



# **European Network of Public Employment Services**

## **Trends in PES**

### **Assessment Report on PES Capacity 2022**

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## **Assessment report on PES Capacity**

### **2022**

The European Network of Public Employment Services was created following a Decision of the European Parliament and Council in June 2014, amended in 2020. Its objective is to reinforce PES capacity, effectiveness and efficiency. This activity has been developed within the work programme of the European PES Network. For further information: <http://ec.europa.eu/social/PESNetwork>.

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**ABBREVIATIONS**

<b>ALMP</b>	Active Labour Market Policy
<b>BL</b>	Benchlearning
<b>DG EMPL</b>	Directorate General Employment, Social Affairs and Inclusion
<b>EaSI</b>	European Programme for Employment and Social Innovation
<b>EC</b>	European Commission
<b>ESF</b>	European Social Fund
<b>FTE</b>	Full-Time Equivalents
<b>GMI</b>	Guaranteed Minimum Income (scheme)
<b>HRD</b>	Human Resource Development
<b>IB</b>	Intermediate Body (ESF)
<b>ICT</b>	Information and Communication Technology
<b>LMP</b>	Labour Market Policy
<b>LTU</b>	Long-term unemployed
<b>MA</b>	Managing Authority (ESF)
<b>NEET</b>	Young person who is Not in Education, Employment, or Training
<b>NRRP</b>	National Recovery and Resilience Plan
<b>OP</b>	Operation Programme
<b>PES</b>	Public Employment Service(s)
<b>PrES</b>	Private Employment Services
<b>SMEs</b>	Small and medium-size enterprises
<b>UB</b>	Unemployment Benefit
<b>UI</b>	Unemployment Insurance

## EXECUTIVE SUMMARY

### INTRODUCTION

This report aims to monitor the situation of PES, notably in terms of their institutional setting, their internal resources, the active labour market services and policies they offer, as well as their strategic objectives and targets. This year, specific information was collected on the cooperation of PES with municipalities and how PES use outsourcing to work with other actors in the labour market ecosystem. Two more important additional topics this year are the impact of the pandemic (continuing from the 2021 report) and the support PES provide to jobseekers from Ukraine. This report, together with the complementary report on monitoring the implementation of the Council Recommendation on long-term unemployed (LTU)<sup>1</sup>, provides an information base to support the work of the European Network of PES<sup>2</sup>.

This present paper is the eighth annual report published on PES Capacity. It is principally based on 32 questionnaire responses received from European PES during July and August 2022. The Liechtenstein PES became a member of the Network in 2021 and participated for the first time in this survey. The report also uses the data collected in previous years, as well as data obtained during the annual PES Benchmarking Data Collection exercise. The latter this year covers all Network members except Liechtenstein.

### PES ENVIRONMENT IN 2022

#### Change upon change for PES to deal with

The period this report covers saw continuous changes. While the impact of the pandemic on the labour markets was still being felt, PES were facing the challenges surrounding the recovery. Labour and skills shortages replaced the threat of massive unemployment and business closures. On top of this, PES were given a key role in supporting the influx of Ukrainians fleeing the war imposed upon them. At the same time, PES were able to further develop the digitalisation of their services and work processes building on the experience gained during the pandemic.

#### Mounting labour shortages while long-term unemployment keeps rising

While recent years saw the pandemic cause the number of registered unemployed to rise in all PES, the vast majority of PES were confronted with decreasing numbers of unemployed jobseekers between 2020 and 2021. The opposite occurred with regard to vacancies that went from decreasing to increasing in 2021 compared to 2020. Young registered unemployed were clearly profiting from the recovery with their number decreasing (-10.3%). The climb in the number of older unemployed levelled at a 0.9% increase. However, the number of long-term unemployed has risen again since 2020 by no less than 16.3%.

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<sup>1</sup> <https://ec.europa.eu/social/BlobServlet?docId=26204&langId=en>

<sup>2</sup> In May 2014, the European Council and the European Parliament published a Decision that led to the creation of the European Network of Public Employment Services in June of that year. This formalised the long-standing co-operation between Public Employment Services (PES) in Europe, going back to 1998. This network is made up of 31 EU/EEA PES organisations (comprising 27 national PES, the three separate services in Belgium and one each from Iceland and Norway). Within this network, a number of working groups have been established to pursue different themes of interest to the Heads of Public Employment Services (HoPES). A new Decision amended the 2014 one and was published on 30 November 2020. It is available at <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1606741261195&uri=CELEX%3A32020D1782>.

## **PES ORGANISATION AND SERVICE DELIVERY**

### **Digital service delivery becoming a permanent feature**

PES across Europe continued the development and introduction of digital services, even if the situation made returning to face-to-face contact possible. These services were initiated by 11 PES and were accelerated by 20 PES. Digitalisation occurred in basic services such as registration and in the delivery of counselling and training, among other areas. Many PES organisations developed digital platforms, websites and apps for smartphones and tablets to deliver digital services. Internal roles and work processes were adjusted to reflect the changes brought about by the delivery systems.

### **Co-operation with municipalities standard practice across the Network**

In some countries, municipalities have a responsibility of their own role in providing employment services. In all countries municipalities deliver social and other services that are important for PES to reach and support particular client groups. A total of 27 PES are engaged in one or more specific forms of co-operation. This co-operation is sought in particular when implementing services, especially when dealing with vulnerable, hard-to-place groups. When collaborating with municipalities, some two-thirds of the PES share office space with them. Co-operation is done ad hoc or formalised for specific programmes, but municipalities are also structurally involved in decision-making on employment policies in some countries.

### **Outsourcing commonly used, especially for specific expertise or qualifications**

Three quarters of the PES use outsourcing when organising the implementation of their tasks. The main reason for outsourcing is a lack of specific expertise or qualifications in PES, typically related to the provision of services for target groups facing specific or multiple barriers. The activity most often outsourced is training, followed by counselling, coaching and accompaniment. When outsourcing, PES typically do so to the private sector, including non-profit businesses and NGOs. Cost-reimbursement contracts are somewhat more commonly used than fixed-price or payment-by-results contracts.

## **PES RESOURCES**

### **Benefit expenses lower, otherwise PES spending somewhat higher in 2021**

PES overall expenditure without benefits and pro forma expenses increased somewhat again, by 2.1% between 2020 and 2021 for most of the 16 PES for which this information is available for the entire period. Only three PES saw their expenditure decline during this period.

Whilst last year expenditure on ALMPs caused the increase, in 2021, expenditure on staff training was responsible, increasing by 37.0%. It should be noted, however, that staff training expenditure fell by 42.3% from 2019 to 2020. Expenditure on benefits typically decreased during this period.

### **Human resources in PES under pressure**

The development of human resources does not match these financial developments. More than half of the PES saw their staff numbers decrease between April 2021 and April 2022. Collectively, the total number of staff employed by these PES, measured in Full-Time Equivalents (FTE), decreased somewhat between April 2021 and April 2022 (-0.7%). This is in sharp contrast with the almost 9% increase in the previous year, but in line with the trend

in the earlier period from 2016 to 2020<sup>3</sup>. Furthermore, more than 60% of PES reported higher turnover rates for 2021 than for 2020.

The deployment of staff in 2021 was still affected by the pandemic, but at the same time, PES were preparing for the recovery and carrying out more general restructuring operations. During 2022, positions related to the pandemic are likely to end, which are expected to change the deployment of the staff concerned but also further decrease staff numbers.

### **PES further amplified the accessibility of measures**

While PES did not introduce as many new interventions as last year, they did again make more amendments to existing interventions. New measures introduced in 2021 more often combine different forms of support and predominantly offer client services, training and employment services. At least 16% of the new measures had a notable connection to the pandemic and/or recovery strategies. Changes in existing interventions mostly aimed to make measures more accessible by widening eligibility.

## **PES STRATEGIES AND PRIORITIES**

### **Efficiency as well as quality incorporated in PES strategies for 2022**

Besides external objectives for clients and the labour market, 18 PES included internal objectives and targets in their strategies for 2022. They relate to the efficiency of work processes, with digitalisation as a related objective. PES formulated targets regarding the tracking and improving the quality of their services, which is important as efficiency without attention to quality is likely to generate unwanted effects. Some 4 out of 10 PES expect that their objectives and targets for this year will be affected by the situation in the Ukraine and the influx of displaced people covered by the EU temporary protection mechanism.

### **PES strengthen ties and collaboration with employers**

The pandemic reinforced the relationship between PES and employers. About half of the PES involved employers in the development of recovery plans, especially when these concerned specific sectors or the placement of (specific groups of) jobseekers. Involvement in recovery plans ranges from consultation to real bipartite or tripartite decision-making.

The pandemic had an important impact on the services to employers. This affected the service delivery and, to a lesser extent, the content of these services. Above all, the pandemic drove PES to reach out to employers more than before. Reaching out received a boost on the one hand due to the need to develop digital services and on the other hand from the role that part of the PES played in implementing measures dealing with the impact of the pandemic. Furthermore, almost 6 out of 10 PES increased the intensity of their interaction with employers, and almost half of the PES increased co-operation with employers in the development of services.

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<sup>3</sup> Information on the long-term development of total staff numbers is available for 25 European PES.

