



First Results of the Implementation of the Youth Employment Initiative

SPAIN

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SPAIN

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Contents

1. Overview of programming of the YEI and related ESF youth employment actions	1
2. Addressing the NEETs' needs in 2014-2020	2
2.1. Programming arrangements for the YEI interventions	2
2.2. Programming arrangements for the ESF interventions.....	5
3. Implementation progress up to November 2015	6
3.1. Implementation of the YEI interventions	6
3.2. Implementation of the ESF interventions.....	8
4. Conclusions	9
Updated evidence from the national evaluations	10
Bibliography	15
Annex 1 The youth employment situation	16
Annex 2 Expected outputs and results of the YEI and other ESF youth employment actions	17
Annex 3 List of interviewees	19

Disclaimer:

This report covers YEI actions programmed in the specified OP and ESF actions programmed under Investment Priority (IP) 8.ii "Sustainable integration into the labour market of young people, in particular those not in employment, education or training, including young people at risk of social exclusion and young people from marginalised communities, including through the implementation of the Youth Guarantee" in the same OP. Only ESF actions under IP 8.ii, which are programmed in the same Operational Programme as the YEI are taken into account.

This report is based on a desk review of documentary evidence including the national evaluation report, a survey of Managing Authorities and in-depth stakeholder interviews. Data collection for this report took place in October and November 2015, at which point up-to-date data was collected. As a consequence, the **reference period** for implementation progress is respectively 1 September 2013 to November 2015 for the YEI and 1 January 2014 to November 2015 for other relevant ESF actions. In March 2016, national evaluations submitted to the Commission by the end of 2015 were also reviewed. Data included in these evaluations may cover different reference periods.

Please note that information on the implementation progress and funding is limited by November 2015, given that no official designation of authorities has taken place, selection criteria have not yet been adopted and the MA has not been able to report official results.

1. Overview of programming of the YEI and related ESF youth employment actions

Spain has a single ESF Operational Programme (OP) for Youth Employment (*Programa Operativo de Empleo Juvenil*) covering all Spanish regions for the 2014-2020 programming period. The YEI is entirely dedicated to the implementation of the Youth Guarantee scheme (YG)¹ and programmed under Priority Axis 5 'Sustainable integration in the labour market of young people who are not in employment nor in education or training' in the OP. Additional ESF funding under Investment Priority 8.ii is programmed within the Priority Axis 1 'Promotion of sustainable and quality employment and labour mobility'.²

ESF supported actions under the Investment Priority 8.ii will be a continuation of YEI actions (after December 31st 2018) due to the very high levels youth unemployment in Spain. Priority Axis 1 will also include actions under Investment Priority 8.vii that are not eligible for YEI funding and that will only affect young unemployed indirectly. The specific objectives are set out in the table below, being the same for YEI funded actions and ESF youth employment actions under Investment Priority 8.ii.

Table 1 - Programming arrangements for youth employment interventions in 2014–2020

Title of the operational programme (OP) supported by the YEI	"Programa Operativo Empleo Joven" (Youth Employment OP)
Specific objective(s) of the YEI	<ul style="list-style-type: none"> • Make young NEETs active, i.e. enable them to join the labour market or some education or training activity • Strengthen the employability and professional skills of young NEETs • Increase entrepreneurship among young NEETs. • Increase the number of permanent contracts of young NEETs through intermediation and economic incentives.

Overview of funding

Total YEI funding (including national co-financing) in Spain amounts to **€2,053,491,980**. The specific allocation for YEI is €943,496,315 which is matched by exactly the same quantity of corresponding national ESF funds. The co-financing from the national budget amounts to €166,499,350. The pre-financing transferred so far amounts to €297,201,339.23.

ESF action included in the Youth Employment OP are a continuation of YEI actions in the case of Investment Priority 8.ii and of structural nature in 8.vii dedicated to setting up the national YG information system. The total ESF funding amounts €443,554,526. The co-financing from the national budget is €241,901,236. The total amount of funding budgeted for ESF interventions is €685,455,762.

¹ Government of Spain, "Spanish National Youth Guarantee Implementation Plan", Madrid, 2013.

