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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 SE country fiche.

SWEDEN

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

Sweden implements the YG Recommendation in a satisfactory manner and EMCO notes the particular efforts made regarding newly arrived migrants.

The structured partnership cooperation (between municipalities and the state) seems strong. The one stop shop model in outreach, the 90 day guarantee which is fully introduced, and online registration are also commendable features of the Swedish approach.

Outreach to inactive NEETs could improve, whilst monitoring and systematic evaluation could further improve the policy response. There is also room for improvements as regards the need for a comprehensive IT system for follow-up (regarding NEETs including women from third countries).

2. YG monitoring 2016: key data

Highlights

- ❖ On average in 2016, more than four in ten (44.7%) of those registered in the Swedish YG scheme at any point during the year had been waiting for an offer for more than 4 months.
- ❖ Only just over four in ten (43.0%) of those leaving the YG in 2016 took up an offer within 4 months of registration.
- ❖ At any point during 2016, half (49.1%) of all NEETs aged under 25 were registered in the YG preparatory phase. Coverage of the NEET population has declined progressively since the launch of the YG in 2014, when 63.2% were covered. This is linked to falling numbers of unemployed NEETs. The Swedish YG scheme does not address inactive NEETs, the numbers of which have increased slightly so that they now account for the largest part (58.5%) of the NEET population.
- ❖ Just over half (53.6%) of those that left the YG scheme in 2015 were known to be in a positive situation 6 months later, but a quarter are in unknown situations.

Introduction

The Swedish Youth Guarantee Implementation Plan was presented in December 2013 and was renewed in April 2014. Sweden has had a strategic policy for promoting youth employment in line with the Council Recommendation on establishing a Youth Guarantee since 2006 and a job guarantee for youth (Youth Job Programme, UGA) was established in December 2007.

Further information is available in the Swedish Youth Guarantee Implementation Plan

1 Quality of data

1.1. Key changes compared to 2015

Following an important change in the reporting of YG monitoring data for 2015 (which was retrospectively applied to the 2014 data), the Swedish data for reference years 2014 and 2015 were provided in accordance with the specifications of the Indicator Framework. The only (minor) issue was that some exits to traineeships were recorded as exits to employment and vice versa. This year, this issue has been addressed and all exits to subsidised offers are recorded under the correct type of offer. Historical data have not been revised but this does not create any significant issues in comparing the data across time.

Improved compliance with definitions of the YG Indicator Framework:

- All exits to subsidised offers are now recorded under the correct type.

1.2. Data quality 2016

The Swedish data for monitoring the YG are 100% complete and appear to be fully in accordance with the specifications of the Indicator Framework. The only real area for improvement would be to reduce the number of unknowns in data on the destination of exits (22.6% unknown) and subsequent situations (23.7% unknown 6 months after exit).

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	Public Employment Services (PES)
Participants	Registered unemployed aged 15-24 (i.e. persons starting a claim for full- or part-time unemployment benefits).
Completion of data	
Missing data	None
Data recording	
Exits by destination	<ul style="list-style-type: none"> – Exit from the YG coincides with the end of the unemployment spell thus exits to unemployment are reported as zero. – Exits to inactivity refer to those participants that are not able to work or are seeking to work – Proportion of unknown destinations: 22.6%
Follow-up T	Proportion of unknown situations (6m after exit): 23.7%
Comparability of data	
Definitions	No known divergences from the specifications of the Indicator Framework.
Across time	Data are comparable but the following issues need to be taken into account: <ul style="list-style-type: none"> – In 2014 and 2015 data some exits to traineeships are recorded as exits to employment and vice versa. – For 2014 data: exits to apprenticeships as well as situation apprenticeship 6 months after exiting cannot be monitored (under unknown).

Source: YG monitoring template (quantitative data).

2 Monitoring results

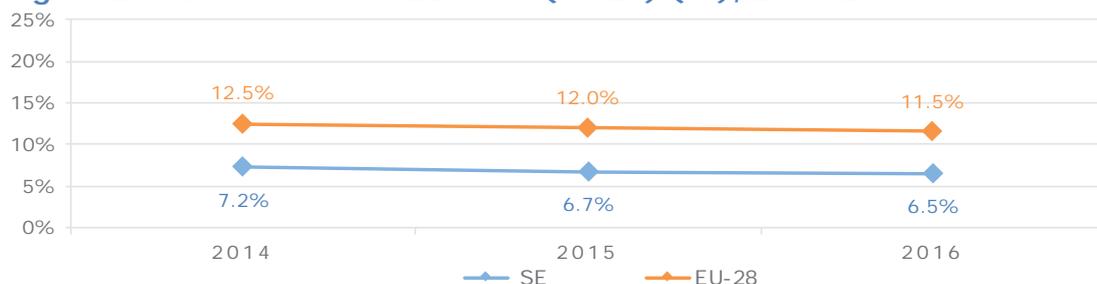
This section presents the results of YG monitoring on the basis of the [Indicator Framework for Monitoring the Youth Guarantee](#). Aggregate monitoring indicators are based on data from the EU Labour Force Survey and are considered comparable between countries. Direct and follow-up monitoring indicators 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 Sweden was 6.5%, which is well below the EU average of 11.5% (see [Figure 2](#)). This figure has reduced by 0.7 percentage points (pp) since 2014, the year the YG started, while there has been a reduction of 1.0 percentage point at EU level.