## 1. INTRODUCTION

This report provides an overview and analysis of the main trends in the development of Public Employment Services (PES) linked to the various aspects of PES capacity and the services PES offers to its clients. This report, together with the complementary report on monitoring the implementation of the Council Recommendation on long-term unemployed (LTU)<sup>4</sup>, provides an information base to support the work of the European Network of PES<sup>5</sup>.

This present paper is the eighth annual report published on PES Capacity. It is principally based on 32 questionnaire responses received from European PES during July and August 2022. The Liechtenstein PES became a member of the Network in 2021 and participated for the first time in this survey. The report also uses the data collected in previous years, as well as data obtained during the annual PES Benchmarking Data Collection exercise. The latter this year covers all Network members except Liechtenstein. In countries with a strongly decentralised structure, the national PES supplied as much information as possible, although the amount of information these countries were able to provide was inherently limited.

The report aims to monitor the situation of PES, notably in terms of their institutional setting, their internal resources, the active labour market services and policies they offer, as well as their strategic objectives and targets. This year, specific information was collected on the cooperation of PES with municipalities and how PES use outsourcing to work with other actors in the labour market ecosystem. Two more important additional topics this year are the impact of the pandemic (as in the 2021 report) and the support PES provide to jobseekers from Ukraine.

This report begins with a description of the institutional setup of PES (Chapter 2), followed by a discussion of key trends in the environment in which PES operate (Chapter 3). Chapter 4 then examines the available PES resources and how those resources are deployed, as well as how the PES organise their work. Chapter 5 concentrates on the services offered to clients by the PES, in particular the active labour market policies (ALMPs) they use. The final chapter summarises the strategic objectives and the key targets set for 2021 and discusses some of the implications of COVID-19 and the war in Ukraine, and how these have affected PES.

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<sup>4</sup> <https://ec.europa.eu/social/BlobServlet?docId=26204&langId=en>

<sup>5</sup> In May 2014, the European Council and the European Parliament published a Decision that led to the creation of the European Network of Public Employment Services in June of that year. This formalised the long-standing co-operation between Public Employment Services (PES) in Europe, going back to 1998. This network is made up of 31 EU/EEA PES organisations (comprising 27 national PES, the three separate services in Belgium and one each from Iceland and Norway). Within this network, a number of working groups have been established to pursue different themes of interest to the Heads of Public Employment Services (HoPES). A new Decision amended the 2014 one and was published on 30 November 2020. It is available at <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1606741261195&uri=CELEX%3A32020D1782>.

## 2. DEVELOPMENTS IN SUPPLY AND DEMAND

### Main messages

- Labour markets are tightening, with
- Decreasing numbers of unemployed registered at PES, and
- Increasing numbers of registered vacancies.

This chapter focuses on unemployed jobseekers registered with their PES<sup>6</sup>. It relies on the data of the registered unemployed provided by PES during the annual PES Benchlearning Data Collection process. The figures of the registered unemployed show the annual average of the 'stock' of the unemployed registered with the PES at the end of each month during that year who are available for the labour market and who are, or who should be, looking for a job, excluding those on any active labour market measure<sup>7</sup>.

Whereas last year, COVID-19 and the measures taken by governments to combat the virus caused the **number of registered unemployed** to rise in all PES, the vast majority of PES were this year confronted by decreasing numbers. The *overall* decrease<sup>8</sup> compared to the previous year amounted to -6.3%, while the unweighted *average* decrease<sup>9</sup> in the PES concerned amounted to -11.6%. While the overall change depicts the situation for the EU citizens as a whole, the average change summarises the development of the context for individual PES.

The average decrease is much more pronounced than the overall decrease. The overall decrease of the number of unemployed reflects in particular the developments in bigger countries, with automatically larger numbers of unemployed. The average, on the other hand, is influenced to the same extent by each country. Therefore the impact of strong shrinkages in several smaller countries including Iceland (-34.2%), Malta (-45.4%), Norway (-26.9%), as well as Belgium VDAB, Bulgaria, Cyprus and Sweden (all approximately 21 to 25%) has a strong impact on the average development.

**Table 1. Developments in the number of registered unemployed, 2014-2021**

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
<b>Number of PES with increasing numbers</b>	5	5	1	3	6	31	6
<b>Number of PES with decreasing numbers</b>	25	25	29	27	24	0	25
<b>Overall percentage change (all registered unemployed)</b>	-4.3%	-5.8%	-7.6%	-7.1%	-3.9%	16.2%	-6.3%

<sup>6</sup> No information was available for Italy and Liechtenstein.

<sup>7</sup> This definition differs slightly from the one for job-seeking clients used in the data in reports before 2019. Before 2019, data were collected through the PES Capacity survey. In the questionnaire, the definition of job-seeking clients included participants in ALMPs (except Eurostat LMP categories 5-7) and the figures in principle reflected the situation at the end of April. Furthermore, the number of PES responding to this question in the annual Benchlearning Data Collection tends to be somewhat higher than the number of PES responding to the survey.

<sup>8</sup> I.e. the total of all PES clients in those countries where the PES responded to this question.

<sup>9</sup> Unweighted average of the individual PES changes. All averages in this report are unweighted averages.

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
<b>Unweighted average percentage change per PES</b>	-6.2%	-7.9%	-10.5%	-10.4%	-3.2%	37.0%	-11.6%

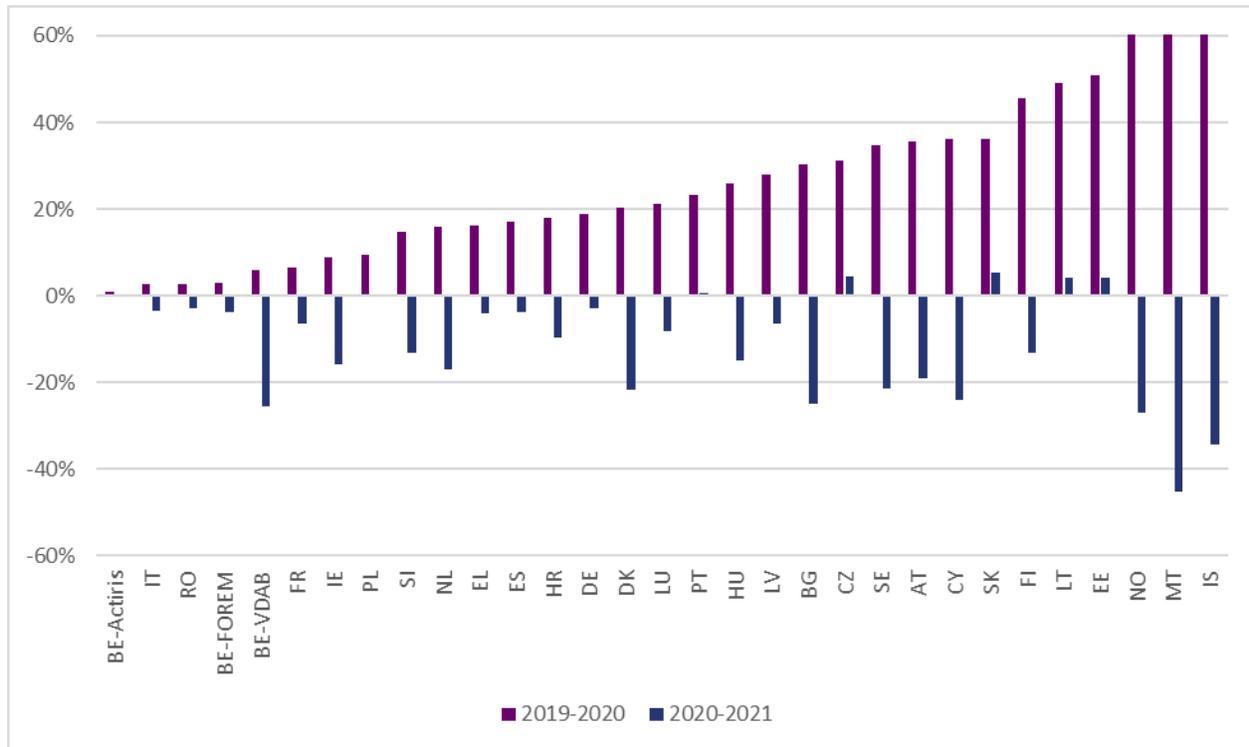
Source: Annual PES Benchlearning Data Collection.

Note: Average monthly 'stock' of the registered unemployed compared on an annual basis, who are available for the labour market and who are, or who should be, looking for a job, excluding those on an active labour market measure. No data are available for IT and LI.

Figure 1 below shows the situation for the individual PES. The three PES with extreme decreases between 2020 and 2021 were also the three PES that experienced a massive influx of registered unemployed the year before. Similarly, the three PES with relatively small decreases this year saw relatively small increases between 2019 and 2020. Overall, the pandemic clearly influenced such fluctuations.

In countries where the number of registered unemployed was already increasing in 2019 compared to 2018, this trend continued in 2020. Countries in which unemployment was still decreasing in 2019 all saw these numbers increase in 2020. The size of the former decrease had no significant influence on the severity of the impact of the crisis.