² Government of Spain, "Youth Employment Operational Programme", Madrid, 2014. EC decision number C(2014)9891

Table 2 - Funding for the YEI and other ESF youth employment actions (EUR)

YEI			Other ESF actions under Investment Priority 8.ii	
Total sum: €2,053,491,980			Total sum: €685,455,762	
Specific allocation for YEI (EU)	Corresponding national ESF allocation	Co-financing from the national budget	ESF part	Co-financing from the national budget
Sum: €943,496,315	Sum: €943,496,315	Sum: €166,499,350	Sum: €443,554,526	Sum: €241,901,236
Pre-financing for YEI in 2014-2015 (EU)				
Sum: € 297.201.339,23 ³				

Source: Youth Employment Operational Programme (Programa Operativo de Empleo Juvenil)

2. Addressing the NEETs' needs in 2014-2020

2.1. Programming arrangements for the YEI interventions

Target groups

According to the Managing Authority (MA), the target population of YEI interventions are NEETs aged 16-29, irrespective of their qualification level. Initially the target group only included 16-25 year-olds, however, given the alarmingly high levels of unemployment in this age range, a revision of the OP from 3 December 2015 included 25-29 year-old NEETs as additional target group as consequence of the increased age eligibility in the National Youth Guarantee system from July 2015 onwards (BOE, 29th of July 2015). An additional target group are NEETs aged 16-29 with a disability that are eligible since the beginning of the period.⁴

Since the YEI funded activities are entirely dedicated to the implementation of the YG, to be eligible, young NEETs should be listed in the YG national system⁵ and meet the requirements for attention under the YG Scheme, which include "to be unemployed for the last 30 days" and "not having participated in any education or training activity of more than 40 hours a month for the past 90 and 30 days respectively".⁶

Given the existing gender gap in the labour market and in line with the 'Strategy for equality between women and men 2011 - 2015' and the 'European pact for gender equality 2011-2020', the YEI will pay special attention to women's vulnerability in the labour market.⁷

Each Autonomous Community (see section below) will assess the needs of their population with regards especially vulnerable groups or school dropouts and address them accordingly. Nonetheless, the MA has launched a call for proposals to engage NGOs and civil society associations to reach vulnerable young people and harder-to-reach young NEETs.

³ This includes the 1% 2014 pre-financing, the 1.5% 2015 pre-financing and the additional pre-financing. For more information see Annex IV.

⁴ Given that the OP is currently being revised, there is no data available on the number of NEETs targeted and the % with respect to the total number of NEETs in the country.

⁵ Government of Spain, "Youth Employment Operational Programme", Madrid, 2014. EC decision number C(2014)9891

⁶ Government of Spain, "Spanish National Youth Guarantee Implementation Plan", Madrid, 2013.

⁷ Government of Spain, "Youth Employment Operational Programme", Madrid, 2014. EC decision number C(2014)9891

Type of activities planned

In Spain the YEI will support actions which are in line with the National YG plan and the related national and regional legislation. The YEI is implemented within the umbrella Strategy for Youth Entrepreneurship and Employment 2013-2016. Measures are designed to meet the specific needs of the different profiles of young NEETs (whether or not they have previous training or experience, whether they receive unemployment benefits, etc).⁸

The actions planned are grouped in four main categories⁹:

1. **Individual assessment, professional orientation and guidance in job search** for all qualification levels.
2. **Improved employability:** this includes second chance programmes, aimed at the reengagement of early school leavers or young people with low qualification levels in education; training programmes with an employment commitment; language and ICT training; promotion of dual apprenticeship programmes focused on young NEETs without the necessary qualifications or professional experience to join the labour market; internships; and trainings to obtain a Professional Certificate and mobility programmes.
3. **Encouragement of entrepreneurship:** this includes entrepreneurship training and promotion of entrepreneurial culture; guidance on self-employment and business set-up; self-employment support and subsidies; and promotion of self-employment within a Social Economy framework.
4. **Measures favouring hiring:** this includes social security discounts and subsidies for hiring young people favouring permanent employment; subsidies to hire young people in social enterprises; promotion of employment opportunities for young researchers; and coordination with recruitment agencies.

The implementation of most actions will be undertaken by the Autonomous Communities, who will choose a set of activities and measures according to the needs of their population. According to the MA, at a national level, an exemplary action is Tarifa Joven, a €300 reduction to their social security contribution, offered to employers hiring a young NEET registered in the YG system. While Tarifa Joven is considered an exemplary action by the MA which receives considerable funding at national level.

Box 1 Example actions supported by the YEI

Name of the action: Tarifa Joven

Implementing body: Public Employment Service (*Servicio Público de Empleo Estatal*)

Description: Employers will receive a €300/month reduction of their social security contribution for a period of six months if they offer a permanent contract to a young person registered in the Youth Guarantee programme. In the case of a part-time contract, the reduction will range between €150/month and €225/month. The employer is required to maintain or increase the company's employment level while receiving the bonus to avoid replacement effects. This is compatible with other hiring incentives as long as the company's social security contributions are not negative and will be

⁸ Government of Spain, "Spanish National Youth Guarantee Implementation Plan", Madrid, 2013.