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, 44.7% of young people aged 15-24 registered in the YG preparatory phase had been waiting for an offer for more than 4-months, slightly below the EU average of 49.1%. This level of retention has remained more or less constant in the three years since the launch of the YG. Retention rates are similar across age-groups and sexes (see [Table 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)	44.7%	-0.4	49.1%
Breakdown by age			
15-19	45.2%	-2.1	46.2%
20-24	44.5%	+0.5	49.3%
Breakdown by gender			
Men	44.3%	-0.8	48.0%
Women	45.4%	+0.3	49.9%

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

The proportion of participants registered in the YG for more than 6 months (33.0%) and more than 12 months (14.6%) were also slightly below the EU averages (36.2% and 18.3% respectively, [Figure 3](#)) and consistent with results in previous years.

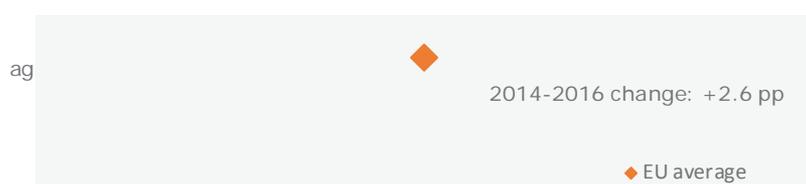
The supplementary indicator on positive and timely exits shows that over two fifths (43.0%) of those leaving the YG in 2016 took up an offer within the target period of 4 months, marginally below the EU average ([Figure 3](#)). Again, the indicator result has changed little through time (40.4% in 2014, 43.2% in 2015).

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)

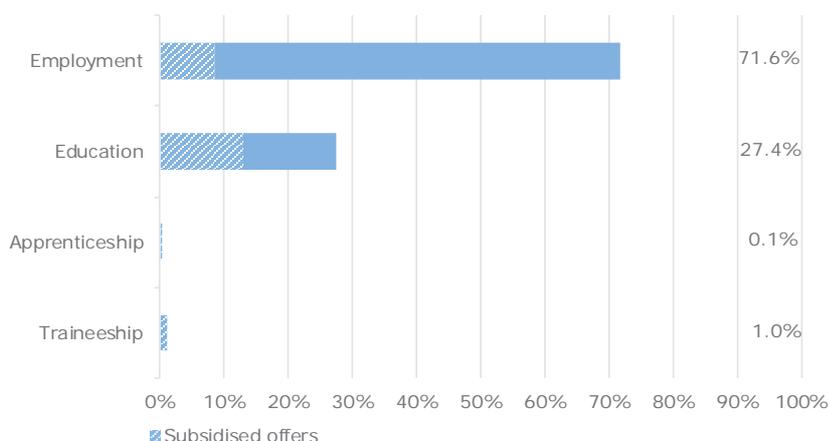


Source: DG EMPL, YG monitoring database, data extracted 14 November 2017.

Two thirds (66.4%) of those that left the YG within 4 months of registration during 2016 are known to have gone to positive destinations (i.e. took up an offer of employment, continued education, an apprenticeship or a traineeship), but destination was unknown for a quarter of cases (24.5%). Of those going to positive destinations, the large majority (71.6%) went to employment (Figure 4), a quarter (27.4%) to education and just a small proportion to traineeships (1.0%). Exits to apprenticeships are so far insignificant (0.1%).

All apprenticeship and traineeship offers recorded in 2016 were subsidised, but only half (46.7%) of education offers and a tenth (11.6%) of employment offers. Overall, just under two-thirds (63.3%) of exits within four months were to unsubsidised employment.

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

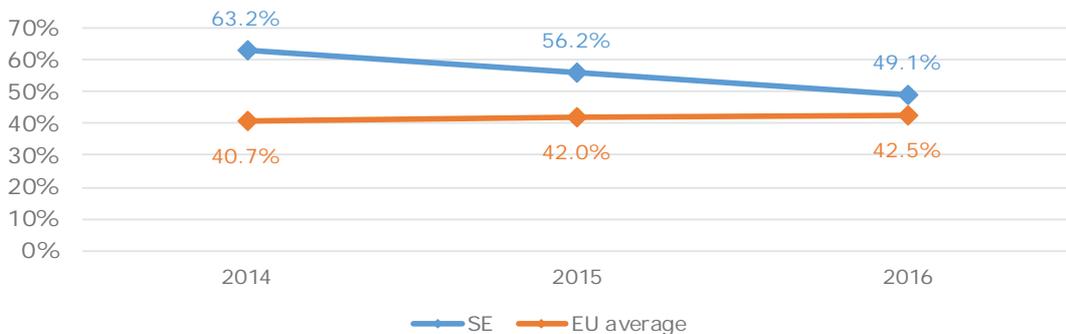
The Council Recommendation on establishing a Youth Guarantee¹ aims to ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within four months of becoming unemployed or leaving formal education. Reaching 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.

