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From: General Secretariat of the Council  
To: Delegations  
Subject: Investing in Youth Employment: Implementation of the Youth Guarantee

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Delegations will find attached the FR country fiche.

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## FRANCE

### 1. Conclusions - 2017 multilateral surveillance review of the implementation of the YG

France continues to develop a broad base of measures in a context where figures for the youth labour market situation improve slowly, in accordance with the general situation of the labour market. Actions in many areas seem to be strengthening the policy response. These include measures to tackle early school leaving (which is reducing significantly) or the continued efforts to improve the apprenticeships system. Overall, the Youth Guarantee system has an extensive outreach and is improving delivery. However, timeliness of offers is still a challenge. The new Plan of Investment in Human Capital seems ambitious and promising. The TRAJAM project to connect available data for better monitoring of individual trajectories could be instrumental in enhancing the quality of information available on the follow-up of exits and, as a consequence, on quality of offers.

### 2. YG monitoring 2016: key data

#### Highlights

- ❖ On average in 2016, nearly eight in ten (77.8%) of those registered in the YG scheme in France at any point during the year had been waiting for an offer for more than 4 months. Nearly a third (31.4%) had been waiting for more than a year.
- ❖ The difficulty to deliver timely offers is reflected in the fact that only a quarter (26.3%) of those leaving the scheme in 2016 took up an offer within 4 months of registration.
- ❖ In 2016, the YG scheme in France covered more than two thirds (68.9%) of NEETs aged under 25. Despite a significant decline in coverage compared to 2014 (-18.3 pp, from 87.2%), the coverage rate remains above average, though it should be noted that some of those entering the YG in France are not NEET according to the LFS definition used to measure the target group.
- ❖ Follow-up data to look at subsequent outcomes are not yet available.

## Introduction

France presented a Youth Guarantee Implementation Plan on 22 December 2013, which outlined how existing measures would be reinforced to fulfil the objectives of the YG and provide the best possible support for young people. The YG scheme was formally launched in January 2014.

The national coordinator of the YG is the General Directorate for Employment and Vocational training (DGEFP), but the main actors involved in implementation are Pôle Emploi, the Missions Locales and Cap Emploi (respectively the public employment services at national level, local level, and for disabled jobseekers).

The data cover Pôle Emploi and Missions Locales. Since data from Pôle Emploi exclude participants whose counselling programme was delegated to the Missions locales, the risk of double counting is considered minimal.

Further information is available in the national YG implementation plan.

## 1 Quality of data

### 1.1. Key changes compared to 2015

During the collection of data for reference year 2015, Pôle Emploi and the Missions Locales provided the majority of data requested. Nevertheless, in the 2016 data, some improvements have been applied in the recording of participants for Missions Locales.

Previously, data recorded entries and exits to all the programmes provided by youth centres, allowing double counting to occur if individuals took part in more than one programme simultaneously. Data have now been adjusted for all observations (entrants, stocks and exits) to eliminate this possibility. Another, although smaller change, has been made in relation to the recording of participants registering with the Missions Locales for the first time. These were previously all recorded as having no previous YG experience, however, considering that they could potentially have been registered as unemployed with Pôle Emploi, the other YG provider, they are now recorded as having unknown previous YG experience. Missions Locales data for reference years 2014 and 2015 were revised accordingly to that there are no issues of comparability through time.

Completeness of the Pôle Emploi data for reference year 2016 has been improved by providing data on entrants by previous experience for the first time. As for the Missions Locales, it is not possible to determine whether participants had previously taken up an offer, although in practice they can all be considered as having taken up an offer, as re-entry occurs only when the person got a job/training for at least 6 months. Also, for those that had not previously registered with Pole Emploi, it is not known whether or not they had in the past participated in Missions Locales programmes so there is a significant proportion of unknown YG experience.

#### *Improved completion of data:*

- Data on entrants by previous experience provided.