⁹ Government of Spain, "Youth Employment Operational Programme", Madrid, 2014. EC decision number C(2014)9891

applicable until 31/12/2016.

Requirements for young people: To be registered in the Youth Guarantee system.

Requirements for companies:

- To maintain or increase the number of permanent contracts and total employment levels in the six months following the receipt of the incentive. In case this condition is not met, the incentive has to be returned.
- A minimum of six months' contract duration.

Budget: The assigned budget for the implementation period (4/07/2014 – 31/12/2016) is €393 million. Until May 2015, €500,000 has been spent. A significant increase in spending rate is expected, driven by a rise in the number of young NEETs registered in the YG system and the inclusion of 25-30 year-olds in the target group (after the modification of the OP, which is currently ongoing).

Participation up to November 2015:

- 766 companies
- 879 new contracts with young people registered in the YG system thanks to this measure.

Communication strategy: Dissemination in meetings and seminars with companies and business owners.

Expected outputs and results

The results and outputs of YEI supported actions reflect the YG main objective: to guarantee that all young people aged under 30 receive a good offer of employment, further education, apprenticeship or training within four months of completing their formal education. Output indicators refer to the number of participants categorised by type of NEET (unemployed or inactive not in education or training), qualification level and disability status, while result indicators are designed to reflect the progress made towards meeting the YG main objectives. These output and result indicators are set out in the Youth Employment OP. Given the change in the targeted age group to include those aged 25-29 year old, the OP was being modified in November 2015 to expand the target group to 16-29 year olds. Revised output targets and results reflect include reaching 1,055,051 NEETs aged 16 – 29 (see Annex II). The estimated number of NEETs in Spain in 2013 aged 15 – 29 based on Eurostat data is 1,689,498. Current result targets can be found in Annex 2.

Added value and national significance of YEI interventions

According to the MA, the YEI specific allocation (with the corresponding ESF matched allocation) is crucial for the YG implementation in Spain, as it represents almost 80% of all YG funding.¹⁰

The low co-financing rate for YEI funded activities will make it possible to implement a higher volume of interventions than what would have been the case with the usual ESF co-financing rates, which the MA sees as having a high level of European Added Value.

¹⁰ Government of Spain,, "Spanish National Youth Guarantee Implementation Plan", Madrid, 2013.

Moreover, the YG implementation (and therefore the implementation of the YEI funded activities) has been designed on the basis of the various country-specific recommendations on the issue of youth unemployment for Spain. In this sense, the YEI specific allocation brings European Added , by facilitating new, adapted or more of the same interventions for increasing youth employment.

Last but not least, the MA sees as key added value of the YEI allocation to make it possible to implement a youth employment policy (the YG) across the entire country in a uniform way, on the basis of a common framework and policy catalogue for all implementing bodies, which is a novelty in comparison to other employment policies that can be more regionalised in Spain.

2.2. Programming arrangements for the ESF interventions

Target groups

ESF supported actions under the Investment Priority 8.ii will be a continuation of YEI actions and, in addition with the aim to promote wider participation, exceptionally between 3 December 2015 and 31 December 2016 NEETs eligible but not yet registered in the Youth Guarantee system will be eligible, subject to the condition that they are registered in the first 6 months of the intervention.¹¹

Types of activities planned

Since ESF interventions under the same investment priority as the YEI will fund mainly the same activities as those planned for the YG implementation under YEI funding.

Expected outputs and results

Output and result indicators used to monitor and measure the success of ESF interventions beyond YEI will continue to be the same as those programmed under the YEI throughout the Operational Programme implementation period.

3. Implementation progress up to November 2015

Please note that information regarding the implementation progress by November 2015 is limited, given that no official designation of authorities had taken place by November 2015, selection criteria had not yet been adopted and the MA was not able to report official results at the time.

3.1. Implementation of the YEI interventions

<p>YEI supported actions launched up to November 2015</p>	<p>Provision of traineeships and apprenticeships, job and training mobility measures, start-up support for young entrepreneurs, quality vocational education and training courses, second chance programmes for early school leavers, professional advice, non-paid internships, employment subsidies to promote recruitment of the unemployed</p>
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Ongoing activities

According to the MA, YEI funded actions (ie. Youth Guarantee activities) are implemented by a series of intermediary bodies, which are either national or regional (Autonomous Communities). The national and regional intermediary bodies will launch calls for proposals to manage the implementation of the various YG activities. Also, a

¹¹ Government of Spain, "Youth Employment Operational Programme", Madrid, 2014. EC decision number C(2014)9891

large number of activities will be implemented and managed directly by the intermediary bodies themselves for which no call for proposals will be organised. Implementing bodies include the Public Employment Services, Non Governmental Organisations, Youth Institute, Chambers of Commerce, etc. A call for proposals, directly managed by the MA, has been launched for specific projects.