**Figure 1. Percentage change in the number of registered unemployed, from 2019 to 2020 and from 2020 to 2021, with PES ordered by change in the 2019-2020 period**

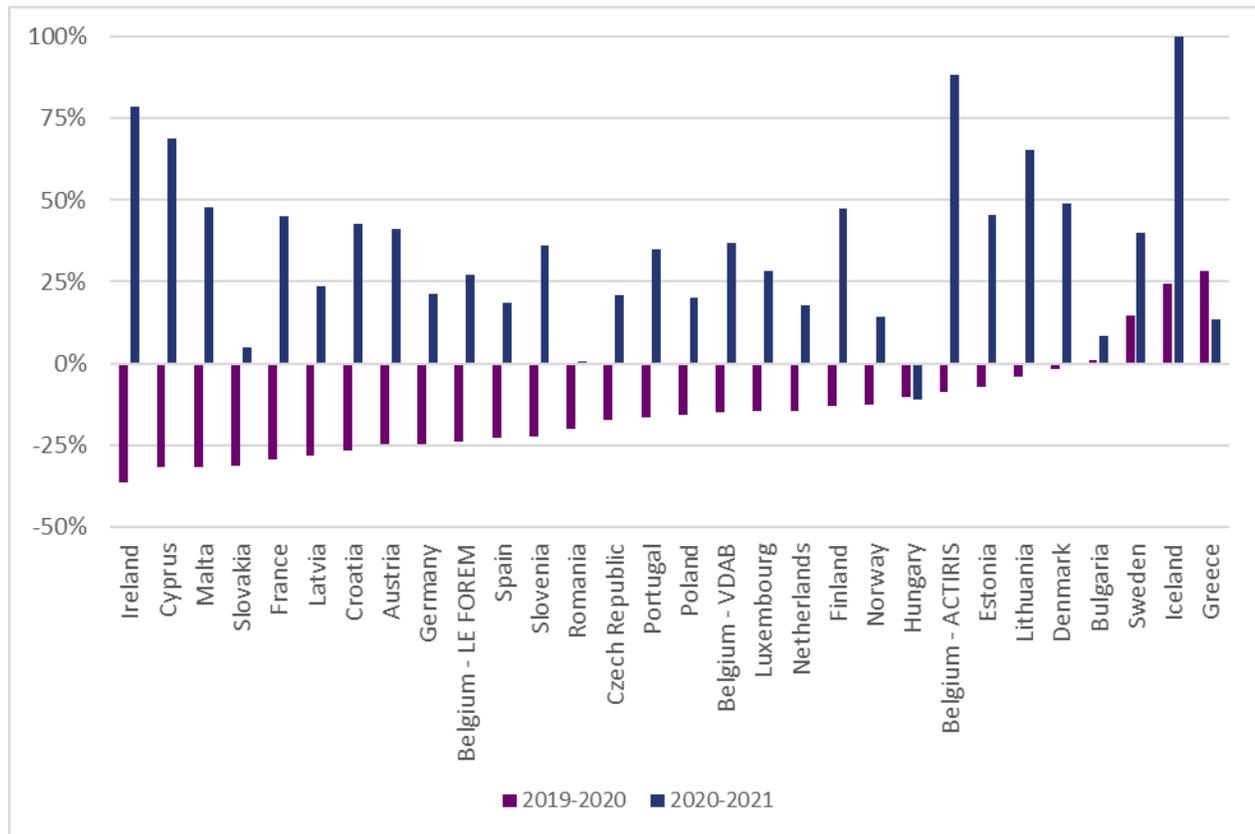


Source: Annual PES Benchlearning Data Collection.

Note: Average monthly 'stock' of the registered unemployed compared on an annual basis, who are available for the labour market and who are, or who should be, looking for a job, excluding those on an active labour market measure. Data for 30 PES, no or insufficient information for IT and LI. The bars for three PES with extreme outlier values (NO, MT and IS) have been capped at 60%.

While virtually all PES saw the **number of vacancies registered** with them decrease in 2020, this changed in 2021 with growing numbers being registered in all PES except one (HU). Overall, the number of PES registered vacancies increased by 13.8% in 2020<sup>10</sup>, more or less making up for the 12% decrease the previous year. Figure 2 below shows that the intensity of the increase is only partly correlated with the situation in the previous year and in particular not for PES with very small decreases or increases between 2019 and 2020.

**Figure 2. Percentage change in the number of registered vacancies, from 2019 to 2020 and from 2020 to 2021, with PES ordered by change in the 2019-2020 period**



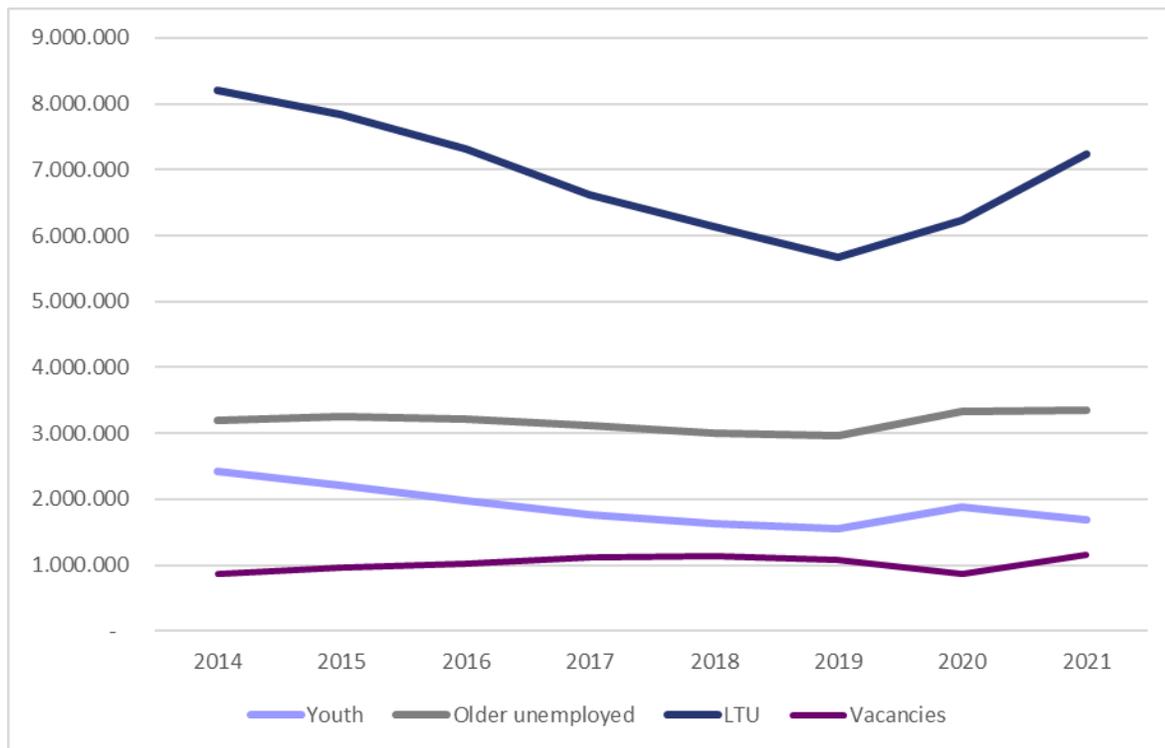
Note: 30 PES - no or insufficient information for IT and LI. The bar with an extreme outlier value (IS) has been capped at 100.0%.

Source: Annual PES Benchlearning Data Collection.

The trend break observed in the previous report continued for vacancies in 2021, but not for all target groups. Vacancies rose further in 2021, by 32.7% compared to 2020. Young registered unemployed were clearly profiting from the recovery with the number decreasing (-10.3%). The climb in the number of older unemployed was flattening out with a 0.9% increase. However, the number of long-term unemployed sharply rose again since 2020, by no less than 16.3%. (See Figure 3).

<sup>10</sup> For 30 PES, no or insufficient information was available for Italy and Liechtenstein.

**Figure 3. Number of registered unemployed by target groups and vacancies reported to PES, 2014-2021**



Source: Annual PES Benchmarking Data Collection.

Note: Based on the data for 23 PES – no or insufficient information is available for CY, EL, IS, IE, IT, LI, NL, NO and RO.

### 3. INSTITUTIONAL CHARACTERISTICS

#### Main messages

- Legal status, task and responsibilities remained more or less unchanged.
- Digital service delivery is being further strengthened and altering work processes.
- Co-operation with municipalities as well as outsourcing to private actors has become

#### 3.1. Introduction

This chapter analyses key features of the way PES are organised internally and how they organise their work. As the scope of PES responsibilities as well as their legal embedment differs between countries, the chapter starts with a description of their current tasks and responsibilities, followed by their organisational structures. The next section describes trends in PES work processes. PES are also a key player in the labour market ecosystem of their country. The two final sections therefore discuss their relationship with municipalities and their use of outsourcing to other labour market actors.

### 3.2. Organisational structure

The way employment services are organised in a country is one of the determinants of the operational autonomy of PES. This structure is characterised by the degree of formal independence and the degree of decentralisation of PES responsibilities in a country.

The vast majority of PES (21 out of 32) are **independent public institutions**. This means that they may be supervised by (but are not part of) a Ministry. The classification of their legal status was done in close consultation with the PES, as definitions and the use of terms such as 'independent' or 'legal entity' are very dependent on the national legislation. Important distinguishing features in this respect include that the PES is not a department or Directorate-General of a Ministry and that it has its own director or governing board. The fact that the PES is placed 'under the authority of' or is 'supervised by' a Ministry does not detract from this classification. Another three PES are also independent institutions, but in their country they are not responsible for the local (Denmark and the Netherlands) or regional (Italy) level. Local or regional authorities are responsible for PES at that level.