#### *Correction of technical issues:*

- Correct recording of participants in the Missions Locales datasets avoiding double counting of participants when they take part in more than one programme at the same time.

#### *Other changes:*

- Recording of participants entering Missions Locales programmes for the first time as unknown YG previous experience (they might have been registered with the other YG provider, Pôle Emploi).

## 1.2. Data quality 2016

Pôle Emploi and Missions Locales provided the majority of data requested, the only important exception being the follow-up data, which are currently considered of insufficient quality for formal monitoring. Data on entrants by previous experience are not fully complete; there is no information by offer take-up, but data are available for entrants who had previously entered the YG via the same provider (the remaining are considered unknown as they might have entered the YG via the other YG provider).

Data provided by the Missions Locales appear to be largely in accordance with the definitions of the YG Indicator Framework. However, for Pôle Emploi, there are some important issues regarding the ways in which the different observations of participants have been compiled. These impact on the quality of data in respect of the specifications of the Indicator Framework.

Firstly, entrants cover only young people that have not been registered in the previous 6 months. This has been done deliberately to avoid counting the same person several times in case of short-term exits (e.g. to a job that cannot be sustained). However, this is contrary to the specifications of the methodology accompanying the Indicator Framework, which requires that all re-entries are recorded equally with first time entries, irrespective of the point at which they occur or the reason (§17, §40). Indeed, any break of 28 days during which a young person is not available to take up an offer should be counted as a break in the spell of participation – i.e. an exit and restart should be recorded (§21). The Pôle Emploi approach implies an under-reporting of flows through the YG compared to data from countries that adhere to the methodology.

Secondly, the methods used by Pôle Emploi for compiling data effectively put an 18-month time-limit on participation in the YG. Such an approach is not foreseen in the Indicator Framework, so there is no guidance on appropriate recording. Indeed, the imposition of a time-limit is arguably not consistent with the philosophy of the YG, which gives priority to ensuring that all young people receive an offer, even if it cannot be delivered within the 4-month target. This time limit means that young people that have reached 18 months of unemployment are automatically counted as (negative) exits and removed from the stock.

Positive exits to employment (including apprenticeships) and to traineeships appear to be reported correctly at the time they occur through a record of either the date that a job started or a change of status on the register (from category A to category B, C or E for employment or D for training). However, negative exits are not recorded at the time they occur. Rather, Pôle Emploi checks the situation of young people 18 months after registering. If at that point they have not taken up an offer, they are recorded as an exit to unemployment, if they remain on the jobseeker register (category A), or otherwise they are recorded as unknown (deregistered but not to a known offer). This has important implications for the data.

If de-registrations for any reason other than taking up an offer are not taken into account until 18 months then it implies that negative exits may not be recorded in the year that they actually occur and, therefore, that total exits in any year may not be correct. It also implies that only known positive exits can be recorded within 4 months; this is indeed the case in the data, which show no negative or unknown exits within 4 months. The approach also raises questions regarding the treatment of exit and re-entry and the measurement of stocks if a person has been deregistered but no exit has been recorded.

Finally, it should be noted that for both French YG providers, data cover participants aged 16-25, and not 15-24.

Details of the data provided and any divergence from the definitions are presented in [Table 1](#).