Implementation of YG actions has already started, despite operations not yet being officially selected in November 2015 (it may be that some of these activities will eventually not co-financed with YEI funding). The ongoing activities reported by the MA mainly consist of the provision of traineeships and apprenticeships, job and training mobility measures, start-up support for young entrepreneurs, quality vocational education and training courses, second chance programmes for early school leavers, professional advice, internships and employment subsidies to promote recruitment of the unemployed.¹²

While no detailed information on the ongoing activities is available through the MA, interviews with implementing bodies provided some information on some of the ongoing actions. For instance, the Chamber of Commerce is offering a "Comprehensive Programme for Training and Employment" (Programa integral de capacitación y empleo), which combines training courses and professional advice. As an example in the area of recruitment subsidies, the Spanish Public Employment Service (SEPE) offers a €300/month reduction of social security contributions to employers offering a permanent contract to a young person registered in the YG system.

According to the MA, Spain has put in place a relevant coordination strategy of a variety of measures, consisting of:

- a Monitoring Commission (*Comisión de Seguimiento*), which works at an institutional level for the Youth Guarantee coordination,
- a Monitoring Committee (*Comité de Seguimiento*) which looks at the programme coordination, and
- A catalogue of measures and information system to implement the Youth Guarantee which will serve as a common framework for all intermediate bodies.

As already mentioned, young NEETs need to register with the YG national system to be able to benefit from the YEI funded actions. After registration, an electronic profile for each young person is created, which details his/her background and possible needs to offer a personalised action plan addressing the participant's needs. Moreover, in order to facilitate a match between young NEETs and companies offering professional experience, interested enterprises can also register within the YG national system.

Funding up to November 2015

¹² Managing Authorities survey

According to the MA, the financial implementation of YEI funded activities started between September 1st and December 31st 2013. It may be that, given that the operations had not yet been officially selected, some of these activities may not be eligible for YEI funding. Given that the management systems of the YEI and YG have been significantly delayed, according to the MA, there is no data on funding for YEI activities that has been committed, contracted or paid out to beneficiaries up to November 2015. On the other hand, it is important to stress that the additional pre-financing has allowed the launch of the Youth Guarantee programme, that otherwise would have taken longer to start-up, according to the MA.

Outputs and results achieved up to November 2015

In November 2015, there is no official data available at national level on participants, the characteristics of supported NEETs or the type and quantity of YG offers provided to the YEI participants. According to the MA, Spain is still developing a platform and tools to collect national level data. This is due to the fact that the IT monitoring system was being completed and was expected to be completed by the end of 2015. Until the centralization of the system, information is held by projects and not centrally available. This delay is also due to the fact that there has been no formal designation of authority by the end of November 2015.

The first annual YEI implementation report presents estimated figures on results achieved in 2014. The report states that 6,379 unemployed participants completed the YEI supported intervention and 1,940 received an offer of employment, continued education, apprenticeship or traineeship upon leaving.¹³ Please note that these are only indicative figures and refer to a shorter time period than this study.

Some scattered data on results is available from implementing bodies (i.e. Chamber of Commerce, SEPE). The "Comprehensive Programme for Capacitation and Employment" (Programa integral de cualificación y empleo) offered by the Chamber of Commerce has registered 14,911 NEETs up to November 2015.¹⁴ Among these, 11,367 have received orientation advice, 1,657 are currently participating in trainings and 5,278 have finished a training course. Moreover, 57 young people have been offered an internship and 7 have been reintegrated into the labour market.

Regarding the subsidies to employment offered by the Spanish Public Employment Service (SEPE), up to November 2015¹⁵ 766 companies have benefitted from this measure and 879 young NEETs have been hired under this programme.

Communication of the YEI

The Ministry of Employment and Social Security has set up a Communication Strategy for the Youth Employment Operational Programme. This strategy specifies a set of measures to be undertaken by the implementing bodies and managing authorities. These include an annual event to inform about the financing opportunities and the programme progress, advertising campaigns about the measures included in the OP, the use of mass media to inform about specific activities, and organising seminars and conferences to explain the specific activities of the programme, amongst others. Nevertheless, the YG

¹³ SFC2014 - Implementation Report Sept.xls

¹⁴ Information received in November 2015

¹⁵ Information received in November 2015

page does not provide complete information. Only the general type of activities can be accessed and no data on the regional activities is provided. All information and advertising measures/activities have to indicate that actions are funded by the ESF and YEI by displaying the ESF logo.¹⁶

Risks and challenges

According to the MA, the main challenge related to the YEI implementation is the actual start-up of the programme, since it involved the creation of coordinated infrastructures to run the YG and verification procedures and systems that did not exist in Spain before. The scale of the programme itself and the coordination with the different intermediate bodies (at a national and regional level) also represent an added difficulty. Moreover, the heterogeneity of the NEET population in Spain and the provision of personalised interventions further complicate the implementation of the programme. Given these challenges, it was mentioned by the interviewees that the implementation period is considered too short.

