



Council of the
European Union

011411/EU XXVI. GP
Eingelangt am 15/02/18

Brussels, 15 February 2018
(OR. en)

6149/18
ADD 2

SOC 49
EMPL 33
ECOFIN 103
EDUC 33
JEUN 12

COVER NOTE

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

Delegations will find attached the AT country fiche.

AUSTRIA

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

Austria experiences a favourable labour market situation overall, but certain groups, particularly those who are non-EU born and who have lower levels of skills face higher risks in terms of unemployment. Austria has established a comprehensive Youth Guarantee, which builds on broad and effective partnerships between public authorities and social partners. Targeted measures include the "Education and Training until 18" programme, and the supra-company apprenticeship scheme. Furthermore, Austria has put into place monitoring based on comprehensive interconnected administrative data. Nevertheless, further outreach and support for the young low-skilled, particularly those with migrant background, remains a challenge.

2. YG monitoring 2016: key data

Highlights

- ❖ On average during 2016, a third (33.7%) of those registered in the YG preparatory phase had been waiting for an offer for more than 4 months.
- ❖ Just over half (50.6%) of those leaving the YG during 2016 took up an offer within 4 months of registration.
- ❖ The number of people aged 15-24 registered in the Austrian YG scheme in 2016 was, on average, 82.9% of the number in this age-group identified as NEET in the Labour Force Survey, though it should be noted that the populations may not fully overlap due to differences in definitions and recording methods. This proxy “coverage rate” is the highest observed amongst Member States.
- ❖ Approaching two thirds (63.7%) of those leaving the scheme in 2016 were known to be in employment, education or training 6 months afterwards.
- ❖ Follow-up data for those leaving in 2014 and 2015 show similar results over the longer-term with just over two-thirds (67.5%) known to be in a positive situation 18 months later.
- ❖ Overall, the direct monitoring indicators show effective implementation of the YG in Austria, with above average performance in terms of delivering offers within the 4-month target period. The longer-term outcomes also appear good, but evidence of substantial recycling through the YG gives rise to questions as to whether longer-term follow-up data really indicate sustainability of outcomes or if people are being reinserted into another offer.

Introduction

Young people have been a focus of labour market and education policy in Austria for several years and a range of measures are available to facilitate the pathway from education to working life and to reduce the incidence of early school leaving. In 2008, a Training Guarantee was established to give all young people a chance to complete vocational education and in 2009 the programme “future for the youth” was launched to address young people aged 20-25. In 2016 the “Education/Training until 18” (AusBildung bis 18) (compulsory education or training up to the age of 18) and the Training Guarantee for young people until the age of 25 were introduced¹. Thus, the Austrian Youth Guarantee has developed progressively and comprises a variety of measures, some of which have been in place for several years.

Further information is available in the national YG implementation plan, while a more recent overview can be found in the Brochure Youth and Work in Austria 2015/16.

¹ More information at:
https://www.sozialministerium.at/siteEN/Labour_Disabilities/Labour_Market/Labour_market_policy_in_Austria/Youth_and_Work_in_Austria/

1 Quality of data

1.1. Key changes compared to 2015

Austria has not introduced any changes compared to the data collection for reference year 2015, the data are therefore comparable between years.

1.2. Data quality 2016

As in the previous two data collections, Austria provided the majority of data requested in accordance with the definitions of the YG Indicator Framework. There remain just a couple of minor limitations. To define the destination on exit, each young person's labour market/education status is determined the day after exiting the YG-service period. Thus, if the offer starts some days later (e.g. with a break of one week), the type of offer is identified as "unknown", which contributes to the significant proportion of unknown destinations amongst exits (31.7%).

In addition, exits to continued education may be understated because not all adult education and catch-up education courses are covered in the main education register. Training organised by the PES is, however, covered by the PES registers and recorded correctly.

Austria has made specific efforts to apply quality criteria when counting offers. In particular, training organised by the PES is only counted when the participant remains in the course for at least 62 days (2 months). This applies irrespective of the quality of the course itself – i.e. a person may be placed on a high-quality course but decide to leave after only 1 month and this would then not be counted as an offer (exit). This approach is in line with the spirit of the Recommendation but means that indicator results risk unfavourable comparison with countries that could have counted large numbers of low quality offers.

Data on entrants by previous experience (of the YG) cover previous registration since 2009. Although this does not affect any of the indicator results, it should be considered when looking at recycling rates (i.e. the proportion of entrants with previous YG experience), which are likely to be higher compared to countries where previous experience is only counted since YG implementation started in 2014.

