK, EE, NL, AT, FI (5)	UK ⁽²⁾ (1)

Notes:

⁽¹⁾ Covers YEI and ESF Managing Authorities implementing operations under TO8, IP 8.ii focusing on youth.

⁽²⁾ The UK has not established a Youth Guarantee scheme. Whilst the government supports the approach set out in the Council Recommendation, it believes that the existing provision in the UK fulfils the basic requirements implemented by the Department for Work & Pensions (Ministry of Labour).

Source:

YEI/ESF Managing Authorities: ESF/YEI OPs available at:

<https://ec.europa.eu/esf/main.jsp?catId=576&langId=en>.

Youth Guarantee Implementation Authorities: Youth Guarantee implementation plans available at:

<https://ec.europa.eu/social/main.jsp?catId=1161&langId=en>.

1.2.2 The role of Public Employment Services in implementing the Youth Guarantee

This section aims to provide some insight on the role of national PES in implementing the national Youth Guarantee schemes and the progress made through time by analysing the annual reports on the implementation of the Youth Guarantee published by the European Network of Public Employment Services¹³. The first report was published in 2015¹⁴ and referred to the end of 2014 while the latest one was published in 2019¹⁵ and covered the time between spring 2017 and 2019. The findings of the reports are based on responses provided by national PES to an email questionnaire distributed by the European Commission. The questionnaires have been reviewed and relevant sections¹⁶ and questions have been identified based on the content of each question and the availability of data in all questionnaires (2015, 2016, 2017 and 2019). Information from these parts has been extracted and summarised so that countries are grouped in terms of service level. By comparing replies in the different questionnaires changes across years are highlighted. Note that the analysis covers Spain and the UK only partly. Although Spain replied to the PES Network questionnaire, almost all of the replies were “not applicable” as Youth Guarantee participants do not register with the PES (as in other countries) but register in the Youth Guarantee scheme separately. The UK did not reply to the 2017 and 2019 questionnaire and thus, it was not included in the 2019 report whereas information in the 2017 report is based on desk research.

Public Employment Services partnerships: The PES questionnaires ask whether the PES facilitate and participate in partnerships with three different objectives: i) to ensure that young people have access to the full set of information and support

¹³ <https://ec.europa.eu/social/main.jsp?catId=1100&langId=en>

¹⁴ <https://ec.europa.eu/social/BlobServlet?docId=14322&langId=en>

¹⁵ <https://ec.europa.eu/social/BlobServlet?docId=21886&langId=en>

¹⁶ PES partnerships, PES staff, Outreach activities, Access to information, Involvement of youth; Monitoring processes, Mutual learning, PES services, Average time between registration and 1st meeting.

available; ii) to increase employment, apprenticeship and traineeship opportunities; and iii) to support transitions from unemployment, inactivity or education into work. In 2014, the majority of PES had such partnerships. There were no partnerships in Ireland, Hungary and Romania, while in Slovenia, Slovakia and Sweden the existing partnerships did not cover all three dimensions. By 2019, partnerships were developed in Hungary and Sweden, covering now all three objectives.

Dedicated staff and participation in mutual learning/technical assistance: In different parts of the questionnaire the PES reported on: whether there are dedicated staff for the Youth Guarantee; if employees have received training in the last year on specific aspects of working with young people; and if the PES has participated in mutual learning or technical assistance activities with other Member States as part of the Youth Guarantee implementation.

In 2014, there were no staff solely dedicated to Youth Guarantee implementation in 10 countries (Austria, Cyprus, Germany, Ireland, Italy, the Netherlands, Poland, Portugal, Romania, Slovakia), while most of the PES that reported having dedicated staff included staff who work on Youth Guarantee implementation in addition to other roles. According to the 2017 report, most of these staff are client-facing (front-line), directly and exclusively servicing young clients under the Youth Guarantee. By 2019, the number of PES with Youth Guarantee dedicated staff dropped as Denmark, Greece and Sweden reported that they had no longer dedicated staff as Youth Guarantee activities were incorporated into broader PES staff functions and roles.

In relation to training, in 2014, 17 countries reported providing training to PES staff on working with young people in the last year. Ireland, Cyprus, Austria and Slovakia being were the only ones that specifically reported providing no training, while six countries did not provide the relevant information (Czech Republic, the Netherlands, Romania, Finland, Sweden, and the UK). By 2019, training was still not provided (taking into account data in all PES questionnaires) in Austria, Slovakia, the Netherlands and Romania. The Czech Republic, Finland and Sweden, for which there was no information in 2014, did provide training in subsequent years. There is no information on the UK.

Between 2014 and 2019, the PES participated in mutual learning or technical assistance activities in 82% of countries (23/28), the only exceptions being the Czech Republic, the Netherlands, Austria, Romania and Slovakia. This includes participation in seminars, workshops, information exchange meetings and conferences and study visits related to the implementation of the Youth Guarantee. Participation in youth-related mutual learning activities include activities through EU programmes such as Euro guidance, EURES, the European Lifelong Guidance Policy Network (ELGPN) and European Commission Mutual Learning Programme Peer Review.

Outreach activities: The PES were requested to comment on whether they engaged in outreach work with NEETS as part of Youth Guarantee implementation, using a combination of tools and partnerships¹⁷. Proactive work with schools, cooperation with NGOs and youth organisations and awareness raising events or campaigns are the outreach tools most frequently used by PES for work with NEETs (organised in 16-18 countries depending on the reporting year). Relatively few PES report any follow-up of young people that dropped out from activation schemes, though there has been considerable improvement over the reporting period from 3 in 2014 (Belgium, Germany and the UK) to 11 in 2019¹⁸. Also, less than half of PES provide mobile

¹⁷ Contact with young people who have left school but have not yet registered with the PES; Proactive initiatives to prevent student dropout and/or making contact with young people who have left school but have not yet registered with the PES; Proactive work with schools (incl. preventing drop-outs); Cooperation with NGOs, youth organisations; Employing or working with designated youth outreach workers; Providing new points of Youth Guarantee entry: Internet and social media services; Single point services/ one-stop-shops; Mobile PES services; Awareness raising events or campaigns; Follow-up on young people who drop out from activation schemes/no longer access benefits.

¹⁸ BE, BG, DE, DK, FR, LT, LU, HU, MT, PL, UK.

services aimed at young people (Belgium, Bulgaria, Germany, Estonia, Greece, France, the Netherlands, Poland, Finland in 2014 plus Lithuania, Luxembourg and UK by 2019)

Information Management: Part of the questionnaire assesses the PES access to supply-side labour market information of interest to young people by asking whether the PES have access to apprenticeship and traineeship vacancy databases as well as other relevant databases (e.g. of education/training opportunities). In 2014, PES had access to an apprenticeship database in 13 countries¹⁹ which increased to 16 by 2019 by adding Denmark, Greece and Portugal. PES in Ireland and Slovakia indicated that such databases exist, but under the responsibility of the education ministries. At the same time, PES had access to databases with traineeship vacancies in 11 countries²⁰ which increased to 17 by 2019²¹. Only five countries²² reported access to other databases in 2014 which increased to 19 in 2019²³. Other databases include registers of job-seekers/CVs, vacancies, educational and training institutions/providers, vocational qualification standards and training programmes or modules, private employment agencies, etc.

Involvement of youth in Public Employment Services Youth Guarantee service design: In more than half of EU Member States, the PES reported involving young people (15) and youth organisations (16) in designing the organisation's Youth Guarantee services in 2014. Nevertheless, in 2019, the number of countries involving youth and youth organisations dropped to 10 and 13 respectively. The decrease in the involvement of youth and youth organisations in the design of Youth Guarantee services reflect limited changes to existing programmes (i.e. established Youth Guarantee measures are not being modified). According to the 2017 and 2019 PES Network report, PES vary in the methods and approaches used to involve young people in Youth Guarantee service design. The main methods are through formal structures (e.g. working groups or partnerships) established in setting up the Youth Guarantee that included public and NGO youth organisations and customer satisfaction surveys (including focus groups and feedback questionnaires).

Monitoring and evaluation of Public Employment Services Youth Guarantee services: Having processes in place for monitoring and following up young people is an integral element of the Youth Guarantee. The PES Network questionnaire asks the ability of the PES to monitor young people in terms of seven aspects - specific targets for youth oriented services; monitoring of young people who leave the unemployment register; monitoring of how many young people receive an offer within 4 months; follow up of young people once they have entered employment or training; follow-up of young people referred to education and training providers; satisfaction surveys for young people; and satisfaction surveys for employers. Replies for reference year 2014 showed that while the majority of PES had established some processes to follow-up on young people, their scope and service areas were relatively weak - particularly in the Czech Republic, Germany, Cyprus, Lithuania and Hungary. By 2019, there was a vast improvement in all areas of monitoring - especially in terms of data required for the monitoring of the Youth Guarantee Recommendation (monitoring of young people leaving the unemployment register, monitoring of how many young people receive an offer within 4 months, follow up of young people once they have entered employment or training and follow-up of young people referred to education and training providers).

Services for young job seekers: This part assesses the types of services provided to young people as part of the Youth Guarantee preparatory phase and whether these services are also provided as an e-Service to further facilitate the access of young

¹⁹ BE, BG, CZ, DE, FR, IT, LU, NL, AT, PL, RO, FI, UK.