The challenges of the monitoring strategy and data collection arise from the complex network of intermediate bodies and implementing partners. Nevertheless, Spain is currently designing a digital platform to collect and store monitoring data.

According to the MA, the objectives of the YEI actions are reasonably likely to be achieved thanks to the high cofinancing rate of the Youth Guarantee actions and the fact that the Spanish economy has entered a recovery phase. However, according to the interviewee of the Chamber of Commerce, the successful achievement of these objectives is highly dependent on the willingness of companies to hire YG candidates.

3.2. Implementation of the ESF interventions

ESF supported actions under Investment Priority 8.ii launched up to November 2015	None
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Ongoing activities

Given that ESF funded actions beyond YEI and under the Investment Priority 8.ii are a continuation of YEI funded activities for the YG from 2019 onwards, no actions have been launched by November 2015 .

Funding up to November 2015

No data available on allocated funding up to November 2015.

Outputs and results achieved up to November 2015

Not available yet.

¹⁶ Government of Spain, "Estrategia de Comunicación. Programa Operativo Empleo Juvenil", Madrid, 2015

4. Conclusions

The YEI is entirely dedicated to the implementation of the Youth Guarantee scheme (YG)¹⁷. The financial implementation of YEI funded actions started at the end of 2013 and YG activities have been launched in the past two years. These include provision of traineeships and apprenticeships, job and training mobility measures, start-up support for young entrepreneurs, quality vocational education and training courses, second chance programmes for early school leavers, professional advice, non-paid internships and employment subsidies to promote recruitment of the unemployed. ESF funds under Investment Priority 8.ii will be used to continue the implementation of YG activities after the YEI implementation period. YEI and ESF youth employment actions (i.e. YG activities) are intended to be particularly relevant because they are implemented across the entire country under a strategic framework and in a coordinated fashion. The YG provides a common framework and policy catalogue for the national government and the Autonomous Communities, which results in the alignment of objectives between all implementing bodies.

Despite the fact that some activities have already been launched, there is no data available to assess the progress made by the end of November 2015. This is due to the fact that (i) management systems for the YG and YEI have been significantly delayed and thus it is not possible to report funding up to November 2015 and that hence (ii) the system to collect participation, output and result data is not yet in place. Moreover, the target values of the YEI and ESF indicators under the OP are being redefined due to the recent change in the overall target population.

Major risks to the successful implementation of the YEI as expressed by the MA relate to the short implementation period and questions around institutional and infrastructure capacity to spend the required amount of funding in that period. Moreover, the heterogeneity of the Spanish NEET population and the implementation of personalised approaches set out in the OP are perceived as an added difficulty by the MA. Finally, according to the Chamber of Commerce, the successful implementation of the YG is linked to the willingness of companies to participate in the projects. The MA also suggested that achievement of results will partly depend on the economic outlook; hence targets set in the OP of sustained labour market engagement may be difficult to achieve.

¹⁷ Government of Spain, "Spanish National Youth Guarantee Implementation Plan", Madrid, 2013.

Updated evidence from the national evaluations

Type of evaluation: Interim process evaluation conducted by KPMG

Quality of the evaluation: Given the short implementation period, this is a qualitative evaluation of the implementation process. According to the evaluation report, the evaluation followed the methodological guidelines developed by DG Employment for this programme, as well as other national methodologies and criteria specially designed for the evaluation of the YEI.

Reference period for the evaluation: The evaluation covers activities under the YEI until December 2015.