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	
Providers	Arbeitsmarktservice (AMS, the Austrian PES)
Participants	Young people under 25 that registered with the PES as unemployed or as an apprenticeship seeker or who directly started a PES qualification/training measure which had a duration of less than 62 days (measures of less than this duration are not considered to be high quality offers in the context of the YG).
Completion of data	
Missing data	None.
Data recording	
Entrants	– Data on previous YG experience cover previous experience since 2009.
Exits by destination	<ul style="list-style-type: none"> – Destination is determined the day after exit from the YG. If a person starts the offer some days later (e.g. with a break of one week), the type of offer is identified as unknown. – No negative exits reported. Exit coincides with end of the unemployment spell so destination unemployment is always zero but no exits to inactivity are recorded either. – Not all adult and catch-up education courses are recorded on the main education register (or by the register of PES training measures). Take-up of such courses is thus not recorded and forms part of exits with unknown destination. Exits to education include only exits to formal education/initial training and PES-subsidised training. – Destination traineeship is not recorded separately. Exits to paid traineeships are counted as exits to employment whereas exits to unpaid traineeships are not taken into account as YG offers. In practice, the traineeships for which data are available (paid traineeship with employment relationship) do not include formalised learning so this treatment is in line with the methodology. – Proportion of unknown destinations: 32%
Follow-up T	– Proportion of unknown situations (6m after exit): 20%
Comparability of data	
Definitions	– Only course attendances that lasted more than 2 months are taken into account. Thus, courses which were discontinued by the participant before this point are excluded (despite their quality). As a result, the number of good quality offers might be underestimated and the duration of YG-service/registration periods overestimated for those participants.
Across time	– Data fully comparable

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

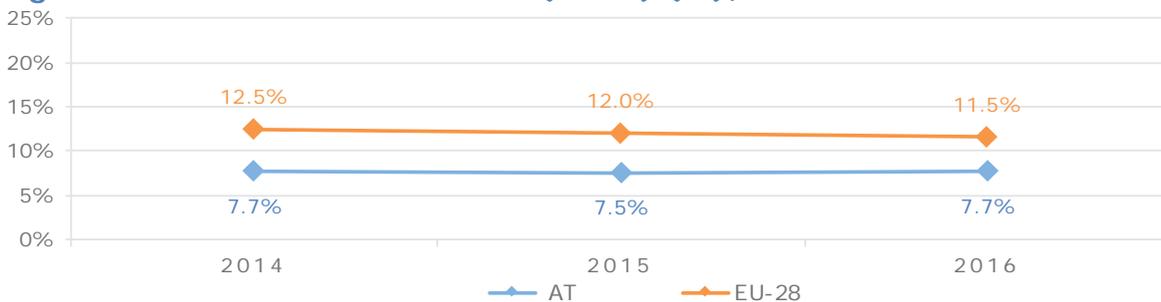
recommended to refer to the *Notes about the data* in annex to this report.

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. 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 Austria was 7.7%, well below EU-28 aggregate of 11.5% (see Figure 2). It is noticeable that the NEET rate in Austria remains unchanged since the launch of the YG whilst at EU level there has been an improvement of 1 percentage point.

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, a third 33.7% of young people aged 15-24 were still in the YG preparatory phase beyond the 4-month target, well below the EU average of 49.1% (see [Table 3](#)). The proportions registered for longer periods are also well below EU averages (see [Figure 3](#)).

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)	33.7%	+4.1	49.1%
Breakdown by age			
15-19	29.1%	+3.4	46.2%
20-24	35.6%	+4.4	49.3%
Breakdown by gender			
Men	33.1%	+4.2	48.0%
Women	34.6%	+4.0	49.9%

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

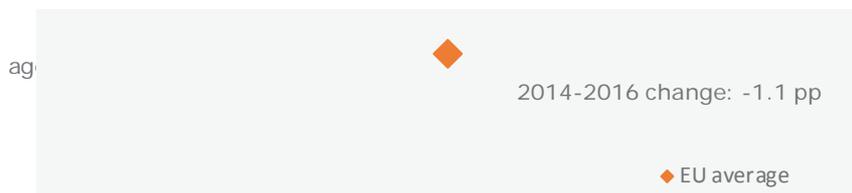
The supplementary indicator on positive and timely exits shows that just over half (50.6%) of exits during 2016 were positive and occurred within the target period of 4 months (see [Figure 3](#)). This result is already above the EU average (44.5%) but, in practice, is likely to be further above as the indicator value is understated due of significant numbers of unknown destinations (31.7% in Austria compared to an average of 22.2% across Member States). In the specific case of Austria (and possibly elsewhere too), the unknowns include some people that took up an offer a few days after exit (see section 1.2) as well as all exits to education courses that are not covered by the main register.