²⁰ BE, BG, CZ, DE, HR, MT, NL, PL, RO, SI, UK.

²¹ BE, BG, CZ, DE, DK, IE, HR, CY, LT, MT, NL, PL, PT, RO, SI, FI, UK.

²² DE, HU, AT, RO, FI.

²³ CZ, DE, EE, EL, FR, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PL, PT, RO, FI.

people to PES services. The questions take into account 11 domains²⁴ and though the majority of PES replied that these services were available to young people since these are regular PES services, the provision of e-services seemed to be a challenge in 2014 with the majority of PES having very few (if any) available e-services. The provision of e-services increased especially in terms of career guidance for young people who are still in school and skills assessment or validation of prior learning.

Average time between registration and first meeting: The aim of the Youth Guarantee is to provide young NEETs with a good quality offer within 4 months after seeking help. Thus, the duration between the time of registering with the PES and the first meeting with the PES advisor is of high importance in achieving the scheme's main goal. In 2014, in 14 countries²⁵ PES had a first meeting with young persons within two weeks of their registration in the Youth Guarantee Scheme and in four more (Belgium – only for low skilled, highly skilled within 3 months, Czech Republic, Croatia, and Malta) within one month of registration. In the remaining countries the duration was between 2 and 4 months. Between 2014 and 2019 the time between registration and first meeting was improved in 6 counties (Czech Republic, Italy, Hungary, Cyprus, Poland and Portugal) but deteriorated in Greece, France and Finland (from within 2 weeks to within a month).

Based on the overall replies to the PES Network questionnaires for reference year 2014, Table 3 groups countries in terms of PES service level in implementing the national Youth Guarantee schemes and lists main changes by country in the period to 2019. Detailed scoring based on the replies in the 2014 questionnaire is included at the end of Annex 3.

Table 4. *Grouping of countries by level of PES services in 2014 and main changes by 2019*

Service level 2014	Countries	Main changes 2014-19
High	BG, FR, HR, LU, SI, FI	FI: Training of staff or participation in mutual learning/technical assistance activities HR, LU, FI: Improved access to information LU, SI, FR: Improved monitoring FR: Increased services/ E-services FR & SI: In 2017 youth or youth organisations were not involved in the design of PES services – could be due to no new services. FR & FI: Duration between registration and 1st meeting increased
Average	BE, DK, DE, EE, IE, EL, IT, LV, MT, NL, AT, PL, SE, UK	BE, DE, IE, MT, PL: Training of staff or participation in mutual learning/technical assistance activities BE, DE, LU, PL: Increased outreach activities CZ, DK, EE, IE, EL, FR, LV, MT, NL, PL: Improved access to information MT: Involved youth and youth organisations in the design of PES services DE, EE, PL: Improved monitoring DK, PL: Increased services/ e-services IT, PL: Reduced time between registration and 1st meeting DK, EE, EL, LV, PL: In 2017 youth and/or youth organisations were not involved in the design of PES services – could be due to no new services. IT, SE: setback in outreach activities SE: Increased role in terms of partnerships or new

²⁴ Career guidance; career guidance for young people who are still in school; specialised career guidance for young people with disabilities; skills assessment or validation of prior learning; face to face employment counselling; presence on social media (Facebook, Twitter, LinkedIn etc.); provision of automated matching tools; individual action planning; work with schools to re-integrate; pre-select young candidates for employers young people in education.

²⁵ AT, BG, DE, DK, EL, EE, FI, FR, IE, LT, LV, LU, SI, UK

Service level 2014	Countries	Main changes 2014-19
		partnerships
Low	CZ, CY, LT, HU, PT, RO, SK	HU, LT: Increased role in terms of partnerships or new partnerships (especially HU) CZ, PT: Training of staff or participation in mutual learning/technical assistance activities LT: Increased outreach activities LT, PT: Improved access to information LT, HU, PT & CZ: Improved monitoring CZ, HU: Improved services or E-services HU, CY, PT: Reduced time between registration and 1st meeting CY: Training of staff or participation in mutual learning/technical assistance activities

1.3 Actions to support young people

Support for young people delivered through the Structural Funds is intended to complement and enhance the provision already in place at national level. It is important, therefore, to try to include some assessment of what is being done at the national level in order to understand the contribution of ESF and YEI. The main aim of this section is – as in previous parts – to describe the context in which YEI/ESF Operational Programmes are implemented by looking at the interventions implemented at the national level and main target groups. The section is based on information obtained from the EU Labour Market Policies (LMP) database (managed by DG EMPL) and focuses on three different aspects: types of interventions; target population (i.e. specific groups of young people); and level of funding. It is important to note that the LMP database covers public measures that are specifically targeted at disadvantaged groups and that apprenticeships, traineeships and training programmes that are part of the regular education and training system and open to all young people are not covered. Additionally, the LMP database does not hold any information on awareness raising actions nor on voluntary work while, though the database contains information on skills assessment and guidance and career support, it does not (in general) make any distinctions between the services provided for young people and for other groups. Thus, these parts cannot be included in the analysis. However, some contextual analysis on the provision of PES services is already included in the previous section with information from the PES questionnaires. Finally, the database does not hold any recent information on the UK (latest 2011) and at the time of writing the report, data for 2018 were not available. As a result, the analysis covers only years 2014 to 2017.

The part on types of interventions provides a short description of the interventions implemented by Member States specifically targeting young people and assesses the degree to which the ESF/YEI has contributed to existing interventions or whether funding has been used to introduce new interventions providing more/different options to young people. Following that, the analysis on main target groups assesses whether ESF/YEI funded interventions are used to target groups that are not targeted by existing Active Labour Market Policies (ALMPs). To this end, data from the description of ALMPs have been used to collect information on detailed target groups:

- Employment status.
- Education level; though the LMP database does not hold information on the education level of participants, qualitative information indicates whether each intervention targets young people with a low, medium or high level of education.
- Any indication of a disadvantaged status - belonging to a marginalised group, disabled or other disadvantaged.
- Age – belonging to the 15 to 24 and 25 to 29 age range. Note though that several ALMPs identify different age groups (e.g. 17 to 28 or younger than 32 or 35 etc.), these overlaps are considered as a match.

- Sex – whether the intervention targets or prioritizes women.

The final part on funding utilises quantitative information on expenditure and participants in nationally and ESF/YEI funded interventions. All data come from the LMP database and aim to highlight the general trends at national level. Information on overall expenditure by type of intervention was combined with data on number of participants (stocks and, if not available, entrants) so as to estimate the proportion of the expenditure spent on young people aged under 25. Thus, the analysis includes only the expenditure of the measures for which there were available data for both total participants and youth (88% of total expenditure). Interventions without complete data were excluded. Note that quantitative data for all those aged 15 to 24 (and not only those participating in ALMPs targeting young people) were used.

1.3.1 Types of interventions and target groups

Although young people can participate in all active labour market measures available in their country – unless excluded based on age or other eligibility criteria – a number of interventions identify youth as a specific target group meaning (in theory) that these interventions have taken into account the characteristics of the group and are designed to cater for its needs. Young people are identified as a target group in six of the seven types of measures included in the LMP database²⁶. Three of them (apprenticeships, traineeships and institutional training) aim to provide young people with the skills required by the labour market, while the other three aim to help them find a job directly through the provision of incentives for employers to hire young people, helping young people to start their own business or by creating jobs in the public sector so that young people can acquire work experience. The LMP database also holds information on sheltered and supported employment none of the reporting countries specifically targeted disadvantaged youth using this type of measure in the period 2014-2017.

Between 2014 and 2017, labour market measures specifically targeting youth existed in all Member States but Denmark (no data for the UK). The lack of targeting does not mean that youth are ignored, simply that they are mainstreamed in measures open to all unemployed. The countries in which targeted interventions are implemented, and their specific target groups by type of intervention are briefly presented below, while a summary is presented in Table 4. Table 5 highlights the countries in which all interventions are (co)funded by ESF/YEI as well as the specific target groups by type of intervention that are targeted only by ESF/YEI (co)funded interventions.

Apprenticeships: Remembering that apprenticeships delivered through the regular education/training system are not covered by the LMP database unless there is specific additional support for particular disadvantaged groups, apprenticeships targeting disadvantaged youth were offered in 12 Member States²⁷. In five of them (Belgium, Germany, France, the Netherlands and Romania) all apprenticeships were funded by national funds, in three (Austria, Bulgaria, Italy) some of the apprenticeships were also (co)funded by ESF/YEI and in four – **Ireland, Spain, Portugal and Finland – all targeted apprenticeships were co-funded by the ESF/YEI.**

All of the 12 countries providing targeted apprenticeships target low-skilled youth (i.e. those with low levels of education) except for Finland and Bulgaria. Highly skilled young people (graduates) are specifically targeted by one measure in Italy. The group 25 to 29 is targeted in Bulgaria and Italy. While young people with other

²⁶ The LMP database separates measures in 5 categories – training, employment incentives, sheltered and supported employment, direct Job creation and start-up incentives. For the purposes of the study, the subcategories of training measures (institutional training – LMP category 2.1, workplace training – LMP category 2.2 and alternate training including special support for apprenticeship – LMP categories 2.3 and 2.4) were also used. Thus, the categories used in the analysis are apprenticeships (LMP cat. 2.3 and 2.4), traineeships (LMP cat. 2.2), institutional training (LMP cat. 2.1), employment incentives (LMP cat. 4), sheltered and supported employment (LMP cat. 5), direct Job creation (LMP cat. 6) and start-up incentives (LMP cat. 7).