**Table 1: Completion and comparability of direct monitoring data, 2016**

Coverage of data	
<b>Providers</b>	Public Employment Services (PES): Pôle Emploi and Missions Locales (National), and Missions Locales (Local)
<b>Participants</b>	<ul style="list-style-type: none"> <li>- Pôle Emploi: Persons aged 16-25 registered as unemployed with Pôle Emploi excluding those whose counselling program was delegated to Missions locales.</li> <li>- Missions Locales: Persons aged 16-25 participating in one of the programs provided by the Missions Locales</li> </ul>
Completion of data	
<b>Missing data</b>	<p>Pôle Emploi:</p> <ul style="list-style-type: none"> <li>- Entrants by previous YG experience by take up of offer (by definition 100% took up an offer)</li> <li>- Follow-up data</li> </ul> <p>Missions Locales:</p> <ul style="list-style-type: none"> <li>- Entrants with previous YG experience by take up of offer.</li> <li>- Follow-up data</li> </ul>
Data recording	
<b>Entrants</b>	<p>Pôle Emploi:</p> <ul style="list-style-type: none"> <li>- Entry to the YG coincides with registration with Pôle Emploi as category A (jobless people) therefore, all entrants are registered unemployed and recorded accordingly.</li> </ul> <p>Missions Locales:</p> <ul style="list-style-type: none"> <li>- Entry corresponds to entry in one of the four programmes provided by youth centres.</li> <li>- Registered unemployed refers to people registered as unemployed with Pôle Emploi.</li> </ul>
<b>Exits by destination</b>	<p>Pôle Emploi:</p> <ul style="list-style-type: none"> <li>- Exits to regular education are recorded as exits to traineeships.</li> <li>- Exits to apprenticeships are recorded as exits to employment.</li> <li>- Exits to unemployment refer to people still registered as a category A jobseeker after 18 months but who have not received an offer in this period.</li> <li>- Data on inactivity are not available (included under unknown).</li> <li>- Unknown exits refer to people who are no longer on the register 18 months after entry and who have no record of being placed in work or training.</li> </ul> <p>Missions Locales:</p> <ul style="list-style-type: none"> <li>- Exit corresponds to end of a program provided by youth centres without having been in another program during the next 1 month.</li> <li>- Situation recorded based on information provided by participants. For positive situation, the "closest to employment" is recorded. Negative exits cannot be distinguished between inactivity or unemployment (included under unemployment). Exits to unemployment include non-registered unemployed.</li> </ul> <p>General:</p> <ul style="list-style-type: none"> <li>- Proportion of unknown destinations: 28.8%</li> </ul>
<b>Follow-up T</b>	<ul style="list-style-type: none"> <li>- Proportion of unknown situations (6m after exit):</li> </ul>
Comparability of data	
<b>Definitions</b>	<p>Pôle Emploi:</p> <ul style="list-style-type: none"> <li>- Entrants (and re-entrants) are only counted if they were not registered in the previous 6 months. The Indicator Framework does not foresee any restriction on the frequency of re-entry (except §21 of the methodological manual, which implies that interruptions of less than 28 are not considered to break the YG spell). Flows through the YG will therefore be understated.</li> <li>- The observation point for negative (i.e. unemployment) and unknown destinations does not reflect the actual point of exit (exits are recorded only after 18 months). It means they may not be reported in the year in which they occur and that none can occur within 4 months (i.e. 100% of timely exits are positive).</li> <li>- Exits to unemployment refer to people still registered as a category A jobseeker after 18 months but who have not received an offer in this period. The Indicator Framework does not foresee a time-limit to participation in the preparatory phase so such people should normally be considered as part of the stock and not as exits, and continue to receive YG services.</li> </ul> <p>General:</p> <ul style="list-style-type: none"> <li>- Data cover participants aged 16-25 years old and not 15-24.</li> </ul>
<b>Across time</b>	<ul style="list-style-type: none"> <li>- Data are comparable.</li> </ul>

Source: YG monitoring template (quantitative data).