Key findings from the evaluation:

- Young people wishing to participate in YEI activities need to register in the YG national system. However, at the moment it is not possible to differentiate the YG activities that will receive YEI funding from those that will not, as the projects that will eventually receive ESF-YEI funding have not yet been formally selected. Therefore, the findings relating to outputs, results and impact of the YEI to date actually correspond to the overall YG activities and may overestimate the actual YEI outputs and results. Furthermore, it is also not possible to distinguish between enrolled, registered and actual participants.¹⁸
- The number of registrations in the YG national system has considerably increased from 21,905 at the end of 2014 to 170,559 in 2015. Nevertheless, it is unclear how this number is established given that the evaluation mentions that it is not possible to distinguish accurately between enrolled, registered and participants. The noted increase has been attributed to a more effective communication campaign and the extension of the age criteria to also include young NEETs aged 25 – 29 in the target group.
- Men represent a higher share of registered young NEETs, despite national statistics showing that unemployment and inactivity has a higher incidence on women.
- There has been a progressive increase in the number of registered NEETs with low education levels.
- Regarding type of actions that took place until December 2015, most relate to second opportunity activities, labour market guidance and language and ICT trainings. However, there have been fewer than expected activities related to hiring incentives and internships and support and guidance on self-employment.
- At the moment there is no follow-up system to track the outcomes achieved by participants after the programme.

Updated information from the evaluation

Funding:

The national evaluation provides additional information on the financial implementation

¹⁸ Enrolled are those interested in participating, but whose eligibility has not yet been checked. Registered are those who enrolled and met the eligibility criteria (listed in Section 2.1) and participants are those who actually take part in a measure.

of the YEI. Half of the available YEI funding will be managed by the Autonomous Communities and the 50% remaining by the national government. Financial implementation of the YEI is still in an initial stage. The current amount committed and paid out to the Autonomous Communities is 12.25% (€115,598,755.11) of the initial available YEI funding and 10.5% (€104,974,190.03) to the national government.

It is also worth highlighting that for some Autonomous Communities it could be the case that YEI activities have already started programme activities but financial implementation has not.

Activities:

- The national evaluation confirms the types of ongoing activities and provides more detailed information about the *popularity* of each type of activity. Almost 40% of activities in 2014 were second chance programmes, followed by labour market guidance and orientation (22%) and language and ICT trainings (21%). Less popular were activities aimed at supporting and promoting self-employment (0.8%) and internships (1.2%). There is no information available regarding activities in 2015.
- The national evaluation confirms that no selection criteria for operations have been approved yet, but calls for proposals directly managed by the MA for specific projects have been launched and that some operations are being implemented to meet the YEI timeline. The MA and intermediary organisations have designed special legal mechanisms to allow the start of such operations. The national evaluation confirms the types of beneficiaries listed in the progress evaluation.

Outputs:

As mentioned earlier, it is currently not possible to distinguish between YEI registrations and YG registrations (some YG activities are not eligible for YEI funding). Furthermore, it is also not possible to distinguish between enrolled, registered and actual participants. Therefore, the findings relating to outputs to date actually correspond to the overall YG activities and may overestimate the YEI outputs and results.

- The national evaluation provides updated YEI output targets corresponding to the previous target group of young NEETs aged 16–25. These figures are different from the ones presented in the original OP, due to further methodological modifications to the target calculations. However, the presented figures are currently being revised to include young NEETs aged 25–29.

ID	Indicator	2023		
		Target value (total N)	Target value: Men (total N)	Target value: Women (total N)
ECO01	Unemployed, including long-term unemployed	750,844	397,947	352,897
ECO04	Inactive person, not in education or training	306,683	162,542	144,141
ECO09	Primary (ISCED 1) or lower secondary (ISCED	676,817	358,713	318,104

	2) education.			
ECO10	Lower secondary (ISCED 3) or upper secondary (ISCED 4)	243,232	128,913	114,319
ECO11	Tertiary education (ISCED 5-8)	116,328	61,654	54,674
ECO16	Participants with disabilities	19,236	10,195	9,041

- The number of registrations in the YG national system has considerably increased from 21,905 at the end of 2014 to 170,559 in 2015. Again, it is unclear how the evaluators obtained these figures as the evaluation mentions that it is not possible to accurately distinguish between enrolled, registered and participants.
- Men represent a higher share of registered young NEETs (53%), despite national statistics showing that unemployment and inactivity has a higher incidence on women.
- There has been a progressive increase in the number of registered NEETs with low education levels.
- The table below shows the progress made towards these targets (based on YG enrollment figures). Figures correspond to those enrolled until the 30/11/2015. Note that enrolment figures will be substantially higher than the number of actual participants.