PES that are **part of a governmental organisation** differ in respect to the involvement of regional and local authorities. In six countries, the PES is an integral part of the national Ministry responsible for employment affairs. The Liechtenstein PES (Arbeitsmarkt Service Liechtenstein - AMS FL) is an example of this type. The PES is a division of the Labour Department of the Office of National Economy (Amt für Volkswirtschaft). The Office of National Economy is subject to the authority of the Ministry of the Interior, Economy and the Environment. Following a reorganisation due to the latest national elections in Hungary, the Ministry for Technology and Industry (MoTI) is now responsible for Employment policy and PES management (previously this was the Ministry of Innovation and Technology - MoIT). Furthermore, since February 2021, a new legislation environment has been built around the national PES ALMPs (Government Decree 100/2021 [27.II.] on services and aids to promote employment).

In two further countries, the national (federal) PES is integrated into the national Ministry, while the regional PES are under the authority of regional governments.

**Table 2. Legal statuses of PES in 2022**

Status	No	PES
Independent public institution with Managing Board	21	AT, BE-Actiris, BE-FOREM, BE-VDAB, BG, DE, EE, EL, FR, HR, IS, LT, LU, LV, MT, NO, PT, RO, SE, SI and SK.
Independent public institution as above, but with local or regional authorities being responsible at their respective administrative level	3	DK, IT and NL.
Integrated into the responsible Ministry (national, regional and local PES units are all part of this Ministry)	6	CY, CZ, FI, HU, IE and LI.
Integrated into the responsible Ministry at the national level, but with PES regional organisations operating under the authority of Regional Governments	2	ES and PL.

Source: responses to PES Capacity Questionnaire, 2022.

### 3.3. Tasks and responsibilities

Compared to 2021, the **responsibilities assigned to PES** underwent minimal changes. Some small modifications reported by PES are included in footnotes below Table 1. One amendment was applied, namely the partial instead of full responsibility for unemployment benefits of the French PES. Pôle emploi is responsible for assessing benefit claims and the payment of benefits to jobseekers, while the association that manages unemployment insurance (Unédic) is responsible for the actual implementation and funding.

Table 1 below shows the responsibilities PES possess. The classification of responsibilities was developed in consultation with a PES reference group in 2018. In subsequent years further responsibilities were added, including the information collected last year on career advice that has been added as column 12b.

#### Box 1. Classification of duties in Table 1

1. *'Individualised paths': the implementation of services offering tailored ('individualised') assistance (for example intensive counselling and guidance, and job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-) employment (cf. services as in Eurostat LMP database Category 1.1.2).*
2. *ALMPs: the implementation of ALMP measures (any measures within Eurostat LMP database cats. 2-7) financed by national funds or co-funding from the European Social Fund (ESF).*
3. *Unemployment benefits: the administration of the national unemployment benefit (UB) scheme (the handling of UB claims, payments, financial planning and reporting, etc.).*
4. *Training centre: managing training centre(s) for jobseekers (training centres that are an integral part of the PES).*
5. *Licensing and supervising private employment agencies (PrES).*
6. *Apprenticeship places: the notification of apprenticeship places and the placement of apprenticeship candidates.*
7. *Work permits: issuing work permits for third-country nationals (for example approving and issuing applications, keeping records, reporting, etc.).*
8. *8a. Acting as the Managing Authority (MA) for ESF, 8b. Acting as Intermediate Body (IB) for ESF.*
9. *Social allowances: the administration of social types of allowances (for example child allowances for Unemployment Benefit recipients).*
10. *Disability benefits: the administration of benefits for people with disabilities or handicaps.*
11. *The approval of layoffs made by employers.*
12. *12a Career advice and guidance for young people still in education, 12b Career advice and guidance to adult benefit recipients, vulnerable groups, jobseekers, clients or adults in general.*

Table 3. PES responsibilities\* in 2022

	1: Individual paths'	2: ALMPs	3: Unemployment benefits	4: Training centre	5: PrES	6: Apprentice places	7: Work permits	8a: ESF-MA	8b: ESF-IB	9: Social allowances	10: Disability benefits	11: Lay-offs	12a: Career advise youth	12b: Career advice - adults
<b>AT</b>	P	F	P	F	No	P	F	No	No	P	P	P	P	F
<b>BE-ACTIRIS</b>	F	P	No	No	No	P	No	F**	No	No	No	No	P	P
<b>BE-FOREM</b>	F	P	No	F	No	No	No	No	F	No	No	No	No	P
<b>BE-VDAB</b>	F	P	No	F	No	P	No	No	F	No	P	No	P	F
<b>BG</b>	F	F	No	No	F	P	F	No	No	No	No	P	P	P
<b>CY</b>	F	P	No	No	F	P	F	No	F	No	No	No	No	F
<b>CZ</b>	F	F	F	F	P	F	P	No	F	F	F	No	F	P
<b>DE</b>	F	F	F	No	P	P	P	No	F	P**	P	F	P	F
<b>DK</b>	F	P	No	P	F	P	No	No	No	P	No	No	No	P
<b>EE</b>	F	F	F	No	No	No	P	No	F	No	P	P	F	F
<b>EL</b>	F	F	F	F	No	F	No	No	F	P	No	No	No	F
<b>ES</b>	F	F	P	F	F	P	No	No	F	No	No	No	P	F
<b>FI</b>	F	F	No	No	No	F	P	F	No	No	No	No	No	F
<b>FR</b>	F	P	P	No	P	P	No	No	F	No	No	No	P	F
<b>HR</b>	F	F	F	No	No	No	No	No	F	No	No	P	P	P

Source: responses to PES Capacity Questionnaires, 2018 to 2022.

\*F=fully, P=partly (for some tasks, other institutions are exclusively or jointly responsible), No= not responsible, n/a = information not available. For the classification of responsibilities see text box 1.

\*\* Notes on individual PES:

- **BE-Actiris.** As soon as the new ESF+ programming period will begin (expectedly autumn 2022) the cabinet of the regional minister for employment will be acting as managing authority for the ESF+. However, the cabinet will delegate most of the operational management of the ESF operational programme to Actiris.
- **DE:** the PES is partly responsible for this task, namely when classified as an allowance in accordance with §149 No. 1 SGB III (concerning UB). In this case, clients with children receive a higher unemployment benefit. An increased benefit for customers with children is also provided for short-time work allowance.
- **PT:** The PES also holds joint responsibility for managing a network of 24 jointly managed Vocational Training Centres established under protocol agreements concluded between the PES and the social partners.

Table 4. PES responsibilities\* in 2022 (continued)

	1: Individual paths'	2: ALMPs	3: Unemployment benefits	4: Training centre	5: PrES	6: Apprentice places	7: Work permits	8a: ESF-MA	8b: ESF-IB	9: Social allowances	10: Disability benefits	11: Lay-offs	12a: Career advise youth	12b: Career advice - adults
<b>HU</b>	F	F	F	No	F	No	No	No	F	No	No	F	P	P
<b>IE</b>	F	F	F	No	No	No	No	No	n/a	F	F	No	P	F
<b>IS</b>	F	F	F	No	P	No	F	n/a	n/a	P	No	No	No	F
<b>IT</b>	F	F	No	No	F	No	P	F	n/a	No	No	No	P	n/a
<b>LI</b>	P	F	No	No	F	No	No	No	No	No	No	No	No	No
<b>LT</b>	F	F	No	No	P	P	F	No	No	No	No	No	P	P
<b>LU</b>	F	F	F	No	No	F	P	No	No	No	P	P	P	P
<b>LV</b>	P	F	No	No	F	No	No	No	F	No	No	F	P	F
<b>MT</b>	F	F	No	P	No	No	P	No	F	No	No	No	No	F
<b>NL</b>	P	P	No	No	No	P	F	No	No	No	No	P	No	No
<b>NO</b>	F	F	F	F	No	No	No	n/a	n/a	F	F	No	No	No
<b>PL</b>	F	F	F	No	P	P	P	No	F	No	No	P	P	F
<b>PT</b>	F	P	P	F**	F	P	No	No	F	No	No	No	No	F
<b>RO</b>	F	F	F	F	F	F	No	No	No	No	No	No	P	F
<b>SE</b>	F	F	No	No	No	P	No	No	No	P	No	P	No	P
<b>SI</b>	F	F	F	No	No	P	F	No	No	No	No	P	P	F
<b>SK</b>	F	F	No	No	P	No	P	No	n/a	F	F	P	P	F

Source: responses to PES Capacity Questionnaires, 2018 to 2022.

\*F=fully, P=partly (for some tasks, other institutions are exclusively or jointly responsible), No= not responsible, n/a = information not available. For the classification of responsibilities see text box 1.

\*\* Notes on individual PES:

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- **DE:** the PES is partly responsible for this task, namely when classified as an allowance in accordance with §149 No. 1 SGB III (concerning UB). In this case, clients with children receive a higher unemployment benefit. An increased benefit for customers with children is also provided for short-time work allowance.
- **PT:** The PES also holds joint responsibility for managing a network of 24 jointly managed Vocational Training Centres established under protocol agreements concluded between the PES and the social partners.