## 2 Monitoring results

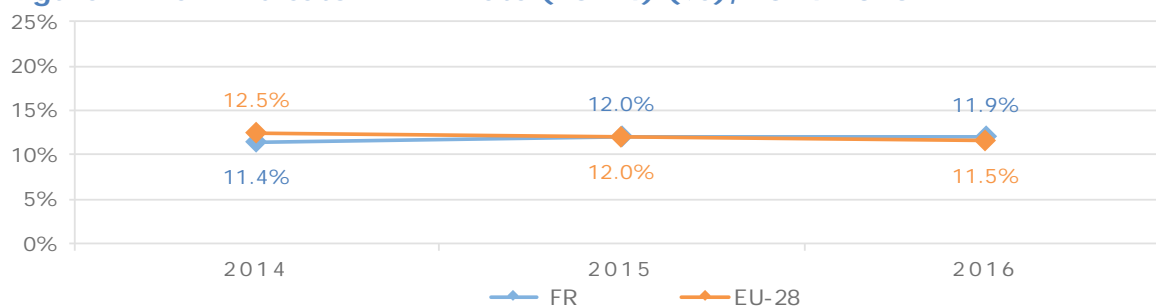
This section presents the results of YG monitoring on the basis of the [Indicator Framework for Monitoring the Youth Guarantee](#). Aggregate monitoring indicators are based on data from the EU Labour Force Survey and are considered comparable between countries. Direct and follow-up monitoring indicators are, however, based on national administrative data and, although they are in principle based on a common methodological framework, differences in definitions, institutional practices and the capacity to collect all of the necessary data, particularly in relation to follow-up, may impact on the comparability of data between countries. Readers are recommended to refer to the [Notes about the data](#) in annex to this report.

### 2.1 Aggregate monitoring: Macroeconomic indicators

Indicators for aggregate level monitoring of the YG are based on data from the EU Labour Force Survey (LFS) and are intended to monitor the general situation of young people in the EU<sup>1</sup>. The evolution of these indicators through time represents an indirect means of monitoring the effects of implementing the YG and may also reflect the impact of preventive measures to help young people avoid falling into unemployment or inactivity. The aggregate level indicators are complemented by the direct and follow-up level indicators that monitor the efficiency and effectiveness of YG delivery and help to disentangle the impact of policy measures from general economic developments.

The main indicator for YG monitoring at the aggregate level is the NEET rate for young people aged 15-24 – i.e. the proportion of people aged 15-24 that are not in employment, education or training. In 2016, the NEET rate in France was 11.9%, marginally above the EU-28 aggregate (see [Figure 2](#)). This represents a slight worsening of the situation compared to 2014 (increase of 0.5 pp), while at EU level the NEET rate has improved (fallen) by 1 pp. This increase derives entirely from an increased NEET rate amongst those aged 20-24 (+1.7 pp from 16.5% to 18.2%), as the rate for those aged 15-19 has slightly decreased (-0.4 pp from 6.5% to 6.1%).

**Figure 2: Main indicator: NEET rate (15-24) (%), 2014-2016**



Source: Eurostat, Labour Force Survey, data extracted 19 October 2017.

### 2.2 Direct-monitoring: effectiveness of YG implementation

The main indicator for direct monitoring shows that, on average in 2016, nearly eight in ten (77.8%) of young people aged 15-24 in the YG preparatory phase at any point during the year had been registered for more than 4 months (see [Table 3](#)). The results, which have hardly changed since 2014, are way above the EU average of 49.1%, and the worst (highest) observed amongst all Member States.

<sup>1</sup> For a list of aggregate level indicators, see [Table 5](#) and [Table 6](#) in Annex.

**Table 3: Main indicator: Proportion of young people in the YG preparatory phase beyond the 4-month target, 2016**

Still in the YG preparatory phase after 4 months:	2016	2014-2016 change (pp)	EU average Total (15-24)
Total (15-24)	77.8%	+0.9	49.1%
<b>Breakdown by age</b>			
15-19	83.4%	+1.1	46.2%
20-24	73.3%	+0.8	49.3%
<b>Breakdown by gender</b>			
Men	77.5%	+1.2	48.0%
Women	78.1%	+0.5	49.9%