²⁷ BE, BG, DE, ES, IE, IT, FR, NL, AT, PT, RO, FI.

disadvantages are targeted in Austria, Germany and Italy. **Amongst countries using both national and ESF/YEI funds to support targeted apprenticeships, Austria uses ESF/YEI funds to also target women, who are not specifically targeted by nationally funded options.**

Traineeships: Traineeships targeted at disadvantaged youth are offered in 14 countries. In five (Belgium, Germany, Spain, Luxembourg, Sweden) these are funded solely by national funds, in three (Croatia, Italy, Cyprus) some of the traineeships on offer are (co) funded by the ESF, while in **six countries (Bulgaria, Greece, Latvia, Malta, Portugal, Slovenia) ESF/YEI contributes to all targeted traineeship programmes.** Three of the ESF funded interventions (Greece, Cyprus, Slovenia) belonged to the previous programming period and ended in 2014.

Low-skilled youth are targeted by traineeships in six countries (Belgium, Cyprus, Germany, Spain, Malta, Portugal), medium-skilled in two (Belgium, Cyprus) and highly skilled in four (Cyprus, Spain, Latvia, Portugal). People aged up to 29 are targeted in Greece, Italy, Luxembourg and Portugal. For countries having both nationally funded and ESF/YEI (co)funded interventions, it is worth noting that **in Italy ESF/YEI (co)funded interventions were open to young people aged 15 to 18, whereas nationally funded interventions were open only to those over 18.**

Institutional training: Institutional training opportunities are provided in 15 countries. In four (Belgium, Germany, Poland, Sweden) funding is solely national, in five (Bulgaria, Greece, France, Italy, Cyprus) some training programmes are (co)funded by the ESF/YEI and in **six (Estonia, Ireland, Latvia, Malta, Portugal, Slovenia) all youth targeted institutional training provided in the context of active labour market measures is (co)funded by the ESF.** Two of the ESF funded interventions (the only ESF (co)funded intervention in Cyprus and one intervention in Greece) belonged to the previous programming period.

In Bulgaria (almost all measures), Latvia, Poland and Slovenia there are measures targeting people up to 29. Low-skilled people are targeted in Bulgaria, Germany, France, Ireland, Malta, Portugal, Sweden and Slovenia, semi-skilled in Cyprus, Italy and Portugal, and highly skilled in Greece and Italy. People with disabilities and other disadvantages are targeted in Bulgaria, Germany, Ireland, Malta and Poland. For countries with both nationally funded and ESF/YEI (co)funded interventions, it is worth noting that in France nationally funded interventions covered those aged 18-22, whereas ESF/YEI (co)funded interventions covered all those aged under 26. Thus, **the age group aged 22 to 25 is targeted only by ESF/YEI (co)funded interventions.**

Employment incentives: Employment incentives that encourage employers to take on young people (often amongst others) are offered in 22 countries. In six (Belgium, Germany, Luxembourg, Poland, Romania, Sweden), these are solely nationally funded, in 11 (Bulgaria, Czech Republic, Greece, France, Croatia, Hungary, Italy, Latvia, Malta, Portugal, Slovenia) some incentives are also (co)financed by the ESF/YEI while in **Estonia, Cyprus, Lithuania, Spain and Slovakia all incentives are (co)financed by ESF/YEI.** Four of the ESF/YEI funded interventions (Cyprus, Latvia, Slovenia and the sole ESF (co)funded intervention in Malta) belonged to the previous programming period.

In 11 countries (Bulgaria, Estonia, Greece, Spain, Italy, Luxembourg, Latvia, Poland, Portugal, Slovenia and Slovakia) some of the employment incentives targeting young people were also open to those aged up to 29. Low-skilled youth are targeted in 11 countries (Belgium, Bulgaria, Czech Republic, Germany, Estonia, France, Croatia, Hungary, Italy, Latvia, and Portugal), semi-skilled in three (Slovakia, Romania, Portugal) and highly-skilled in four (Greece, Portugal, Romania, Slovakia). For countries having both nationally funded and ESF/YEI (co)funded interventions, note that **in Greece an ESF/YEI (co)funded intervention targeted highly skilled, not targeted by any of the nationally funded interventions; in France one of the**

ESF/YEI (co)funded interventions is the only intervention targeting people with disadvantages (people being cared for by the social services, the youth detention system, the supervised education, or ex-prisoners, ex-alcoholics/addicts etc.); **in Croatia options provided with the help of ESF/YEI funds target first-time jobseekers and those seeking for employment for at least 6 months** (not specifically targeted by nationally funded options that are open to all those aged under 29); **in Latvia, ESF/YEI funded interventions target also those aged 20 to 29** (nationally funded options target those aged under 20) **and offer special provisions for people with disabilities, without work experience and those re-entering the labour market after child-care leave** (not specifically targeted by nationally funded interventions); and finally, **in Slovenia ESF/YEI interventions also cover people aged 25 to 29 (not specifically targeted by nationally funded interventions).**

Table 5. *ALMP measures identifying youth as a target by type of measure, source of funding and detailed target groups, 2014-2017*

Type of measure	Only national funded measures	ESF/YEI (co)funded measures ⁽¹⁾	Detailed target groups
Apprenticeships	BE, DE, FR, NL, RO	BG, IE, ES , IT, PT , AT, FI	Low-skilled: BE, DE, FR, IE, ES, IT, NL, PT, AT, RO High-skilled: IT 25-29: BG, IT Other disadvantaged: AT, DE, IT
Traineeships	BE, DE, ES, LU, SE	BG, EL ⁽²⁾ , HR, IT, LV , CY ⁽²⁾ , MT , PT ⁽²⁾ , SI	Low-skilled: BE, CY, DE, ES, MT, PT Medium-skilled: BE, CY High-skilled: CY, ES, LV, PT 25-29: EL, IT, LU, PT
Institutional training	BE, DE, PL SE	BG, EE , EL ⁽²⁾ , FR, IE , IT, CY ⁽³⁾ , LV , MT , PT , SI	25-29: BG, LV, PL, SI Low-skilled: BG, DE, FR, IE, MT, PT, SE, SI Semi-skilled: CY, IT, PT Highly skilled: EL, IT Disabilities/other disadvantaged: BG, DE, IE, MT, PL
Employment incentives	BE, DE, LU, PL, RO, SE	BG, CY ⁽²⁾ , CZ, EE , EL, ES , FR, HR, HU, IT, LT , LV ⁽²⁾ , MT ⁽³⁾ , PT, SI ⁽²⁾ , SK	25-29: BG, EE, EL, ES, HR, IT, LU, LV, PL, PT, SI, SK Low-skilled: BE, BG, CZ, DE, EE, FR, HR, HU, IT, LV, PT Semi-skilled: SK, RO, PT Highly-skilled: EL, PT, RO, SI (first-time jobseekers), SK LTU: BG, HU, SI
Direct job creation	BE, FR, HR	BG, LV , RO , SI ⁽³⁾	25-29: BG, HR, SI Other disadvantaged: BG, HR, RO, SI
Start-up incentives ⁽⁴⁾	FR, SE	EL, ES, IT , LV	25-29: EL, ES, IT, LV Highly skilled: EL

Notes:

Data cover measures in LMP categories 2-7 specifically targeting youth. The target group for each measure is based on responses to item 7 of the LMP questionnaire, while the specific characteristics of the target group are based on the replies to item 3. The source of funding for each measure is based on responses to item 12. Further details on the LMP methodology can be found at:

<https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8126&furtherPubs=yes>

⁽¹⁾ **Bold**= all offers in the country are (co) funded by the ESF/YEI.

⁽²⁾ One of the interventions (but not all) (co) funded by the ESF was part of the previous programming period.

⁽³⁾ Single intervention (co)funded by the ESF is part of the previous programming period.

⁽⁴⁾ According to the Hungarian Managing Authority, Hungary also offers start-up incentives targeting youth. However, relevant information was not found in the LMP database.

Source: LMP database, date of extraction 19 March 2019.