### 3.4. Main trends in PES work processes

Last year's report showed a major impact of the pandemic on the **development and introduction of digital services** in PES. No less than 11 PES initiated and 20 PES accelerated such strategies. Although not specifically asked, several PES reported further developments in this area in 2021. Some PES, such as in Latvia, resumed face-to-face consultations with registered clients in 2021 once the situation allowed this. On the other hand, other PES are taking advantage of the knowledge they acquired in using e-services.

The Swedish PES had already extended its services via phone, online chat, and additional digital services on its website in 2019. Arbetsförmedlingen's strategy now expresses the ambition to offer 'digital first' customer flows. In response to the pandemic, Slovakia first changed its legislation to allow submitting applications for inclusion in the register of jobseekers by post and is now gradually introducing the digitalisation of applications. Similarly, the Cypriot PES replaced the automatic registrations and renewals of registrations of unemployment by digitalised procedures through the technically upgraded online platform of the PES.

Other functionalities that have been digitalised include e-learning systems, such as those introduced in the Apprenticeship Vocational Schools in Greece, or the social benefit procedures in the same country. Delivering such services necessitates the existence of platforms bridging the distance between PES and clients, as exemplified by the example from Greece in the text box below.

#### Box 2. Digital platforms as vehicles for digital service delivery-Greece

The digital transition of the Greek PES (DYPA, formerly OAED) involved delivering enhanced online services through new digital platforms. Such platforms were developed with a view to minimise in-person visits at the local PES. The myDYPALive (formerly myOAEDlive) platform was developed to schedule online appointments and online counselling for jobseekers and employers. The PES also developed myDYPAapp (formerly myOAEDapp), providing more than 40 online services to users of smartphones and tablet computers. The PES also makes use of gov.gr, the central government online portal providing a large number of services to citizens (40) and businesses (17). The PES noted a significant impact of digitalisation on the reduction of red tape and enhancement of control/check processes thanks to the interoperability of DYPA's Information System with those of other public organisations.

However, a successful operation of digital tools and platforms requires PES to develop **strategies to ensure that staff and clients are able to operate in this digital environment**. This concerns internal roles and work processes, material investments, tailoring the use of digital tools to various client groups and situations, as well as training. These accompanying strategies are illustrated by the case of the Cypriot PES. The example also points to the advantages of involving staff in these processes.

**Box 3. Accompanying strategies needed when implementing digitalisation – Cyprus**

Online registration and support are not suitable for everyone, so a **balance between online and face-to-face** must be defined. In Cyprus, a jobseeker with an active registration in the PES digital platform is allowed to renew it twice (every 24-28 days). However, every third-time renewal is only possible after a physical visit to a PES Office and an interview with a PES counsellor. Furthermore, vulnerable groups of unemployed can still participate in the individualised counselling approach and receive professional guidance and counselling by employment counsellors.

The digital transformation of the PES also creates a need for **defining new roles and responsibilities** for the frontline officers and employment counsellors, for providing **training to staff and clients** as well as for **acquiring new equipment**, such as cameras, laptops, etc. to enable the remote provision of tailor-made services. It also requires **promotion and guidance materials**. For the smooth transition to digital services, the Cypriot PES promoted the production of informative leaflets in Greek, English and French as well as online user-friendly videos and media (TV, Radio and online) advertisements explaining to the jobseekers how to use the online platform and thus facilitating the implementation of these procedures. Even more, the self-service sections in all PES offices have been upgraded with new equipment and computers and are staffed with employment counsellors who provide guidance to jobseekers who need assistance.

Furthermore, several **ad-hoc IT system changes/modifications** were made to facilitate the operation of the CY PES Candidate Placement System (CPS) and the platform, improving the transformation of services into digital ones. Most of the changes have been suggested by the PES employees during the regular meetings with their supervisor and have been discussed in the management team meetings.

Finally, the introduction of new technologies has important **implications for the work processes within PES**. The digitalisation of services in particular has a direct impact on the communication with clients and the administrative processing of what occurs and is agreed during these interactions. In Bulgaria, 26 labour offices are experimenting with working only with an electronic action plan without duplicating it on paper. Following a series of digitalisation actions, the agency conducted a review of its work processes and updated all its procedures and instructions for staff that were affected by the digitalisation.

**Box 4. Adapting work processes to new technologies – Bulgaria**

The Bulgarian PES introduced new technologies covering a variety of PES activities: electronic communication with jobseekers; the provision of specialised consulting services for jobseekers and employers; individual employment mediation for jobseekers; the provision of specialised labour mediation for employers and the creation of teams to work with employers; and the individual approach when working with employers.

To enable its staff to deal with this new digital environment, the PES systemised and updated work instructions for staff. This included a new procedure known as "Employment Mediation", taking account of the current situation of the labour market, as well as 11 new instructions, including topics such as "Transfer, termination and restoration of registration", "Consultation and mentoring after starting work", "Family work consultant", "Work of labour mediators - Roma mediators in local offices", "Individual support from a case manager" and "Partnership and Stakeholder Management".

**3.5. Co-operation with municipalities**

*3.5.1. Overview*

Regardless of whether PES have their own local representatives, co-operation with municipalities is important. No less than 27 of the PES entertain one or more specific forms of

co-operation. (See Table 3 below). Further analysis shows that five PES have a more wide-ranging co-operation, covering four or five areas (BE-Actiris, BE-VDAB, DE, EL, PL). Almost half of the PES (15) focus on one or two areas, and seven PES on three areas.

Co-operation is sought mostly when **implementing services**. This concerns the implementation of services for **specific client groups** (22 PES). Typically, this co-operation targets vulnerable or hard-to-place groups, such as long-term unemployed (AT, EE, LU, PL, RO), people facing multiple barriers or complex problems (IT, SI) or people facing poverty or social exclusion (DE, EL). Some PES use co-operation with municipalities in their policies for youth or young people not in education, employment, or training (LU, RO). In Flanders, the VDAB sets up local partnerships with work/welfare organisations in order to provide a multidisciplinary local offer for youths with complex problems. The Maltese PES on the other hand works with municipalities targeting the most-vulnerable micro-regions rather than only individual jobseekers in the most underdeveloped geographical micro-regions of the country.

#### **Box 5. Structural co-operation to service specific client groups – Portugal**

IEFP, the Portuguese PES, has a network of Professional Insertion Offices (GIP) promoted by public and private non-profit entities, including municipalities, accredited to provide support to unemployed young people and adults in their path of insertion or reintegration into the labour market. Currently, the IEFP has two specific networks:

- Inclusive GIP Network – network promoted by entities with conditions and experience in the field of professional rehabilitation aimed at supporting the insertion of people with disabilities.

GIP Immigrant Network – network dedicated to supporting the integration of immigrants into the labour market, particularly in the geographical areas with the greatest needs at this level, which results from a partnership between the IEFP and the ACM - High Commissioner for Migrations.

In 17 PES, co-operation with municipalities is sought for the delivery of **specific services**. This type of co-operation often occurs in the framework of co-operation aimed at targeting specific groups. In Flanders, the VDAB enlists the help of municipalities and other organisations for psychological aid and generic competencies needed to support youth in finding employment. BE-Actiris co-operates with the 19 local CPAS (public centre for social assistance) in Brussels to offer socio-professional integration support to jobseekers who receive social assistance. Actiris finances the support offered by the CPAS. A partnership framework links the 19 CPAS and Actiris. In Latvia an employment measure exists for the unemployed for the maintenance of work skills and development of social skills by performing social benefit work in temporary non-profit workplaces created by the municipality. In Iceland, the PES occasionally run joint ALMPs with the municipalities, such as courses. They also co-operate on active job search in some instances for those who receive benefits from the municipalities. The Dutch PES and municipalities collaborate in employer service points for placement and recruitment services.

Two thirds of the 22 collaborations involve **sharing office space**, with integration of services occurring in half of these. In Hungary, PES local offices are part of the County Government Offices, so sharing of space occurs automatically. In other countries, office space is shared occasionally, depending on the local situation, or at the discretion of the local actors. In Greece and Portugal, special arrangements are made in areas further away from local employment offices. In the Netherlands on the other hand, office space is shared with municipalities that play a key role for other municipalities in the area with regard to social services. Sometimes shared office space only occurs in one or two municipalities (AT, BE-VDAB). Local job centres

in Wallonia (Maisons de l'Emploi) are partnership structures bringing together one or more municipalities and the PES. Italy is carrying out experiments with one-stop-shops.

In ten PES, co-operation relates to the **legal obligation** or possibility for PES to share information on **availability for work** of recipients of (certain) welfare allowances. This is not always the case. Sweden, for example, does not have a control assignment towards the municipalities like the one they have towards the unemployment insurance funds. The municipalities decide themselves whether an unemployed recipient of municipal benefits (minimum income support) is to be considered as available for the labour market. They do this with the help of, but not exclusively, certain information/data that the PES makes available for the municipalities (registered, participates in programme, has activity reported, etc.) through a system called SSBTEK (development is ongoing, especially for more secure infrastructure for sending messages between the municipalities and Arbetsförmedlingen). However, the PES does not carry out controls on behalf of the municipalities or send any active reports to them.

This type of co-operation is greatly facilitated if data systems of PES and municipalities can be aligned depending on those systems as well as the applicable privacy regulations in a country. In Greece, systematic co-operation between the local PES and the Social Services of municipalities is supported by the connectivity of the relevant information systems of both organisations.