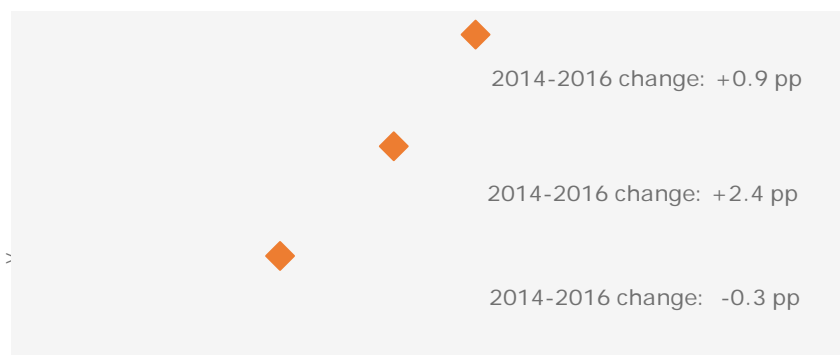
Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

More than six in ten (64.4%) of participants had been registered for more than 6 months, and almost a third (31.4%) for more than 12 months (Figure 3). The proportions registered for longer periods are similarly well above EU averages.

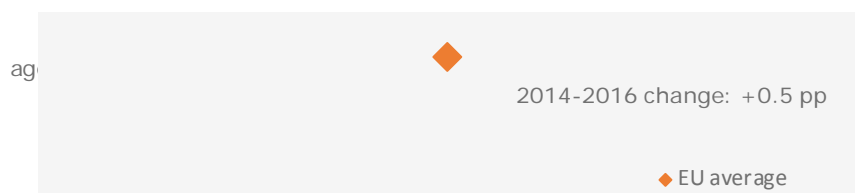
The difficulty to deliver timely offers is reflected in the supplementary indicator on positive and timely exits, which shows that only a quarter (26.3%) of those leaving the YG in 2016 took up an offer within 4 months. This result has hardly changed since 2014 (23.5%), is well below the EU average (44.5%) and represents one of the worst results seen across Member States.

**Figure 3: YG implementation, direct monitoring indicators, 2016**

Main indicator: Proportion of young people in the YG preparatory phase beyond the 4-month target (durations 4,6 and 12 months) (% YG stock)



Supplementary indicator: Positive and timely exits from the YG preparatory phase (% exits)



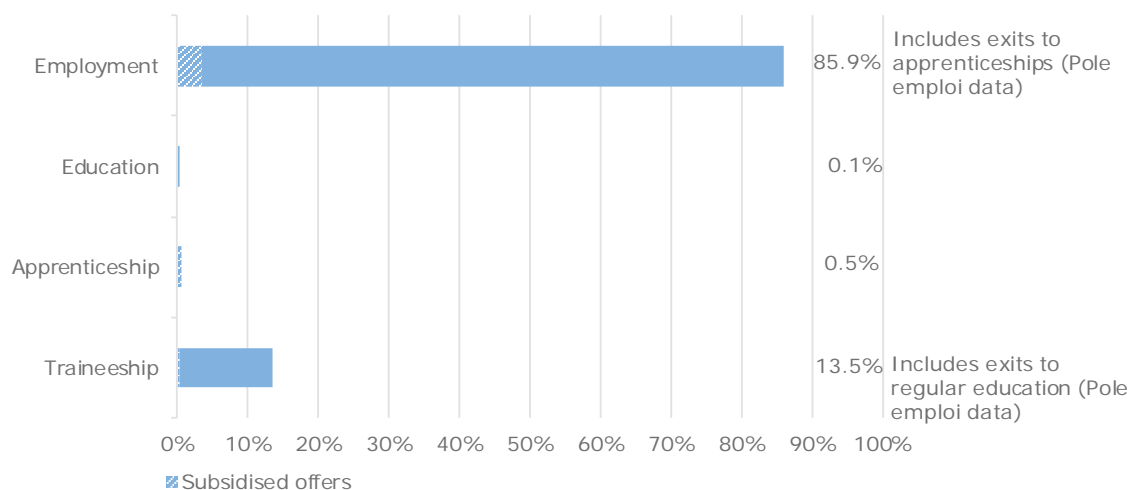
Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

Over three quarters (76.0%) of those that left the YG within 4 months of registration are reported to have gone to positive destinations, a decline compared to 2014, when nearly all (94.3%) timely exits were to positive destinations. This is still above the EU average (72.4%), but it may be overstated because, in the Pôle Emploi data (but not Missions locales), negative exits are only monitored 18 months after registration so that timely exits can only be positive (i.e. drop-outs within 4 months are not recorded).