Direct job creation: Direct job creation measures specifically targeting youth are provided in eight countries, in three (Belgium, France, Croatia) all measures are nationally funded, while in Bulgaria and Slovenia they may also be funded by ESF/YEI. Note though that in Slovenia the only ESF (co)funded intervention belonged to the previous programming period and ended in 2014. **In Latvia and Romania all youth targeted direct job creation measures are (co)funded by the ESF/YEI.**

All measures in Belgium target low-skilled, while this group is also targeted in Bulgaria and Croatia. In all countries but Belgium and France, direct job creation measures specifically target people up to 29, while in Bulgaria, Croatia, Romania and Slovenia this type of measure is used to also target people with other disadvantages. For countries having both nationally funded and ESF/YEI (co)funded interventions, it is worth noting that in **Slovenia nationally funded interventions were open only to young highly skilled first-time jobseekers, whereas the ESF (co)funded intervention (previous programming period) was open to all youth under 30.**

Start-up incentives: Start-up incentives targeting young people are offered in six countries. In France and Sweden start-ups are solely nationally funded, in Greece and Spain they may be (co)funded by the ESF/YEI, while in **Italy and Latvia all youth targeted start-up support is co-funded by ESF/YEI.**

In Greece, Spain Italy and Latvia, people up to 29 may be targeted while in Sweden only those up to 24 are eligible. For countries having both nationally funded and ESF/YEI (co)funded interventions, note that **in Greece an ESF/YEI (co)funded intervention targeted highly skilled, not targeted by any of the nationally funded interventions.**

Table 6. *ESF/YEI (co)funded ALMP measures targeting youth and specific target groups covered only by ESF/YEI (co)funded interventions by country, 2014-2017*

	Apprenticeships	Traineeships	Inst. training	Empl. incentives	Direct job creation	Start-up incentives
BE						
BG	✓	✓✓	✓	✓	✓	
CZ				✓		
DK	No interventions targeting youth					
DE						
EE			✓	✓✓		
IE	✓✓		✓			
EL	✓✓	✓	Highly skilled		Highly skilled	✓✓
ES	✓✓			✓✓		✓
FR			Aged 15-18 & 22-25	People with disadvantages		
HR		✓		First-time jobseekers and unemployed for at least 6m		
IT	✓	Aged 15-18	✓	✓		✓✓
CY		✓		✓✓		
LV		✓✓	✓✓	Aged 20-29, ✓	✓✓	✓✓

	Apprenticeships	Traineeships	Inst. training	Empl. incentives	Direct job creation	Start-up incentives
				people with disabilities, without work experience and re-entering the labour market after child-care leave		
LT				✓✓		
LU						
HU				✓		
MT		✓✓	✓✓			
NL						
AT	✓ Women					
PL						
PT	✓✓	✓✓	✓✓	✓		
RO					✓✓	
SI		✓✓	✓✓	✓ Aged 25-29	✓ National policies target highly skilled first-time job-seekers. ESF (previous progr. period) open to all <30	
SK				✓✓		
FI	✓✓					
SE						
UK	No data in the LMP database					

✓✓ All interventions in the country are (co)funded by ESF/YEI.

✓ Some interventions in the country are (co)funded by ESF/YEI.

Note: Data cover measures in LMP categories 2-7 specifically targeting youth. The target group for each measure is based on responses to item 7 of the LMP questionnaire, while the specific characteristics of the target group are based on the replies to item 3. The source of funding for each measure is based on responses to item 12. Further details on the LMP methodology can be found at:

<https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8126&furtherPubs=yes>

Source: LMP database, date of extraction 19 March 2019.

1.3.2 Level of funding

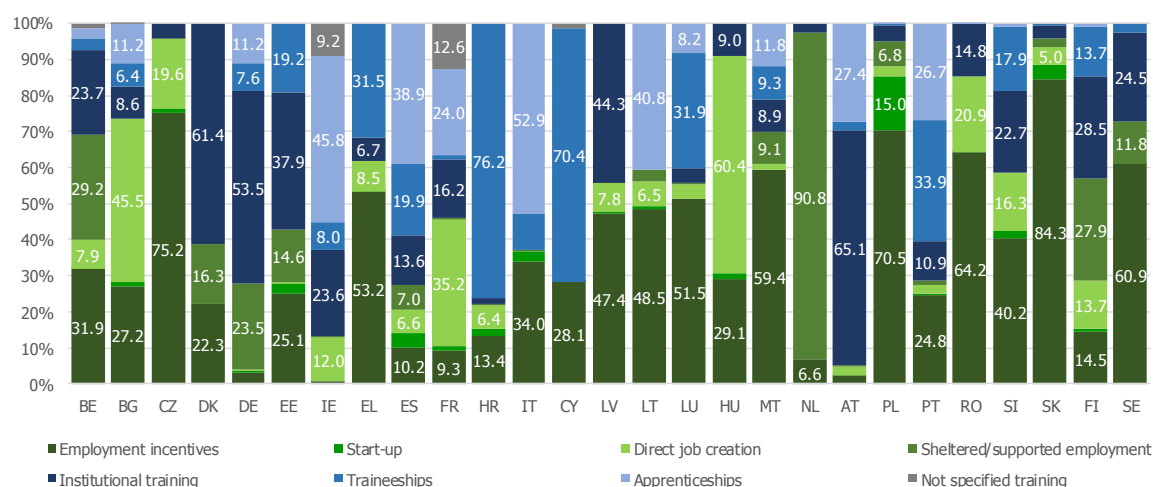
Data from the LMP database can also be used to provide a picture of how young people are supported through active labour market policies (ALMPs) at national level, although the results need to be treated with a degree of caution because they presume that costs per person for each intervention are the same for each person supported, which may not be the case when an intervention supports multiple groups with different needs. Since expenditure on LMP interventions is reported as a whole and not by target group, an estimation of how money is spent on young people requires a combination of data on expenditure and data on participants broken down by age. In other words, the proportion of youth (<25) amongst the participants of each intervention can be used to estimate the amount spent on the youth group. In cases where a breakdown of participants by age is not available then the intervention has been excluded from the analysis so the picture is not fully comprehensive²⁸.

At EU level (excluding the UK for which there are no available data), about half of overall LMP expenditure on youth is distributed between institutional training (24.5% of funding) and apprenticeships (22.8% of funding), though this distribution largely reflects spending patterns of large countries (in particular Germany and Italy) as the majority of countries (16, see green part of columns in Figure 14) spend more on

²⁸ Interventions with the necessary breakdown of participants accounted for 88% of total expenditure.

employment-related measures (employment incentives, support for start-ups, direct-job creation and sheltered/supported employment). In Greece, Latvia, Lithuania and Luxembourg about half of total ALMP expenditure on youth is directed towards employment incentives, while in Malta, Poland, Romania, Sweden and especially Slovakia and the Czech Republic the share of employment incentives is even higher, reaching 84.3% in Slovakia. The share of spending on direct job creation measures is high in Bulgaria (45.5%), France (35.2%) and particularly in Hungary (60.4%), while expenditure on sheltered/supported employment was about 30% in Belgium (29.2%) and Finland (27.9%) but accounted for 90.8% of expenditure in the Netherlands. Expenditure for start-up incentives was below 5% in all countries but Poland where it accounted for 15% of total expenditure.

Figure 14. Distribution of ALMP expenditure for youth (<25) by country and type of intervention, 2014-2017



Note: Data cover interventions in LMP categories 2-7 only. Expenditure on young people is estimated for each intervention as total expenditure times the proportion of young people (<25) amongst total participants (using the observation of average annual stock where available and otherwise entrants by age). Interventions with missing data on either expenditure or participants are excluded from the analysis. At EU level (excluding the UK for which there are no data), information was available for 94.6% of expenditure. The source of funding for each intervention is based on responses to item 12 of the LMP questionnaire. The category of "not specified training" refers to interventions for which a detailed classification has not been provided or is not possible (e.g. because it covers a mix of types that cannot be distinguished in the data). Expenditure on employment incentives may include expenditure on internships.

Source: LMP database, date of extraction 17 June 2019.

On the other hand, Denmark, Germany, Estonia, Spain, Ireland, France, Croatia, Italy, Cyprus, Austria, Portugal invested more in further training measures than in employment measures. Institutional training was particularly important (>50% of total spending) in Austria, Denmark and Germany and was also important (>25%) in Estonia, Latvia, and Finland. Apprenticeships accounted for more than a quarter of total expenditure in Ireland, Spain, Latvia, Austria and particularly in Italy (52.9%). Finally, traineeships were the most important part of the LMP expenditure on young people in Croatia (76.2%) and Cyprus (70.4%) and were significant also in Luxembourg, Portugal and Greece.

1.3.3 ESF/YEI Operational Programmes (OPs)

This section aims to assess the effectiveness and efficiency of the ESF/YEI OPs in relation to the general socioeconomic context within which they are implemented. To that end, ESF/YEI monitoring data are related to the initial context indicators presented earlier in section 1.1.