**Table 5. Co-operation between PES and municipalities\***

Area and type of co-operation		#	PES
PES co-operating with municipalities		27	AT, BE-Actiris, BE-FOREM, BE-VDAB, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IS, IT, LU, LV, NL, NO, PL, PT, RO, SE, SI, SK
Of which:			
<i>Legal</i>	PES checks or reports on availability for work to municipalities administering social benefits and allowances	10	AT, BE-VDAB, CZ, DK, EL, IS, LU, NO**, PL, RO
<i>Physical and organisational</i>	Share office space (e.g. to create a one-stop-shop) without organisational integration	15	AT, BE-Actiris, BE-FOREM, BE-VDAB, BG, CZ, DE, EL, FI, FR, HU, NL, NO**, PL, PT
	Joint operation of local offices with services integrated to smaller or greater degree	8	BE-Actiris, BE-VDAB, DE, EE, FI, IT, PL, NO
<i>Implementation of services</i>	Co-operate in the implementation of services for specific client groups	22	AT, BE-Actiris, BE-VDAB, BG, CY, DE, DK, EE, EL, ES, FI, HU, IT, LU, NL, PL, PT, RO, SE, SI, SK, NO
	Co-operate in the implementation of specific services	17	BE-Actiris, BE-VDAB, BG, DE, DK, EL, ES, HU, IS, LV, NL, NO**, PL, PT, SE, SI, SK

Source: PES Capacity survey 2022.

\*Information for 32 PES, no co-operation or not applicable for HR, IE, LI, LT and MT.

\*\* The Norwegian PES is responsible for social benefits and allowances, no extra efforts in accommodating these services are needed.

### 3.5.2. *Specific forms co-operation takes in PES*

Co-operation with municipalities is sometimes ad hoc, such as in Slovenia where it is decided in the regions and in Portugal where local employment services are called to participate in several initiatives and programmes managed by municipalities, especially local networks dealing with specific groups or problems. Similarly, the ongoing fifth reform of the Recovery, Transformation & Resilience Plan in Spain foresees programme-contracts with local actors who then become partners of the PES. In Ireland, the Department of Social Protection (DSP) is responsible for the provision of income supports, employment services and other services. The PES operates as a division of DSP and contracts with a range of providers through the JobPath Service, Local Employment Services (LES), Local Area Employment Services (LAES) and Job Clubs to provide employment services to mainly long-term unemployed persons and other cohorts. In the Netherlands, co-operation with municipalities is formalised through the Regional Transition Teams, which are in place since 2021. The municipalities in 35 labour market regions are in the lead and all PES services are accessible through the teams, including PES advisors. In Germany, as a rule, the providers in the territory of each local authority form a joint institution (*gE gemeinsame Einrichtungen*) for the uniform implementation of a minimum income benefit scheme for jobseekers. This co-operation between the Employment Agency and the municipal provider ensures citizen-friendly payment provision "from under one roof". This kind of co-operation does not exist in about one-quarter of municipalities where certified providers are solely responsible for providing minimum income benefit for jobseekers.

### 3.5.3. *Formalisation of co-operation*

This factor takes different forms when co-operation becomes **formalised**. In Flanders, project-based co-operation with local authorities evolves to a structural co-operation through formal agreements in which targets/actions are agreed upon to align with the ambition of the Flemish Government to reach an employment rate of 80% in the region. Annual agreements for the provision of outsourced services are concluded in Bulgaria between the mayor of the respective municipality and the director of the labour office, while the Greek PES signs Memorandums of Understanding with specific municipalities.

Co-operation goes one step further through **representation** of municipalities in bodies preparing or deciding on employment policies. In Bulgaria, representatives of the local government participate in the employment bodies at local and regional levels, i.e. in the Co-operation Councils and the Employment Commissions. In Cyprus, municipalities participate with a representative as an appointed member (almost every year) in the Regional Tripartite Employment Committee of every province. The Spanish reform also provides the opportunity for local authorities to participate in the process for regional co-ordination of active employment policies. They do this through the representation and participation in the institutional participation bodies at the regional level that each region chooses when exercising its powers. In different Slovenian regions, a representative of the PES is a member of the Council of the regional development agency, in which municipalities are also represented. Representatives of municipalities in Slovakia are members of Committees for Employment Affairs, which operate under the responsibility of Offices of Labour, Social Affairs and Family. The committees are advisory tripartite bodies of the employment offices.

**Box 6. Participation in decision-making – Cyprus**

Members of the Regional Tripartite Employment Committee are representatives of municipalities, the Province’s social partners (Unions and Employers Associations), Welfare Services, Labour Relations and Social Insurance departments and the Human Resource Development Authority. The Committee meetings are chaired by the PES Director or the PES Network Co-ordinator. The Committee has an advisory character to the Ministry and during the meetings a quantitative and qualitative analysis of the Province labour market situation is taking place with extensive discussions about problems, challenges and synergies that might develop to tackle the problems. Representatives discuss several employment issues that the province faces, including the evaluation of PES services offered to unemployed, training needs, staff shortages, unemployment in certain groups, Employment terms and conditions in certain employment sectors, possible synergies to assist vulnerable unemployed groups, etc.

In some PES, co-operation is not a relevant issue. As an example, due to the size of the country, ALMPs and other employment measures are enrolled on the national level and not on the level of municipalities in Luxembourg.

**3.6. Outsourcing**

Besides co-operation, PES can also opt to outsource or contract-out employment services. Employment services such as job brokerage, counselling and case-management, or jobseeker training are then delivered through contracted providers.

**Degree and reasons**

Three quarters of the PES<sup>11</sup> use outsourcing when organising the implementation of tasks. The main reason reported for outsourcing is a lack of specific expertise or qualifications in PES, typically related to the provision of services for target groups facing specific or multiple barriers. The lack of staff is hardly ever reported as the only reason for outsourcing but is more often (seven times) mentioned when a combination of reasons is cited. Flexibility is never the only reason for outsourcing and mentioned only three times in combination with other reasons.

**What activities are being outsourced?**

The activity most often outsourced is training (13), followed by counselling, coaching and accompaniment (6), and placement services and ALMPs (3). Sometimes activities that target specific groups are outsourced: several activities for long-term unemployed (IE, PL) or groups with health problems (NL, SI), workshops for the integration of persons with international protection status (SI), and pre-employment training for disabled persons, vulnerable individuals, migrants and long-term unemployed in Malta (see text box below).

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<sup>11</sup> 22 out of 31 PES, no information was available for Lithuania.

**Box 7. Outsourcing for specific groups – Malta**

The pre-employment training outsourced by the Maltese PES encompasses the following:

1. Basic English language & Basic Maltese language for migrants with international protection.
2. Professional services for disabled persons, vulnerable individuals, migrants, and long-term unemployed.
3. Employability training for vulnerable individuals during rehabilitation programmes.
4. Placements and monitoring of substance abusers following employability training during a structured rehabilitation programme.
5. Medical assessment for disabled persons.

The fact that PES outsource activities does not mean they do not stay in control. The Dutch PES, for example, outsources the larger part of counselling, job brokerage and training for jobseekers who receive Incapacity Insurance benefits. However, the case-management remains with the PES.

In Estonia, the PES outsources all services except career services, work-focused counselling and job mediation. The Swedish PES also has the option to outsource any activity in as much as it contributes to a more efficient or effective labour market integration of jobseekers. Rather than rely on outsourcing, Forem uses calls for proposals to encourage operators active in the field of socio-professional integration to propose initiatives that the PES may subsidise in order to complete the offers available on the Walloon territory. In Denmark, the municipalities and job centres are responsible for the direct implementation of reforms and policies and for the provision of employment services to citizens and businesses. The Act on active employment services permits the municipalities to outsource employment-related tasks to external providers. Such external providers are to observe the same rules that apply to the municipalities. Responsibility for the employment service rests with the municipal council.

**Outsourcing to whom?**

When outsourcing, 14 PES typically do so to the private sector, including non-profit businesses and NGOs. Another seven PES outsource in fairly equal measure to public and private organisations. In the Czech Republic, outsourcing is done through open public procurement where any implementer who meets the conditions can apply. In this country and two other countries, figures on the actual recipients of contracts are not available.

**Payment model**

A recently published OECD Working Paper<sup>12</sup> distinguishes three types of payment models in outsourced employment service provision. All three types are used by 22 PES for which this information is available in almost equal measure. In 11 PES, a combination of measures is used.

The slightly more dominant type is cost-reimbursement contracts, whereby providers are paid for the expenses actually incurred, subject to stipulations determined during the procurement process. Such contracts may specify performance goals but payment is not contingent on

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<sup>12</sup> Kristine Langenbucher and Matija Vodopivec, Paying for results: Contracting out employment services through outcome-based payment schemes in OECD countries. OECD Social, Employment and Migration Working Papers No. 267, 2022

achieving them. It is used slightly more often than the two other types and PES using only one method typically use this one.

The two other types are:

- "Fixed-price" (or "Fee-for-service") contracts, which establish a fixed fee for providers, regardless of the actual cost of providing services.
- "Payment-by-results", which involves giving providers financial rewards for achieving specified (employment) outcomes.