Results show that, on average in 2016, half of the NEET population in Sweden (49.1%) was covered by the YG scheme, better than the EU average of 42.5% but considerably lower than in 2014 (63.2%). Indeed, in the three years of YG implementation to date, there has been a progressive decline in coverage. This decline can be attributed to the falling numbers of unemployed NEETs, which have reduced by around 30% between 2014 and 2016. The number of inactive NEETs has, however, slightly increased over the period so that they now account for 58.5% of all NEETs compared to 48.6% in 2014. Since the Swedish YG monitoring data cover only those that register as unemployed (full- or part-time) a major part of the NEET population is not being addressed.

Note that coverage varies significantly by sex and age: 63.7% of those aged 15-19 were covered compared to 45.1% of those aged 20-24 and 55.5% of men compared to 41.1% for women.

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



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

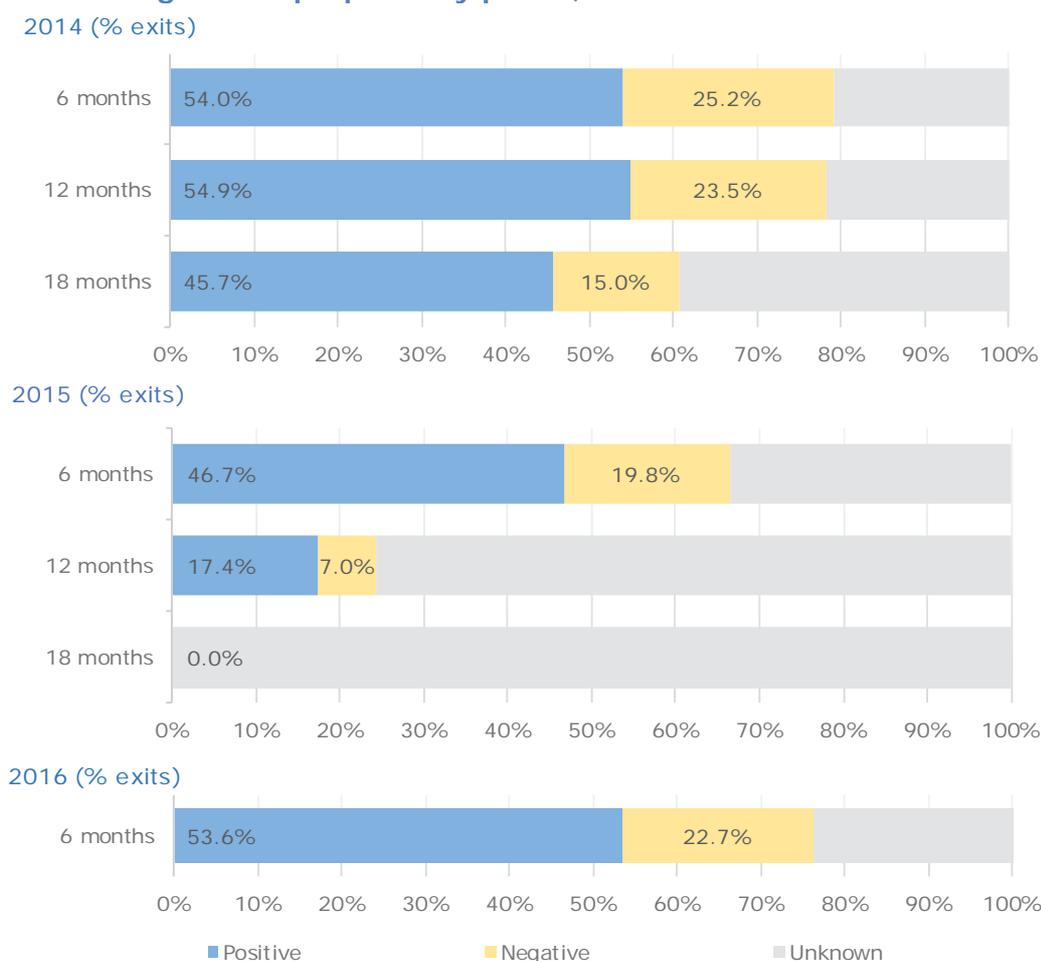
¹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2013:120:0001:0006:EN:PDF>

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 Sweden, only just over half (53.6%) of those leaving during 2016 were known to be in a positive situation (i.e. in employment, education, an apprenticeship, or a traineeship) 6 months after exit, higher than the EU average (48.5%, Figure 6). Nearly a quarter (23.7%) were, however, in an unknown situation.

Longer-term follow-up data for 2014 suggest that these positive outcomes are sustainable for the first 12 months but after this point the number in an unknown situation rises significantly (from 21.7% after 12 months to 39.3% after 18 months) so that it is not possible to make any useful assessment of what happens in the longer term.

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.

2.5 Additional results for the 25-29 age-group

The Swedish YG covers only young people aged under 25. Accordingly, Sweden 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).² 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 countries³ 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.

² 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).

³ 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))