Of those taking up an offer within 4 months, the large majority (85.9%) went to employment (including apprenticeships in the case of Pôle Emploi) and 13.5% to traineeships (including education offers in the case of Pôle Emploi) (see Figure 4). The low proportions going to education (0.1%) and apprenticeships (0.5%) reflect, at least in part, the fact that in the Pôle Emploi data exits to these destinations are included under traineeships and employment respectively. Therefore, the figures for education and apprenticeships correspond to exits from the Missions Locales programmes only.

All apprenticeship offers were subsidised, but only 4.0% of employment offers, 2.1% of traineeships and no education offers. Overall, therefore, 82.5% of all offers taken up within 4 months of registration were open market jobs.

**Figure 4: Distribution of positive and timely exits by destination (% timely & positive exits), 2016**



Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

### 2.3 Direct monitoring: coverage of the YG target population

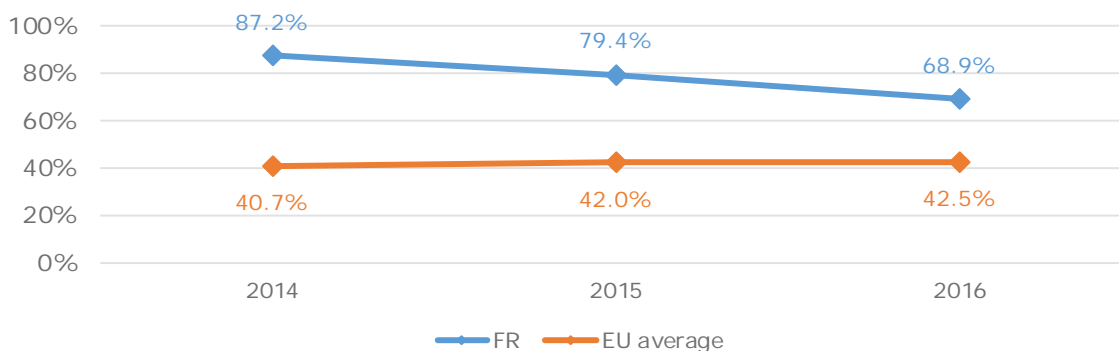
The Council Recommendation on establishing a Youth Guarantee<sup>2</sup> aims to ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within four months of becoming unemployed or leaving formal education. Reaching the entire population, and in particular those that do not come forwards on their own initiative, is one of the key challenges confronting YG providers in all countries.

<sup>2</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>



The second supplementary indicator for direct monitoring uses NEET rates and population data published by Eurostat together with the annual average stock of participants in the YG preparatory phase in order to estimate the proportion of the NEET population that is covered by the YG scheme (see Figure 5). Note that the criteria used to delimit the NEET population used in the denominator, which is derived from the EU Labour Force Survey (LFS), may differ from the specific conditions applied in each country to register in the YG, so that the two populations may not fully overlap. In other words, the LFS NEET population is a proxy for, rather than an exact measure of, the YG target population. Consequently, results for this indicator should be considered as the best available estimate of the coverage of YG schemes.