#### 4. PES INTERNAL RESOURCES

##### Main messages

- PES total expenditure without benefits and pro forma expenses increased between 2020 and 2021 for more PES. Only three PES saw their expenditure decrease.
- Expenditure on benefits in 2021 was lower than the year before, expenditure on staff training increasing again.
- Total staff employed by PES, somewhat decreased between April 2021 and April 2022. More than half of the PES saw their staff numbers decrease between April 2021 and April 2022.
- The overall staff turnover rate increased and more than 60% of PES reported such higher turnover rates for 2021.
- Staff deployment reflects the ending of pandemic related measures and preparation for recovery.

##### 4.1. PES financing and annual expenditure

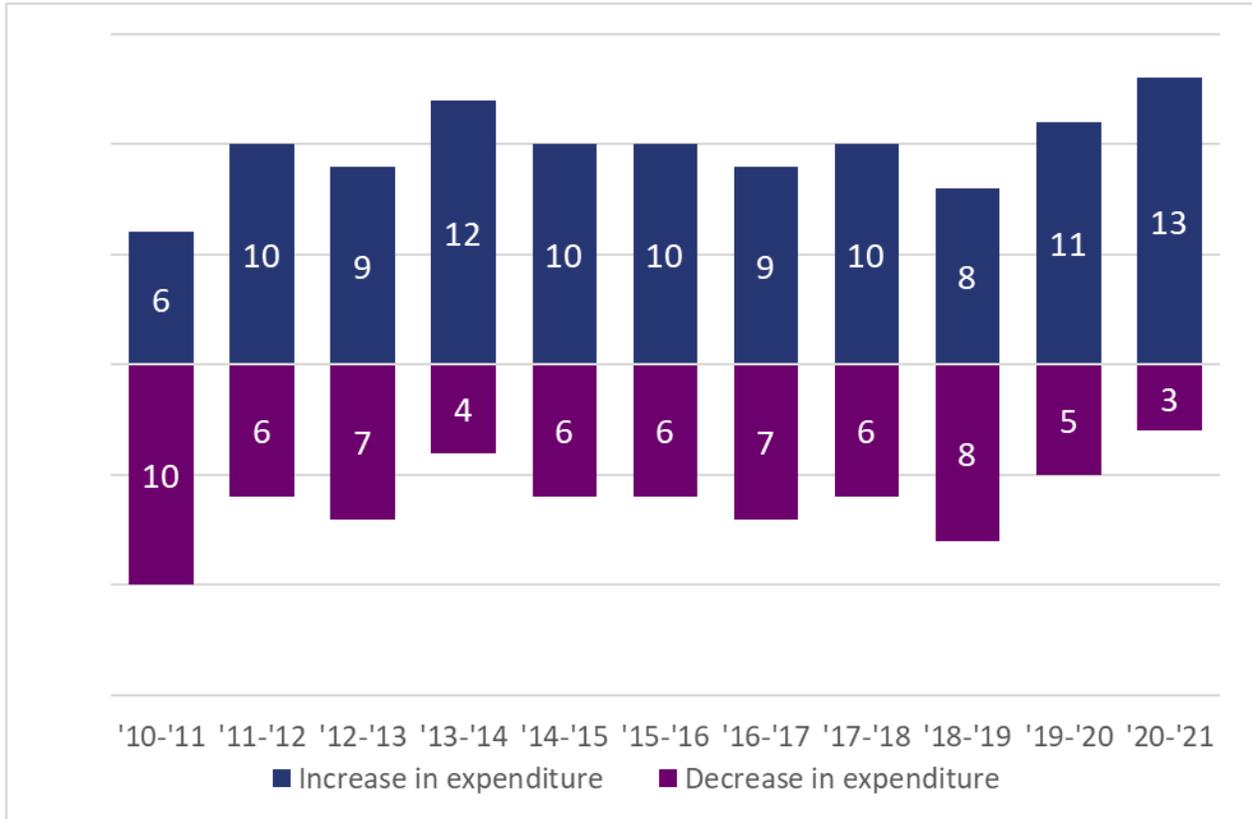
To ensure comparability across PES, the financial comparisons in this section do not include expenditure on unemployment and other benefits or *pro forma* expenditure<sup>13</sup>. After substantially increasing in 2020 compared to 2019, **total expenditure excluding these two categories** increased only somewhat again in 2021 compared to 2020, with 2.1% for the sixteen PES with data available for the entire period. Whilst last year, expenditure on ALMPs caused the increase, in 2021 expenditure on staff training was responsible, increasing by 37.0%. It should be noted, however, that staff training expenditure fell by 42.3% from 2019 to 2020.

From 2019 to 2020 the number of PES that increased their expenditure was again somewhat higher than the year before, with only three PES seeing expenditure decline.

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<sup>13</sup> Expenditure items that feature in the PES budget but are transferred to other organisations without any involvement in their further spending.

**Figure 4. Number of PES reporting annual changes in total expenditure, excluding benefits paid and *pro forma* expenditure, 2010-2021**



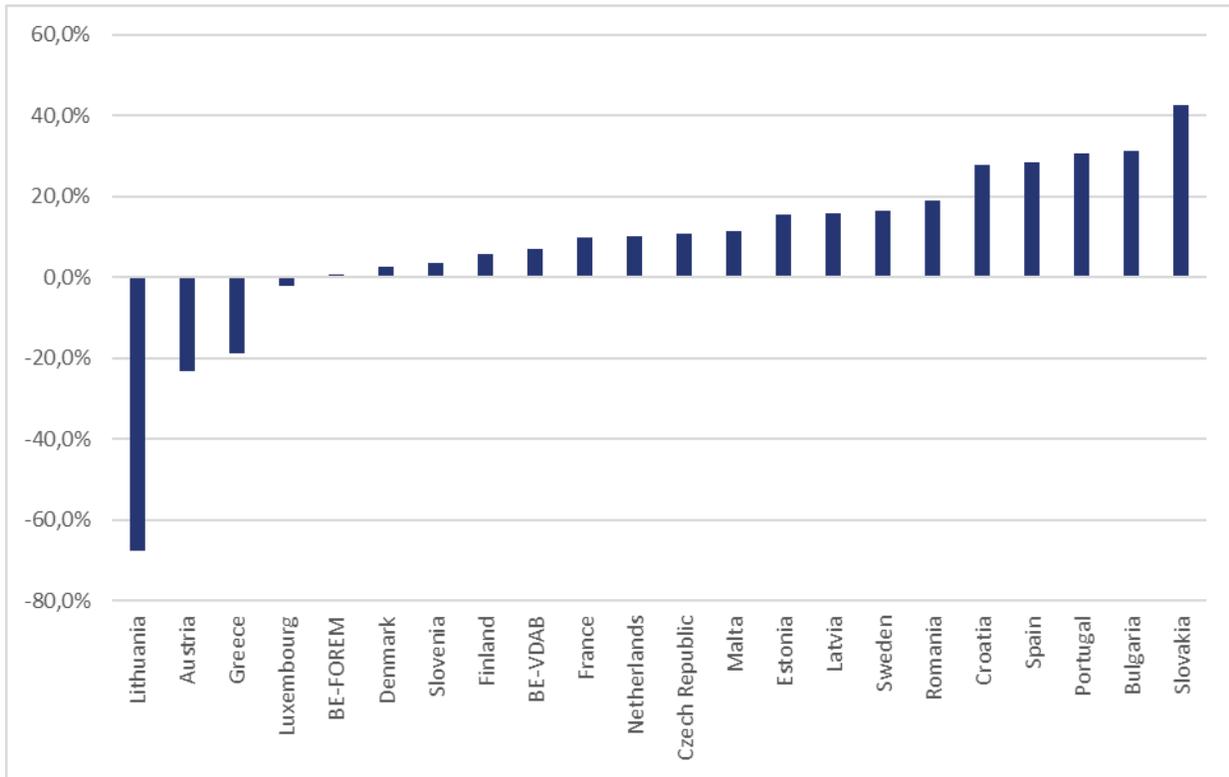
Source: Annual PES Benchlearning Data Collection.

Note: Information for 16 PES. No information – or insufficient information – is available for BE-Actiris, BE-FOREM, BE-VDAB, CY, DE, EL, ES, HU, IE, IT, LI, MT, NL, NO, PL and RO.

It is noteworthy that **benefit expenditure**, not included in the above analysis, decreased again in most PES that administer such schemes after sharp increases during the previous year (in PES for which data was available).

Figure 5 shows the **variations in developments across individual PES**. Overall, compared to last year's report, the differences between PES have become much smaller. The relatively strong decrease in Lithuania is mainly explained by decreasing expenditure on ALMPs.

**Figure 5. Percentage change in PES expenditure, excluding unemployment benefits and *pro forma* expenditure, 2020-2021**



Source: Annual PES Benchlearning Data Collection.