Note that for analysis at regional level using the four previously identified clusters (section 1.1.2), it is important to note that although ESF monitoring data are broken down by type of region (more developed, less developed, transition) and can thus be directly linked to a specific cluster, that is not the case for YEI monitoring data. YEI data are not broken down by type of region so that data on expenditure and participants may cover more than one type of region. Indeed, that is the case for seven OPs implemented in Belgium, Spain, France, Greece, Italy, Portugal and the UK²⁹. In Portugal and the UK, all types of regions supported by the YEI fall under the same cluster (UK cluster B - Strong start/limited progress, Portugal cluster C - Weak start/visible progress) so that all expenditure and participants were allocated to these clusters. In Belgium, Greece, France, Italy and Spain, the regions covered fall under

²⁹ BE: OP Wallonie-Bruxelles 2020; ES: OP ESF 2014 Youth Employment; FR: OP for the implementation of YEI in mainland France and outermost regions; EL: Human Resources Development, Education and Lifelong Learning; IT: National OP on Youth Employment; PT: OP Social Inclusion and Employment; UK: ESF England

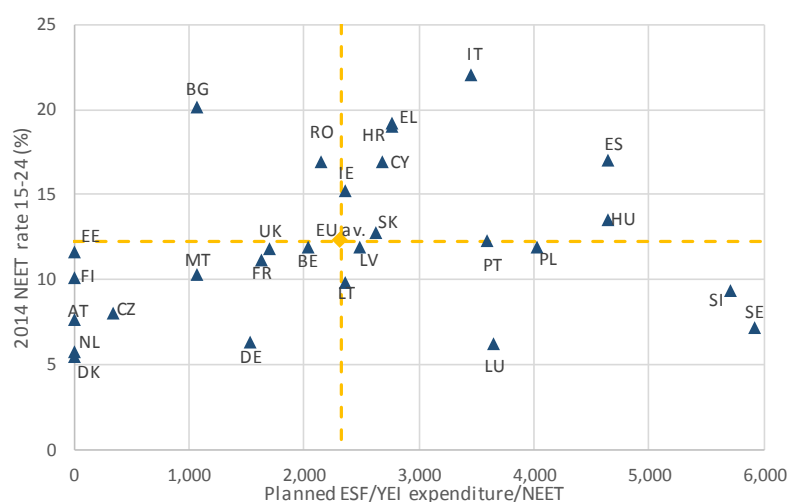
different clusters³⁰. In these cases, YEI expenditure and participants were allocated to cluster D (very weak start/limited progress) that seemed to better describe the situation in the specific regions taking into account that only regions with unemployment rates of more than 25% (in 2014) were eligible for YEI support.

1.3.3.1 Allocation of funds

To assess whether ESF and YEI funding was targeted to the areas most in need of support, the analysis is undertaken in relation to the amount of total (planned) funding, including not only the amount of ESF/YEI funding but also the amount of national co-funding since ultimately it is the total amount that will be used to benefit youth.

Data at national level indicate that funding was directed towards the countries with high NEET rates. Indeed, when relating total expenditure to the size of the NEET population in 2014 (start of the programming period), there seems to be a **correlation between expenditure per NEET and NEET rate** (Figure 15) – **expenditure per NEET is above average in countries with above average NEET rates and lower than average in countries with low NEET rates**. The only exceptions where the expenditure per NEET was high but NEET rates were below average are Luxembourg, Sweden and Slovenia. On the other hand, expenditure per NEET was relatively low despite high NEET rates in Romania and especially Bulgaria.

Figure 15. 2014 NEET rates (15-24) and allocated (planned) ESF/YEI expenditure per NEET (15-24)



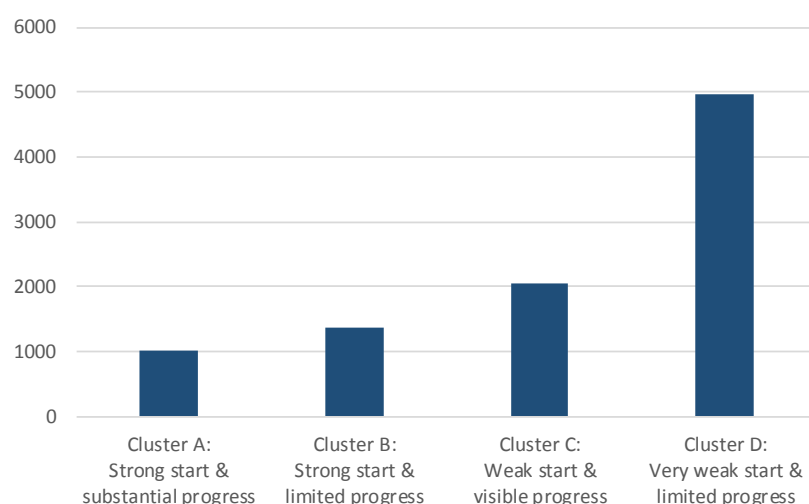
Notes: ESF/YEI expenditure takes into account both ESF/YEI funding and national co-funding. DK, EE, NL, AT and FI did not allocate any funds to IP 8.ii. The EU average for both NEET rates and expenditure per NEET takes into account countries with no allocated funds under IP 8.ii.

Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019 and Eurostat, Labour Force Survey ([yth_empl_150](#)), data extracted on June 21, 2019.

Similarly, when looking at the data at regional level, **expenditure per NEET was higher in regions with weak and very weak start** (clusters C and D) **than in regions with a strong start** (clusters A and B, see Figure 16).

³⁰ In EL, ES and IT, the regions covered fall under clusters C (Weak start/visible progress) and D (Very weak start/limited progress). In BE and FR, the regions covered fall under clusters B (Strong start/limited progress) and cluster D (Very weak start/limited progress).

Figure 16. Allocated (planned) ESF/YEI expenditure per NEET by cluster



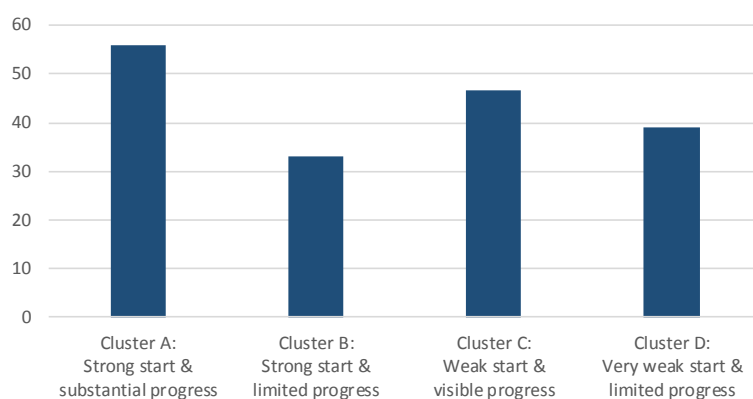
Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019 and Eurostat, Labour Force Survey ([edat_lfse_22](#)), data extracted on June 21, 2019.

1.3.3.2 Efficiency of ESF/YEI Operational Programmes

Absorption of funds

When combining ESF/YEI monitoring data on expenditure with data on the socio-economic context, there seems to be a correlation between the share of funds that have been absorbed expenditure declared by beneficiaries) and the progress made between 2014 and 2018 in terms of the chosen context indicators. In the two **clusters with visible** (cluster C) **and substantial** (cluster A) **progress, the absorption of funds is noticeably higher than in the two clusters with limited progress** (Figure 17).

Figure 17. Absorption of ESF/YEI funds by cluster of regions (% total funds)



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

Reach of target groups

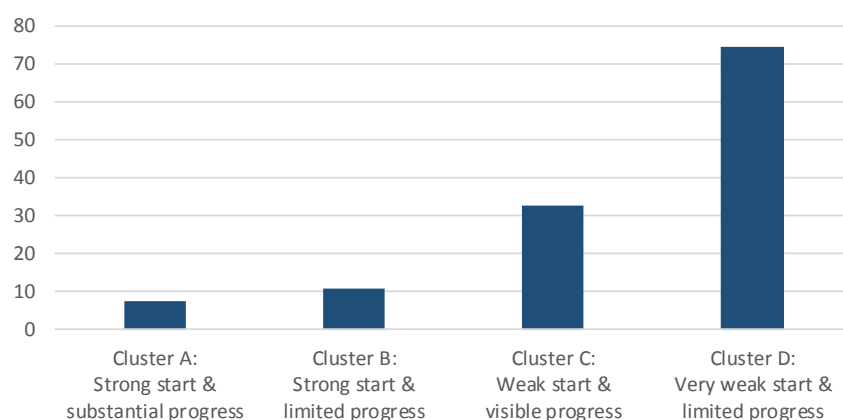
The extent to which the ESF/YEI successfully reached the target group would ideally be assessed by measuring the proportion of the target population that benefitted from support. Unfortunately, however, the available data are not sufficiently aligned to produce an accurate estimate of this proportion. The ESF/YEI monitoring data record the numbers benefitting from support over a period (flow data) while the EU Labour Force Survey measures the size of the NEET population at a point in time (stock in each quarter, which can be averaged to give an annual figure). Relating the two (ESF/YEI outputs as a proportion of LFS NEETs) cannot, therefore, be considered as a real "share" because the numerator and denominator are not

necessarily related – people that benefit from support during a period may not have been in the stock when it was measured and some individuals may be recorded more than once in ESF/YEI outputs if they benefitted from support from more than one operation over the period. Moreover, the measure does not account for changes in the stock over the period during which the flows were measured (in general the size of the NEET population has been reducing since 2014). Nevertheless, the number of young people supported (to date) as a proportion of the NEET population in 2014 is the best available proxy for measuring the reach of the ESF/YEI.

Across the EU, the ESF/YEI monitoring data show that a total of 2.62 million people aged 15 to 24 have so far benefitted from support in the 2014-2020 programming period, representing 37.6% of the NEET population of this age in 2014 (just under 7.0 million). Figure 18 shows the same proportion for each of the four clusters of regions identified by their starting situation and progress in relation to youth. **On this measure, it is strongly evident that the ESF/YEI has reached a much higher proportion of NEETS in regions where the labour market situation of young people was weak at the start of the programming period compared to those starting in a stronger position, and particularly so in those where the situation has continued to be unfavourable** (i.e. where there has been limited progress).