**Figure 5: YG participants as a proportion of the NEET population (%), 2016**



Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

Results show that, on average in 2016, more than two thirds (68.9%) of the NEET population in France was covered by the YG scheme, down 18.3 percentage points compared to 2014. The reduced coverage is, at least in part, linked to an increase in the number of inactive NEETs over the period (the number of unemployed NEETs has remained more or less constant) since this group will be less well covered by the YG. Despite this decline, coverage of the NEET population in France remains well above the EU average of 42.5%. However, it should be noted that a coverage rate of over 100% for the 15-19 age-group group (108.5%) suggests that some of those entering the YG in France are not NEET according to the LFS definition. Note that data from Pôle Emploi exclude participants whose counselling programme was delegated to Missions locales, so that the risk of double counting (which might explain coverage of more than 100%) is considered minimal.

## 2.4 Follow-up: sustainability of YG outcomes

France has not yet been able to provide any follow-up data to assess the sustainability of YG outcomes.

## 2.5 Additional results for the 25-29 age-group

The French YG covers only young people aged under 25. Accordingly, France did not provide optional data for the 25-29 age-group.

# Annex

## Notes about the data

**Comparability.** Data are compiled on the basis of a common methodology - the [Indicator Framework for Monitoring the Youth Guarantee](#), endorsed by the Employment Committee (EMCO) in May 2015, and the accompanying methodological manual – and are therefore considered broadly comparable between countries. Nevertheless, it is important to bear in mind that the data for direct and follow-up monitoring are derived from national administrative registers that are designed to support and monitor specific national systems, which vary in terms of the processes followed and definitions applied and may, therefore, result in some inherent differences between countries. These differences are, however, expected to be relatively minor and more important differences are those that derive from the way in which YG schemes have been implemented and the capacity of countries to provide complete data.

In relation to implementation, the size and composition of the population registered in the YG will initially be different for countries that implemented the YG as a completely new approach and monitored inflows starting from zero, compared to countries that implemented the YG as a reinforcement of existing processes and monitored inflows accumulating with the existing stock. Countries in the former group will tend to have a smaller stock with lower average duration. Differences that result from this artefact of the data are guaranteed to reduce through time, evidence of convergence was apparent already in the 2015 data, and continued in the 2016 data.

The capacity of countries to monitor what happens to young people on leaving the YG impacts on the quality of data on both exits and follow-up but particularly for the latter. Almost half of Member States (15) either provide no follow-up data (8) or do not know the subsequent situation of the majority (at least 2/3) of young people passing through the YG (7 countries).<sup>3</sup> The problem derives from a lack of capacity to routinely link administrative registers or legal restrictions to do so. The investment needed to link PES registers and other administrative registers (e.g. social security) would have benefits not only for YG monitoring but also for other EU level data collections (e.g. LTU and LMP) as well as providing a base for policy evaluation at national level.

**Coverage indicator.** The second supplementary indicator for direct monitoring measures the proportion of the NEET population (average across the year) that is registered in the YG preparatory phase (annual average stock). Whilst data for the numerator are derived from administrative data in each country, the only available comparable data on the size of the NEET population that can be used as a denominator derive from the EU Labour Force Survey. This uses a definition of NEETs that is common across countries<sup>4</sup> but which may vary from the definitions applied in the context of national YG schemes and in the administrative data used to monitor these. Results should thus be interpreted as an estimation, rather than a definitive measurement, of the extent to which YG schemes achieve the objective of reaching all young people that become, or are already, NEET.

**EU level data.** Figures labelled “EU-28” used in aggregate level monitoring are based on aggregates of all NEETs in all Member States and therefore represent weighted averages, which can be significantly influenced by the situation in a small number of large countries. Figures labelled “EU average” are unweighted averages of all available country figures. In relation to the destination of exits and follow-up data, the EU averages are liable to be understated due to significant numbers of unknown destinations or subsequent situations in some countries.

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<sup>3</sup> Based on 2016 data for Follow-up T-1 (i.e. data on the situation of participants who left the YG preparatory phase in 2015).

<sup>4</sup> See [http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Young\\_people\\_neither\\_in\\_employment\\_nor\\_in\\_education\\_and\\_training\\_\(NEET\)](http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Young_people_neither_in_employment_nor_in_education_and_training_(NEET))