ID	Indicator	2015					
		Total (N)	% of total target	Men (N)	Male participants (% of target)	Female (N)	Female % of target
ECO01	Unemployed, including long-term unemployed	121,096	16.1 %	70,235	17.6%	50,861	14.4%
ECO04	Inactive, out of education and/or training	49,463	16.1 %	29,677	18.3%	19,786	13.7%
ECO09	With primary education (ISCED 1) or lower secondary education (ISCED 2)	56,845	8.4%	34,107	9.5%	22,738	7.1%
ECO10	With upper secondary education	48,111	19.8 %	28,867	22.4%	19,244	16.8%

	(ISCED 3) or post-secondary non-tertiary education (ISCED 4)						
ECO1 1	With tertiary education (ISCED 5 - 8)	30,537	26.3 %	18,322	29.7%	12,215	22.3%
ECO1 6	Participants with disabilities	7,046	36.6 %	4,473	43.9%	2,573	28.5%

- The low participation rates of the most vulnerable groups may suggest that the communication campaign is not effective, according to the national evaluation. Therefore, significant efforts have been made to improve the reach of the communication campaign. Two measures have been put into practice to reach the excluded groups: i) collaboration with Third Sector organisations, such as NGOs working on social inclusion and ii.) open dialogue with the ILO to exchange good practice policies to boost registration. Further, a working group has been created, with the objective to improve and implement the necessary communication measures to improve the communication campaign of the programme.

Results:

No results data is available yet.

Learning around challenges and risks:

According to the national evaluation, the implementation of the YEI is not working to plan in several aspects (financially, regarding targets and milestones, etc). Reasons are:

- Delay in appointing a MA and selecting intermediary bodies;
- Delay in approving the selection criteria for operations;
- Lack of regulation of eligibility of expenses;
- Lack of communication between the MA and the intermediary bodies, especially due to an inefficient use of the YG national system and an unclear scheme for defining, compiling, registering and verifying indicators;
- Need of a monitoring mechanism to ensure the reliability/eligibility of costs before the approval of selection criteria for operations.

Mitigation actions have already been defined:

- Although selection criteria for operations have not been approved yet, the MA and intermediary bodies have set up a legal mechanism that allow intermediary bodies to start the implementation of YEI activities;

The MA has created various guideline documents to improve the communication and implementation of the YG national system.

Further challenges to implementation are:

- Lower than expected participation numbers, especially of the most vulnerable groups. This is due to an ineffective communication campaign and problems when crosschecking information with public employment services;
- Problems to distinguish YEI participants from YG participants in the YG national system database;
- Difficulties to follow and monitor participants' destinations when they leave the YG national system;
- Lack of a control group to perform a future impact evaluation of the programme;
- The monitoring and certification modules are currently under development due to the delay in the programming module.

Mitigation actions and current improvements are as follows:

- Progress towards improving the quality and completeness of participant data in the YG national system;
- Improved communication activities as well as collaborations with NGOs working on social inclusion to reach the most vulnerable groups.;
- New functionalities and improvements to the ESF 2014-2020 tool are expected, such as the generation of indicators and annual accounts, which will reduce the administrative burden for intermediaries and beneficiaries and improve communication with the Commission.

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Annex 1 The youth employment situation

Proportion and characteristics of NEET population in a country (age groups 15–24 and 25–29)

	NEET proportion in the respective age group (%)	NEET proportion by sex (%)		NEET proportion by education (%)		NEET proportion by labour market status (%)	
		Female	Male	ISCED11 Levels 0-2 ¹⁹	ISCED11 Levels 3-8 ²⁰	Unemployed	Inactive
AGE GROUP 15–24							
2013	18.6%	17.8%	19.4%	12.5%	6.1%	13.3%	5.4%
2014	17.1%	16.2%	18%	11.5%	5.6%	12%	5.2%
AGE GROUP 25-29							
2013	28.7%	17.8%	28.4%	16.1%	12.5%	22%	6.7%
2014	26.7%	16.2%	24.9%	14.9%	11.9%	20%	6.8%

Source: Eurostat yth_empl_160, yth_empl_150, accessed 24/10/2015

Proportion and characteristics of young unemployed in your country (age groups 15–24 and 25–29)

	Total youth unemployment rate (%)	Youth unemployment rate by sex (%)		Youth unemployment rate by education level (%)		
		Female	Male	ISCED11 Levels 0-2 ²¹	ISCED11 Levels 3-4 ²²	ISCED11 Levels 5-8 ²³
AGE GROUP 15–24						
2013	55.5%	54.6%	56.2%	62.6%	51.2%	43.6%
2014	53.2%	52.9%	53.4%	61.2%	49.8%	39.4%
AGE GROUP 25-29						
2013	33.3%	32%	34.5%	42.5%	31.8%	25.8%
2014	30.3%	30%	30.6%	39.3%	27.5%	24.2%

Source: Eurostat yth_empl_090, accessed 24/10/2015

¹⁹ Less than primary, primary and lower secondary education.

²⁰ Upper secondary, post-secondary non-tertiary and tertiary education.