Given that the data relate flows to the initial stock, a perfect coverage reaching all NEETs would produce results in excess of 100% (since people becoming NEET after the initial stock was recorded could still be supported in the period over which inflows were recorded). **The overall result of 37.6% thus implies that more than 6 in 10 NEETs were not reached by the ESF/YEI. Nevertheless, the higher coverage in weaker regions does suggest that the resources are appropriately directed to the areas (and people) most in need.**

Figure 18. Number of NEETs (15-24) supported by ESF/YEI between 2014 and 2017 as a proportion of the NEET population in 2014 by cluster of regions (%)

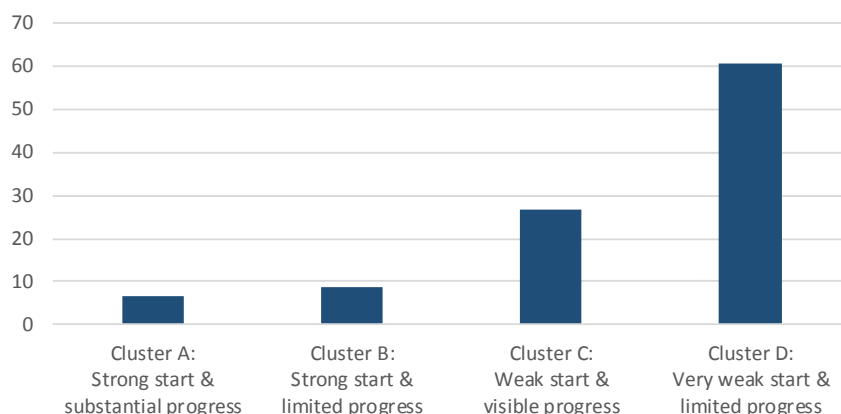


Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019 and Eurostat, Labour Force Survey ([edat_lfse_22](#)), data extracted on June 21, 2019.

A similar picture emerges if we look at the reach of the ESF/YEI with regard to the number of early school leavers. As mentioned before, low-skilled (ISCED 0-2) youth are confronted with bigger challenges in the labour market and as a result, in 2014, almost one in three (30.2%) of young Europeans with low levels of education was unemployed compared to one in five (19.9%) of those with medium levels of education (upper secondary) and one in six (16.6%) of those with high levels (tertiary). To assess whether this particularly vulnerable group was reached by ESF/YEI operations, monitoring data on the number of young participants with ISCED 0-2 were combined with data on the number of early school leavers in 2014. Note though that Eurostat data on early school leavers cover young people aged 18 to 24, whereas ESF/YEI monitoring data cover young people up to 29. Additionally, as with

the correlation of YEI/ESF participants and NEETs, the ESF/YEI monitoring data record the numbers benefitting from support over a period (inflows) while the EU Labour Force Survey measures the size of the NEET population at a point in time (stock). Thus, a ratio of the two figures presents only an indication of the share of young people with ISCED 0-2 covered by ESF/YEI operations. Encouragingly, **data indicate that higher shares of low skilled young people were reached in regions with weak and very weak start where the rates of early school leavers were particularly high.**

Figure 19. Number of early school leavers (participants with ISCED 0-2) supported by ESF/YEI between 2014 and 2017 as a proportion of early school leavers in 2014 (%)



Note: Eurostat data on early school leavers cover young people aged 18-24, whereas ESF/YEI monitoring data cover young people up to 29. Thus, the figure presents an indication of the share of young people with ISCED 0-2 covered by ESF/YEI operations.

Source: SFC2014, based on AIR 2018, data extracted on September 6, 2019 and Eurostat, Labour Force Survey ([edat_lfse_16](#)), data extracted on June 21, 2019.

Additional tables

Table 7. 2014 PES score based on the replies to the European PES Network questionnaire (Max=100)⁽¹⁾

	Partnerships	Staff	Outreach activities	Access to information	Involvement of youth	Monitoring Processes	Services	Average time (1st meeting)	Total
BE	12.5	8.3	5.6	4.2	9.4	9.8	8.9	7.8	66.5
BG	12.5	12.5	11.1	8.3	12.5	10.7	4.8	12.5	84.9
CZ	12.5	4.2	4.2	8.3	0.0	1.8	2.4	9.4	42.7
DK	12.5	12.5	1.4	0.0	12.5	10.7	7.1	7.8	64.6
DE	12.5	8.3	12.5	12.5	0.0	1.8	7.1	12.5	67.3
EE	12.5	12.5	5.6	0.0	12.5	6.3	7.7	12.5	69.5
IE	2.1	4.2	0.0	0.0	12.5	12.5	7.4	12.5	51.2
EL	12.5	12.5	9.7	0.0	12.5	3.6	6.5	12.5	69.8
ES (2)	0.0	0.0	0.0	0.0	6.3	3.6	0.0	0.0	9.8
FR	12.5	12.5	8.3	4.2	12.5	8.0	7.1	12.5	77.7
HR	12.5	12.5	6.9	4.2	12.5	10.7	8.6	9.4	77.3
IT	12.5	8.3	9.7	2.1	6.3	8.9	7.1	3.1	58.1
CY	12.5	4.2	1.4	0.0	6.3	1.8	3.0	0.0	29.1
LV	12.5	12.5	0.0	0.0	12.5	9.8	4.2	12.5	64.0
LT	8.3	8.3	0.0	0.0	6.3	1.8	7.7	12.5	44.9
LU	12.5	12.5	9.7	4.2	12.5	3.6	6.0	12.5	73.4
HU	0.0	12.5	5.6	4.2	0.0	0.0	3.0	0.0	25.2
MT	12.5	8.3	8.3	4.2	0.0	12.5	6.5	9.4	61.8
NL	12.5	0.0	8.3	8.3	6.3	10.7	12.5	3.1	61.8
AT	12.5	0.0	1.4	8.3	0.0	12.5	5.4	12.5	52.6
PL	12.5	4.2	6.9	8.3	12.5	7.1	6.0	6.3	63.8
PT	12.5	4.2	1.4	0.0	0.0	3.6	6.0	0.0	27.6
RO	0.0	0.0	4.2	12.5	0.0	8.9	6.5	0.0	32.1
SI	8.3	12.5	5.6	4.2	12.5	8.9	7.7	12.5	72.2

	Partnerships	Staff	Outreach activities	Access to information	Involvement of youth	Monitoring Processes	Services	Average time (1st meeting)	Total
SK	4.2	0.0	0.0	0.0	0.0	8.0	5.1	3.1	20.4
FI	12.5	8.3	11.1	8.3	12.5	10.7	9.5	12.5	85.5
SE	8.3	8.3	8.3	0.0	0.0	7.1	7.1	6.3	45.5
UK	12.5	4.2	9.7	8.3	0.0	5.4	4.8	12.5	57.3

Notes:

- (1) The scoring is based on the PES replies to the 2014 questionnaire for the "Report on PES Implementation of the Youth Guarantee" available at: <https://ec.europa.eu/social/BlobServlet?docId=14322&langId=en>. Replies were separated in eight categories following the structure of the report: Partnerships, Staff (including 1 question on technical assistance), Outreach activities; Access to information, Involvement of youth, Monitoring Processes, Services (including questions on E-Services) and Average time for first meeting. The score of each individual question was weighted so that each of these categories could get a maximum of 12.5 points (thus, total maximum points equal 12.5*8=100). Note that in cases that a specific service not provided in all administrative regions or it was in a pilot stage, half of the maximum question points were attributed to the country.
- (2) Though Spain replied to the PES Network questionnaire, almost all of the replies were "not applicable" as Youth Guarantee participants do not register with the PES (as in other countries) but register in the Youth Guarantee scheme separately. Thus, country is not included in the grouping of countries by level of PES services in 2014 presented in Table 4 in Annex 3.