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)



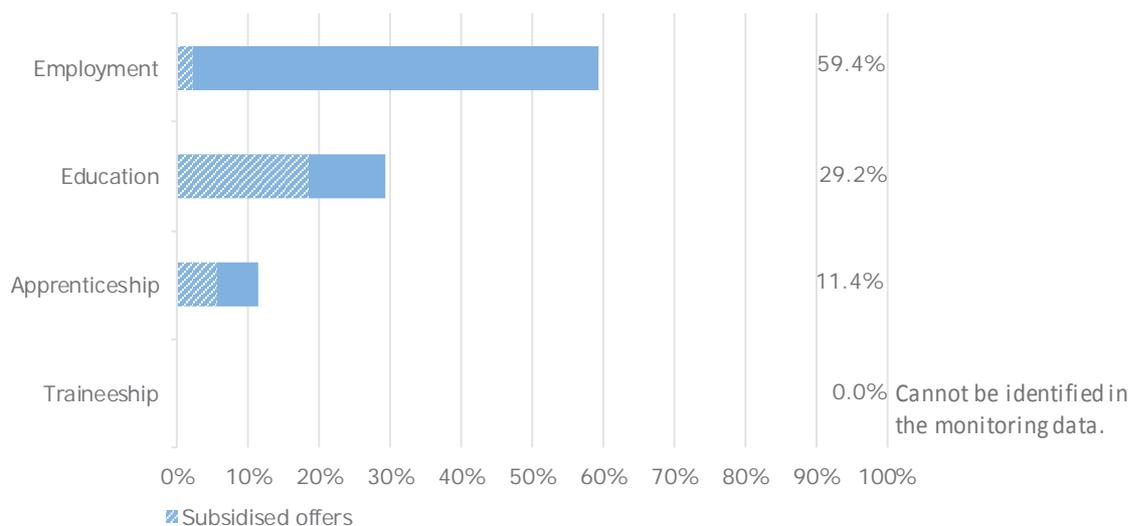
Supplementary indicator: Positive and timely exits from the YG preparatory phase (% exits)



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

The majority of participants (68.3%) that left the YG within the 4-month target went to positive destinations. Just under 60% of these (59.4%) took up an offer of employment and 29.2% an offer of education (see Figure 4). The remainder took up apprenticeship offers (11.4%). More than 60% of education offers (62.8%), half of apprenticeship offers (49.7%) and just under 4% of employment offers were subsidised. Overall, 57.2% of offers taken up within 4 months were open market jobs.

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



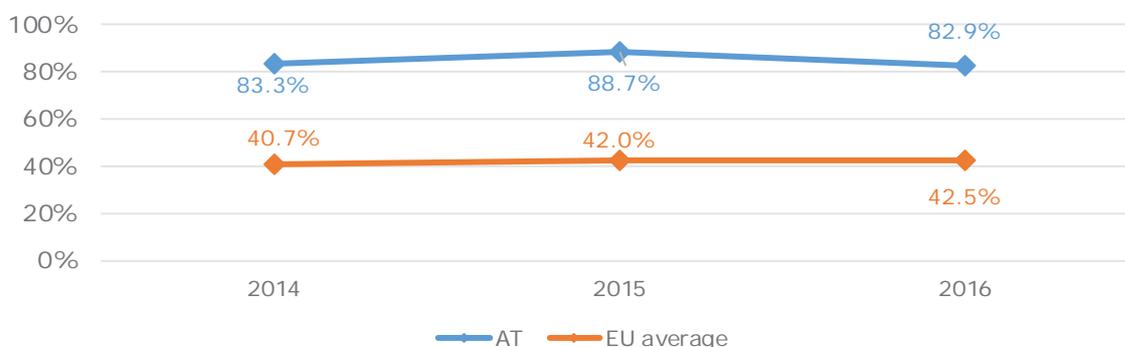
Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

2.3 Direct monitoring: coverage of the YG target population

The Council Recommendation on establishing a Youth Guarantee² 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.

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.