²¹ Less than primary, primary and lower secondary education.

²² Upper secondary, post-secondary non-tertiary education

²³ Tertiary education

Annex 2 Expected outputs and results of the YEI and other ESF youth employment actions²⁴

Output indicators	Target values	Reference population of the output indicator (only where relevant)
Youth Employment Initiative:		
Number of participants who are unemployed, including long-term unemployed	759,637	
Number of inactive participants, not in education or training	295,414	
Number of participants with only primary or lower secondary education (ISCED 1 and 2)	648,856	
Number of participants with upper secondary or post-secondary non-tertiary education (ISCED 3 and 4)	221,561	
Number of participants with tertiary education (ISCED 5 – 8)	179,359	
Number of participants with disabilities	19,075	

Source: Updated Youth Employment OP

²⁴ The presented YEI target indicators correspond to the initial target population (NEETs aged 16 – 25). However, these are currently being revised due to the recent change in target population (NEETs aged 16 – 30). ESF target indicators are not presented due to the same reason. The MA will shortly release the new values.

Result indicators	8.2.1 - Activation of young people not occupied and not integrated into the education and training systems , by facilitating their incorporation into the labor market , education or training.		8.2.2 - Enhance employability and professional skills of young people not in employment, education or training .		8.2.3 - Increase entrepreneurship of young people not in employment, education or training as a means of access to the labor market through business creation .		8.2.4 - Increase indefinite hiring of young people not in employment, education or training, through the intermediation and economic incentives	
	Reference population of the result indicator (only for the result indicator targets expressed in %)	Target values (in %)	Reference population of the result indicator (only for the result indicator targets expressed in %)	Target values (in %)	Reference population of the result indicator (only for the result indicator targets expressed in %)	Target values (in %)	Reference population of the result indicator (only for the result indicator targets expressed in %)	Target values (in %)
Youth Employment Initiative:								
Unemployed participants who complete the YEI supported interventions	84	84	70	80	75	82	51	70
Unemployed participants who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving	63	70	23	30	23	30	35	50
Unemployed participants who are in education/training, gaining a qualification or in employment, including self-employment, upon leaving	39	46	70	80	40	51	35	46
Long-term unemployed participants who complete the YEI supported intervention	84	84	70	80	75	82	51	70
Long-term unemployed participants who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving	63	70	23	30	23	30	35	50

Long-term unemployed participants who are in education/training, gaining a qualification or are in employment, including self-employment, upon leaving	39	46	70	80	40	51	35	46
Inactive participants not in education or training who complete the YEI supported intervention	84	84	70	80	75	82	51	70
Inactive participants not in education or training who receive an offer of employment, continued education, apprenticeship or traineeship upon leaving	63	70	23	30	23	31	35	50
Inactive participants not in education or training who are in education/training, gaining a qualification, or are in employment, including self-employment, upon leaving	39	46	70	80	40	55	35	46
Participants in continued education, training programmes leading to a qualification, an apprenticeship or a traineeship six months after leaving	25	30	70	80	23	34	0	0
Participants in employment six months after leaving	25	40	31	39	29	33	44	56
Participants in self-employment six months after leaving	6	8	4	6	26	42	4	7

Source: Youth Employment OP

Annex 3 List of interviewees

Type of interviewee	Position	Organisation	Interview mode (face-to-face, Skype/ phone)	Date of interview
Managing authority	Deputy Director General	Ministry of Employment and Social Security – ESF Managing Unit (<i>Unidad administradora del Fondo Social Europeo</i>)	Phone	2015-10-29
Managing authority	Youth Guarantee Deputy Coordinator	Ministry of Employment and Social Security – ESF Managing Unit (<i>Unidad administradora del Fondo Social Europeo</i>)	Phone	2015-10-29
Implementing body	Training Director	Spanish Chamber of Commerce	Phone	2015-11-11
Implementing body	SEPE Financial Management Deputy Director	Public Employment Service (<i>Servicio Público de Empleo Estatal</i>)	E-mail	2015-11-26
Managing Authority	Deputy Director General of Social Economy and RSE (in charge of ESF programming and internal evaluation)	Ministry of Employment and Social Security – ESF Managing Unit (<i>Unidad administradora del Fondo Social Europeo</i>)	Phone	2015-11-02

Annex 4 Pre-financing

Concept	Amount (€)	
Initial Prefinancing 2014 (1,5%)	14.152.444,73	
Initial Prefinancing 2015 (1%)	9.434.963,15	
Additional Prefinancing	273.613.931,35	283.048.894,50
TOTAL	297.201.339,23	

Source: as provided by Managing Authority

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