Table 8. *Main actors in the design and implementations of youth employment policies by country*

Country	YEI/ESF Managing Authorities		YG Implementation Authorities		Public Employment Services (PES)	Comments
	Name	Type	Name	Type		
BE	Ministre Président du Gouvernement Wallon	Independent body	Synerjob	PES	VDAB (Flanders); le Forem (Wallonia); Actiris (Brussels-Capital Region); ADG (German-speaking Community); Public Vocational Training Service of Brussels-Capital Region, Bruxelles-Formation	Synerjob: the Federation was created in July 2007 as a non-profit organisation according to the Belgian Law, gathering under one banner the four Public Employment as well as the public Vocational Training Service of Brussels-Capital Region, Bruxelles-Formation.
	ACTIRIS	PES				
	ESF Agency Flanders	Ministry of Labour/ Social Policy				
BG	Ministry of Labour and Social Policy	Ministry of Labour/ Social Policy	Ministry of Labour and Social Policy, Labour Market Policy Directorate	Ministry of Labour/ Social Policy	Employment agency (Агенция по заетостта)	
CZ	Ministry of Labour and Social Affairs	Ministry of Labour/ Social Policy	Ministry of Labour and Social Affairs, Section of Labour Market Policies	Ministry of Labour/ Social Policy	Labour Office of the Czech Republic (Úřad práce České republiky)	
DK	N/A	N/A	Minister for Employment, Danish Agency for Labour Market and Recruitment	Ministry of Labour	Jobcenter (local PES) Arbejdsmarkedsstyrelsen	

Country	YEI/ESF Managing Authorities		YG Implementation Authorities		Public Employment Services (PES)	Comments
	Name	Type	Name	Type		
DE	Ministry of labour in Baden-Württemberg, Ministry of labour in Bayern, Ministry of labour in Hamburg, Ministry of labour in Nordrhein-Westfalen, Ministry of economy in Sachsen-Anhalt	Regional authority – Ministries of Labour/social policy or economy	Federal Employment Agency	PES	Employment Agencies (Agenturen fuer Arbeit) and Jobcenters	
EE	N/A	N/A	Ministry of Social Affairs Ministry of Education and Science	Ministry of Social policy + Ministry of Education	Unemployment Insurance Fund	
IE	Department of Education and Skills	Ministry of Education	Department of Social Protection	Ministry of Social Policy	National Employment Service (NES)	The Department of Social Protection (DSP) has been identified as the lead co-ordinating organisation for the youth guarantee, and as the central point for communication with the European Commission in relation to the guarantee in Ireland. The Department has responsibility for the Public Employment Service, activation of the unemployed and the payment of social welfare payments to jobseekers. These three services were previously provided by separate agencies but are now integrated within the Department and are provided under the service name – Intreo.
EL	MA of the OP Human Resources Development	Ministry of Labour/ Social Policy	Ministry of Labour, Social Security and Welfare, Directorate of Employment	Ministry of Labour/ Social Policy	Greek Manpower Employment Organization	
ES	Ministry of Employment and Social Security	Ministry of Labour/ Social Policy	Spanish General Directorate for Self-Employed Workers, the Social Economy and Corporate Social Responsibility	Ministry of Labour	Public State Employment Service and Employment Agencies	
FR	General Delegation for Employment and Vocational Training	Ministry of Labour	General Directorate for Employment and Vocational training (DGEFP)	Ministry of Labour/ Vocational training	Pôle emploi	
	R.C. of Aquitaine R.C. of Auvergne R.C. of Bourgogne R.C. Center R.C. of Champagne Ardenne	Regional Authority				

Country	YEI/ESF Managing Authorities		YG Implementation Authorities		Public Employment Services (PES)	Comments
	Name	Type	Name	Type		
	R.C. of Guadeloupe R.C. of Haute-Normandie R.C. of Languedoc-Roussillon R.C. of Martinique R.C. of Midi-Pyrénées R.C. of Nord-Pas-de-Calais R.C. of Picardie R.C. of Alsace R.C. of Lorraine R.C. of Ile-de-France					
HR	Ministry of Labour and Pension System	Ministry of Labour/ Social Policy	Ministry of Labour and Pension System	Ministry of Labour	Hrvatski Zavod za Zapošljavanje (HZZ)	
IT	Ministry of Labour and Social Policies	Ministry of Labour/ Social Policy	Ministry of Labour and Social Policies	Ministry of Labour/ Social Policy	Agenzia Nazionale Politiche Attive Lavoro	
CY	Directorate-General for European programmes, coordination and development	Ministry of Labour/ Social Policy	Ministry of Labour, Welfare and Social Insurance	Ministry of Labour/ Social Policy	Ministry of Labour, Welfare and Social Insurance	
LV	Ministry of finance	Ministry of economy	Ministry of Welfare (MoW) Ministry of Education and Science (MoE)	Ministry of Labour/ Social Policy & Ministry of Education	State Employment Agency (Nodarbinātības valsts aģentūra, NVA)	
LT	Ministry of finance	Ministry of economy	Ministry of Social Security and Labour of the Republic of Lithuania	Ministry of Labour/ Social Policy	Lithuanian Labour Exchange under the Ministry of Social Security and Labour (Lietuvos darbo birža prie Socialinės apsaugos ir darbo ministerijos)	
LU	N/A	N/A	Agence pour le développement de l'emploi (ADEM)	PES	Agence pour le développement de l'emploi (ADEM)	
HU	Managing Authority for Regional Development	Ministry Finance (also responsible)	Ministry for of Finance	Ministry of Finance	Nemzeti Foglalkoztatási	

Country	YEI/ESF Managing Authorities		YG Implementation Authorities		Public Employment Services (PES)	Comments
	Name	Type	Name	Type		
	Programmes	for labour market issues)			Szolgálat (NFSZ)	
MT	N/A	N/A	Ministry for Education and Employment	Ministry for Labour/Education	Jobsplus	
NL	N/A	N/A	Ministry of SZW	Ministry of Labour/ Social Policy	Employee Insurance Agency (Uitvoeringsinstituut Werknemersverzekeringen, UWV)	
AT	N/A	N/A	Federal Ministry of Labour, Social Affairs and Consumer Protection	Ministry of Labour/ Social Policy	Arbeitsmarktservice (AMS)	
PL	Ministry of Regional Development	Ministry of Regional Development	The Ministry of Family, Labour and Social Policy has overall responsibility for the scheme and cooperates with the Ministry of Development in relation to activities funded by the ESF	Ministry of Labour/ Social Policy	Publiczne Stuzby Zatrudnienia (PSZ)	
PT	Agency for Development and Cohesion	Ministry of Planning and Infrastructure	Public Employment Services (Instituto do Emprego e Formação Profissional)	PES	Instituto do Emprego e Formação Profissional (IEFP)	
RO	Ministry of European Funds	Ministry of European Funds or equivalent	Ministry of Labour, Family, Social Protection	Ministry of Labour/ Social Policy	National Agency for Employment (Agenția Națională pentru Ocuparea Forței de Muncă - ANOFM)	
SI	Government Office for Development and European Cohesion Policy	Ministry of European Funds or equivalent	Ministry of Labour, Family, Social Affairs and Equal Opportunities	Ministry of Labour/ Social Policy	Employment Service of Slovenia (Zavod Republike Slovenije za zaposlovanje)	
SK	Ministry of Labour, Social Affairs and Family	Ministry of Labour/ Social Policy	Ministry of Labour, Social Affairs and Family	Ministry of Labour/ Social Policy	Ústredie práce, sociálnych vecí a rodiny (ÚPSVAR)	
FI	N/A	N/A	Ministry of Employment and the Economy	Ministry of Labour/ Economy	Työvoima ja elinkeinotoimisto (TE-toimisto)	
SE	Swedish ESF Council	Ministry of Labour/ Social Policy	Ministry of Employment	Ministry of Labour	Arbetsförmedlingen	

Country	YEI/ESF Managing Authorities		YG Implementation Authorities		Public Employment Services (PES)	Comments
	Name	Type	Name	Type		
UK	England - ESF Division, Department for Work and Pensions	Regional authority - Ministry of Labour	Department for Work & Pensions	Ministry of Labour	Jobcentre Plus	The UK has not established a Youth Guarantee scheme. Whilst the government supports the approach set out in the Council Recommendation, it believes that the existing provision in the UK – in particular the Youth Contract and additional support for 16-17-year-old NEETs - fulfils the basic requirements.
	Scotland - European Structural Funds Division	Ministry of economy Regional authority				

Source:

YEI/ESF Managing Authorities: ESF/YEI Operational Programmes available at: <https://ec.europa.eu/esf/main.jsp?catId=576&langId=en>. Only Operational Programmes with allocated funds under Investment Priority 8.ii were taken into account.

Youth Guarantee Implementation Authorities: Youth Guarantee implementation plans available at: <https://ec.europa.eu/social/main.jsp?catId=1161&langId=en>.

Public Employment Services: Labour Market Policies (LMP) database managed by DG EMPL.

Table 9. Detailed indicator values used in clustering of regions by typology, EU28, 2014 and 2018

MS	Type of region	2014					2018					2014-18 change				
		Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita*	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita**	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita
		(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(pp)	(pp)	(pp)	(pp)	(1000)
BE	More devel.	24.7	10.8	45.8	8.3	37.1	27.4	8.6	50.5	7.9	39.5	2.7	-2.2	4.7	-0.3	2.3
BE	Transition	19.6	14.9	38.4	13.4	22.4	19.2	10.4	40.0	11.0	23.6	-0.3	-4.5	1.6	-2.4	1.1
BG	Less devel.	20.7	20.2	30.9	12.9	12.9	20.7	15.0	33.3	13.2	14.8	-0.1	-5.2	2.4	0.3	1.9
CZ	More devel.	24.9	4.4	45.0	2.5	48.4	25.5	3.5	57.3	2.7	56.2	0.7	-0.9	12.3	0.2	7.8
CZ	Less devel.	27.4	8.5	25.4	5.9	20.5	28.7	5.9	29.7	6.7	22.8	1.3	-2.6	4.2	0.8	2.3
DK	More devel.	54.4	5.7	46.2	7.7	36.3	57.7	6.8	50.8	9.7	39.8	3.3	1.0	4.6	2.1	3.5
DK	Transition	49.6	6.0	35.5	9.0	23.8	54.7	7.3	36.4	13.2	26.3	5.0	1.3	0.9	4.2	2.5
DE	More devel.	46.2	6.2	32.9	9.7	36.7	47.6	5.9	36.5	10.5	39.2	1.4	-0.4	3.6	0.8	2.4
DE	Transition	44.7	7.3	23.5	8.5	24.7	43.7	6.3	25.7	9.6	26.4	-1.0	-0.9	2.2	1.1	1.6
EE	Less devel.	33.4	11.7	43.2	12.0	21.3	41.7	9.8	47.2	11.3	23.7	8.4	-1.9	4.0	-0.7	2.3
IE	More devel.	36.8	15.2	54.6	6.7	37.8	40.3	10.1	56.3	5.0	54.3	3.5	-5.2	1.7	-1.8	16.5
EL	More devel.	14.4	17.2	43.9	6.5	26.6	15.0	12.6	50.9	3.4	26.8	0.5	-4.5	7.0	-3.1	0.2
EL	Transition	15.8	22.1	28.7	13.9	17.0	14.6	17.3	35.6	8.3	17.4	-1.2	-4.8	6.9	-5.6	0.4
EL	Less devel.	11.0	19.4	34.2	10.3	14.7	12.8	13.8	42.6	5.6	15.3	1.8	-5.6	8.5	-4.8	0.6