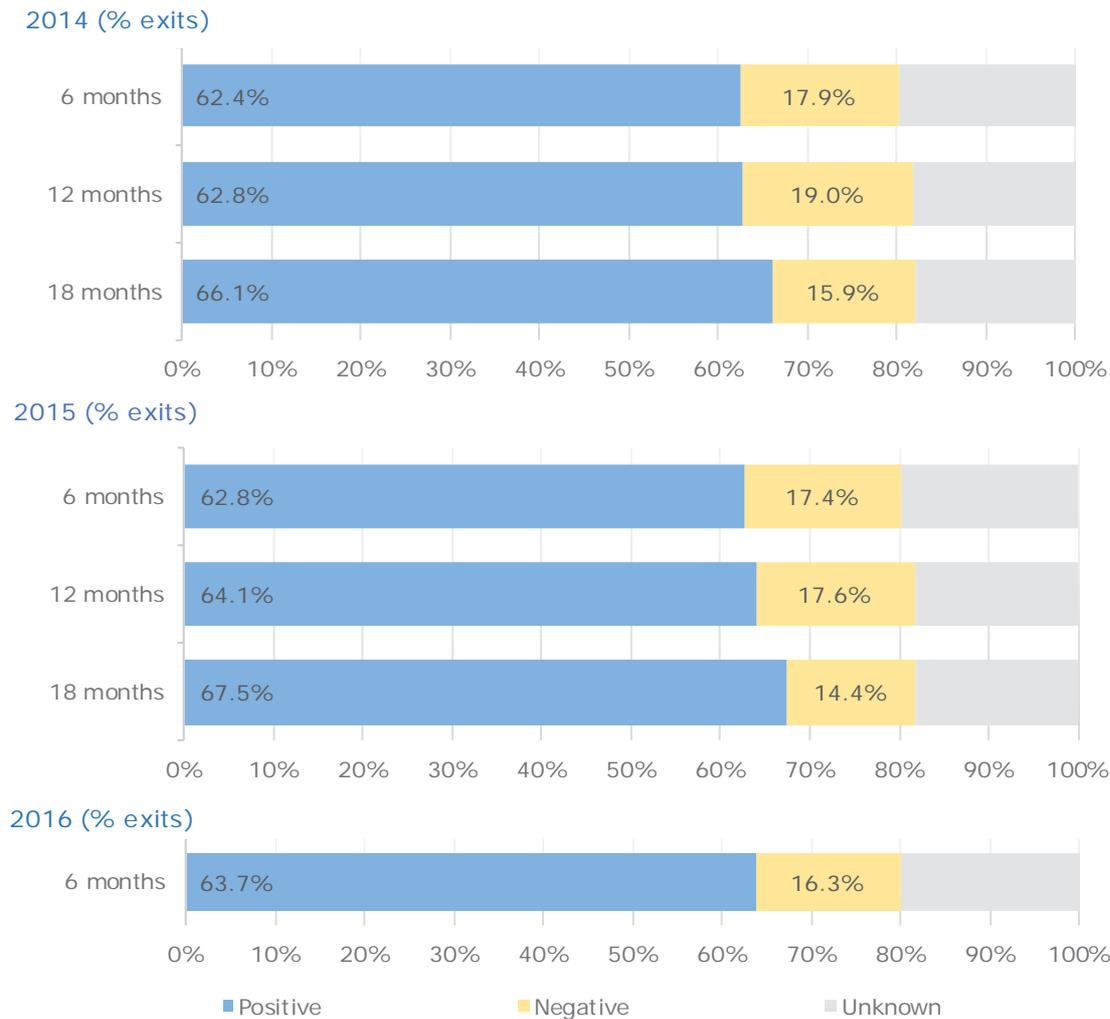
Results show that in 2016, more than eight in ten (82.9%) of the NEET population in Austria was covered by the YG scheme, down from 88.7% in 2015, but only a slight drop compared to 2014. Austria has by some way the best coverage rate observed amongst Member States, almost double the EU average (42.5%).

2.4 Follow-up: sustainability of YG outcomes

The main follow-up indicator on the situation of young people after exiting the YG preparatory phase shows that, in Austria, just less than two thirds (63.7%) of those leaving during 2016 were known to be in a positive situation (i.e. in employment, education, or an apprenticeship) 6 months after exit. This figure is well above the EU average of 48.5% and remains practically unchanged compared to 2014 and 2015 results (Figure 6).

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

Figure 6: Follow-up main indicator: Situation of young people 6, 12 and 18 months after exiting the YG preparatory phase, 2014-2016



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

Longer-term follow-up data for those leaving in 2014 and 2015 indicate that outcomes are sustainable and even improve slightly as time progresses, with the proportion known to be in a positive situation rising to just over two-thirds after 18 months. Note, however, the discussion regarding the high rates of recycling in section 2.2, which suggest (as one possible explanation) that some of the positive longer-term outcomes might not reflect the initial participation in the YG to which the follow-up data pertain, but rather take-up of an offer after re-entering the YG for a second time.

2.5 Additional results for the 25-29 age-group

The Austrian YG covers only young people aged under 25. Accordingly, Austria 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).³ The problem derives partly 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 countries⁴ 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.

³ 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).

⁴ 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))