MS	Type of region	2014					2018					2014-18 change				
		Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita*	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita**	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita
		(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(pp)	(pp)	(pp)	(pp)	(1000)
ES	More devel.	18.0	15.6	47.0	19.7	27.7	23.8	10.8	46.6	15.8	30.7	5.8	-4.7	-0.3	-3.8	3.0
ES	Transition	14.4	20.1	32.5	25.9	19.1	17.9	15.3	34.2	21.8	21.2	3.5	-4.7	1.7	-4.1	2.1
ES	Less devel.	15.4	16.9	42.2	22.9	17.0	15.9	16.2	35.8	20.9	19.3	0.6	-0.7	-6.4	-2.0	2.3
FR	More devel.	27.8	9.8	46.2	7.7	33.9	30.7	10.0	50.0	7.9	34.6	2.9	0.2	3.8	0.2	0.7
FR	Transition	28.8	13.2	37.5	10.4	23.9	29.5	12.3	37.1	10.1	23.8	0.7	-0.8	-0.4	-0.3	-0.1
FR	Less devel.	13.6	25.2	29.5	20.2	19.0	13.5	26.1	31.4	21.3	19.4	-0.1	0.9	1.9	1.1	0.4
HR	Less devel.	18.3	19.3	32.2	2.8	16.3	25.6	13.6	34.1	3.4	18.5	7.2	-5.7	2.0	0.6	2.3
IT	More devel.	18.8	17.1	26.3	12.1	31.3	21.3	14.3	31.7	11.7	34.0	2.5	-2.8	5.4	-0.4	2.8
IT	Transition	12.9	24.4	21.4	16.7	21.1	16.2	19.2	22.6	15.9	22.5	3.3	-5.2	1.2	-0.8	1.4
IT	Less devel.	10.3	30.5	19.4	19.8	16.9	11.2	28.6	21.0	19.3	18.3	0.9	-2.0	1.6	-0.5	1.4
CY	More devel.	25.8	17.0	52.5	6.8	22.4	31.3	13.2	57.1	7.8	25.4	5.5	-3.8	4.6	1.0	3.0
LV	Less devel.	32.5	12.0	39.9	8.5	17.5	33.1	7.8	42.7	8.3	20.0	0.6	-4.2	2.8	-0.2	2.5
LT	Less devel.	27.6	9.9	54.4	5.9	20.8	32.4	8.0	58.9	4.7	23.5	4.8	-1.9	4.5	-1.2	2.7
LU	More devel.	20.3	6.3	52.7	6.1	74.4	28.4	5.3	56.2	6.3	75.9	8.1	-1.0	3.5	0.2	1.5
HU	More devel.	21.7	10.7	48.3	7.0	29.3	26.1	6.7	47.1	6.4	31.1	4.4	-4.0	-1.2	-0.6	1.8
HU	Less devel.	24.2	14.7	26.4	13.0	14.3	30.1	12.3	26.6	15.0	15.6	5.9	-2.4	0.1	2.0	1.3
MT	Transition	46.8	10.3	28.6	20.9	24.5	50.3	7.3	34.2	17.5	29.2	3.5	-3.0	5.6	-3.4	4.7
NL	More devel.	58.8	5.5	44.8	8.7	37.6	63.9	4.2	49.3	7.3	38.3	5.2	-1.3	4.5	-1.4	0.7
AT	More devel.	52.2	7.7	40.2	7.0	36.4	51.4	6.8	40.7	7.4	38.4	-0.8	-0.9	0.5	0.4	2.1
AT	Transition	46.3	7.5	32.3	4.1	24.8	47.8	6.5	39.5	3.9	27.1	1.4	-1.0	7.2	-0.2	2.3
PL	More devel.	30.1	8.9	57.1	4.7	29.9	30.2	7.2	58.4	4.2	33.5	0.0	-1.7	1.3	-0.5	3.6
PL	Less devel.	25.0	12.5	39.0	5.5	16.8	31.1	8.9	43.6	4.8	18.8	6.1	-3.6	4.6	-0.7	2.0
PT	More devel.	19.7	12.2	38.9	15.3	27.9	25.6	8.3	36.3	11.4	29.4	5.9	-3.8	-2.6	-3.9	1.5
PT	Transition	27.7	12.3	23.7	21.9	21.6	29.4	8.5	30.2	20.1	24.9	1.7	-3.8	6.5	-1.8	3.3
PT	Less devel.	23.2	12.3	28.2	18.0	18.2	27.8	8.4	32.4	11.4	19.9	4.7	-3.9	4.2	-6.6	1.8
RO	More devel.	19.4	15.0	47.6	9.0	35.5	22.2	7.9	51.3	8.0	43.2	2.8	-7.1	3.7	-1.0	7.7
RO	Less devel.	22.8	17.2	20.9	19.2	12.6	24.9	15.1	19.2	17.2	15.5	2.1	-2.2	-1.7	-2.0	3.0
SI	More devel.	27.2	7.4	42.4	4.1	27.1	35.1	6.0	47.0	4.1	30.6	7.9	-1.4	4.6	0.0	3.5

MS	Type of region	2014					2018					2014-18 change				
		Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita*	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita**	Empl. rate 15-24	NEET rate 15-24	Tert. educ. 30-34	Early school leaving rate 18-24	GDP in PPS per capita
		(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(% pop)	(% pop)	(% pop)	(% pop)	(1000)	(pp)	(pp)	(pp)	(pp)	(1000)
SI	Less devel.	26.5	11.4	39.7	4.7	18.9	35.3	7.3	39.0	4.4	21.0	8.8	-4.1	-0.7	-0.3	2.1
SK	More devel.	26.8	6.7	54.0	4.0	51.6	30.7	2.9	59.9	3.1	53.8	3.9	-3.8	5.9	-0.9	2.2
SK	Less devel.	21.3	13.4	22.8	7.0	17.4	27.2	10.9	34.2	9.1	18.7	5.8	-2.5	11.5	2.1	1.3
FI	More devel.	41.4	10.2	45.3	9.5	30.6	44.0	8.5	44.2	8.3	32.7	2.7	-1.7	-1.1	-1.2	2.2
SE	More devel.	42.8	7.2	49.9	6.7	34.3	45.1	6.1	52.1	9.3	36.3	2.3	-1.0	2.2	2.6	2.0
UK	More devel.	47.6	11.5	50.2	11.1	32.2	50.0	10.4	51.1	10.3	34.0	2.4	-1.1	0.9	-0.7	1.8
UK	Transition	49.5	12.8	37.5	14.3	22.3	52.4	10.5	39.9	12.0	23.4	2.9	-2.2	2.4	-2.2	1.1
UK	Less devel.	48.5	15.6	39.2	14.2	19.0	54.9	11.6	41.0	12.5	19.9	6.4	-4.1	1.8	-1.7	0.9

Notes:

*For FR and NL data refer to 2015.

** Data refer to 2017.

Source: Eurostat, Labour Force Survey ([lfst_r_lfe2emp](#), [edat_lfse_22](#), [edat_lfse_12](#), [edat_lfse_16](#), [lfst_r_lfsd2pop](#)) and Regional economic accounts ([nama_10r_2gdp](#), [nama_10r_3popgdp](#)), data extracted on 21 June 2019.

HOW TO OBTAIN EU PUBLICATIONS

Free publications:

- one copy:
via EU Bookshop (<http://bookshop.europa.eu>);
- more than one copy or posters/maps:
from the European Union's representations
(http://ec.europa.eu/represent_en.htm);
from the delegations in non-EU countries
(http://eeas.europa.eu/delegations/index_en.htm);
by contacting the Europe Direct service
(http://europa.eu/europedirect/index_en.htm) or calling 00 800 6 7 8 9 10 11
(freephone number from anywhere in the EU) (*).

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

Priced publications:

- via EU Bookshop (<http://bookshop.europa.eu>).

Priced subscriptions:

- via one of the sales agents of the Publications Office of the European Union
(http://publications.europa.eu/others/agents/index_en.htm).