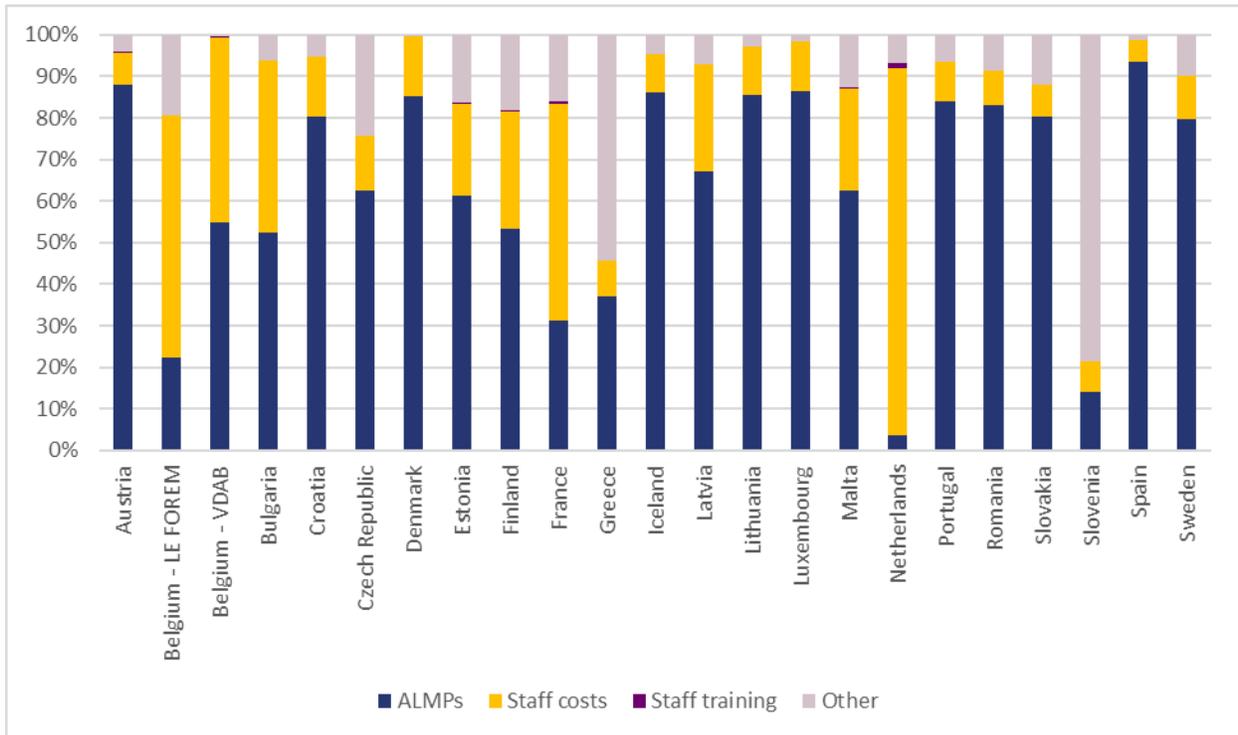
Note: Information for 23 PES. No or insufficient information about BE-Actiris, CY, DE, HU, IE IT, LI, NO, PL and RO. One PES is not represented in the chart because its increases are so low/high that it distorts the readability of the overall chart: The IS PES experienced a tenfold increase for ALMPs and this made net expenditure rise by more than 500%.

Looking at **the type of expenditure by PES** for PES as a whole<sup>14</sup>, the expenditure pattern remained more or less the same. On average, PES spent somewhat more of the budget on staff costs and somewhat less (in percentages) on ALMPs. Figure 6 also shows that, despite rising expenditure on staff training, this post remains a marginal one in the total budget.

It should be noted that in some countries other actors, namely municipalities, play a key role in providing ALMPs. Their budget is not included in Figure 6.

<sup>14</sup> I.e. the 23 PES where information on the various expenditure items in 2021 is available, excluding benefit payments and *pro forma* budget items from the analysis.

**Figure 6. Expenditure by item in 2021 as a percentage of total expenditure, excluding benefit payments and *pro forma* budget items**



Source: Annual PES Benchlearning Data Collection.

Information for 23 PES. No information – or insufficient information – is available for BE-Actiris, CY, DE, HU, IE, IT, LT, NO and PL.

The following table provides information on the division of expenditure between various budget items. A **comparison between PES with the responsibility for the administration of benefits and those without** (Table 6) shows that the share of the budget spent on specific items also differs between PES within each group. In other words, PES responsible for benefits do not spend a smaller or larger part of their budget on ALMPs than PES that do not bear this responsibility once benefits are excluded from the comparison.

**Table 6. Expenditure by item in 2020 as a percentage of total expenditure, excluding benefit payments and *pro forma* budget items, for PES with differing responsibilities on benefit administration**

	ALMPs	Staff costs	Staff training	Other
<b>PES with no responsibilities for benefit payments</b>				
Belgium - FOREM	22.5%	58.1%	0.1%	19.4%
Bulgaria	52.3%	41.6%	0.0%	6.1%
Finland	53.2%	28.4%	0.1%	18.3%
Lithuania	85.6%	11.6%	0.0%	2.8%
Latvia	67.0%	25.7%	0.1%	7.1%
Malta	62.6%	24.6%	0.3%	12.6%
Netherlands	3.6%	88.5%	1.2%	6.7%
<b>PES only responsible for unemployment benefits</b>				
France	31.2%	52.3%	0.4%	16.1%
Croatia	80.3%	14.4%	0.0%	5.3%
Portugal	83.9%	9.5%	0.0%	6.6%
Romania	83.1%	8.4%	0.0%	8.5%
Slovenia	14.1%	7.3%	0.0%	78.6%
Spain	93.4%	5.3%	0.0%	1.3%
<b>PES responsible for unemployment benefits as well as other benefits</b>				
Austria	88.0%	7.9%	0.1%	4.1%
Czech Republic	62.5%	13.3%	0.0%	24.2%
Estonia	61.2%	22.3%	0.3%	16.1%
Greece	37.1%	8.7%	0.0%	54.2%
Iceland	86.0%	9.4%	0.0%	4.6%
Luxembourg	86.4%	11.9%	0.0%	1.7%
Austria	88.0%	7.9%	0.1%	4.1%
<b>PES only administering other benefits</b>				
Belgium - VDAB	54.9%	44.5%	0.2%	0.4%
Denmark	85.2%	14.5%	0.0%	0.3%
Sweden	79.6%	10.6%	0.1%	9.7%
Slovakia	80.3%	7.7%	0.0%	12.0%

Source: Annual PES Benchmarking Data Collection.

Information for 23 PES. No information – or insufficient information – is available for BE-Actiris, CY, DE, HU, IE, IT, LI, NO and PL.

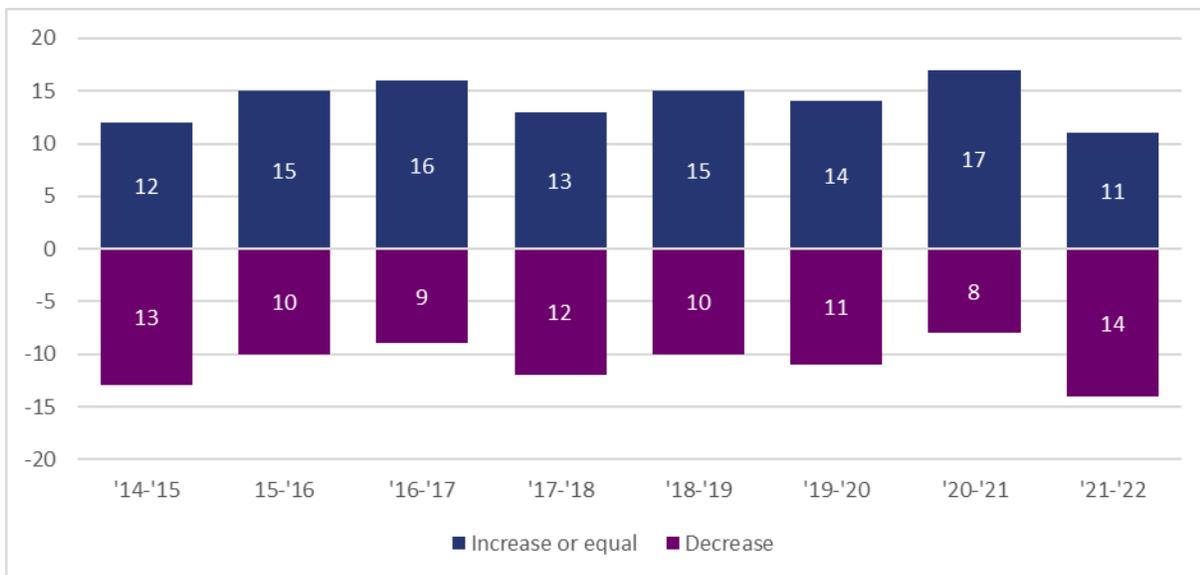
## 4.2. Human resources

### 4.2.1. Total staff numbers and developments between 2014 and 2022

Information on the long-term development of total staff numbers is available for 25 European PES. Collectively, the **total number of staff** employed by these PES, **measured in Full-Time Equivalents (FTE)**<sup>15</sup>, somewhat decreased between April 2021 and April 2022 (-0.7%). This is in sharp contrast with the almost 9% increase in the previous year, but in line with the trend in the earlier period from 2016 to 2020. The overall trends continues again.

Whereas in the previous year, 17 PES saw their staff numbers increase or remain the same, this year 14 PES saw their staff numbers decrease, which had not happened during the last decade (Figure 7).

**Figure 7. The number of PES experiencing an increase or a decrease in staff (in FTE) between 2014 and 2022 (30 April)**



Source: responses to PES Capacity Questionnaires, 2015-2022.

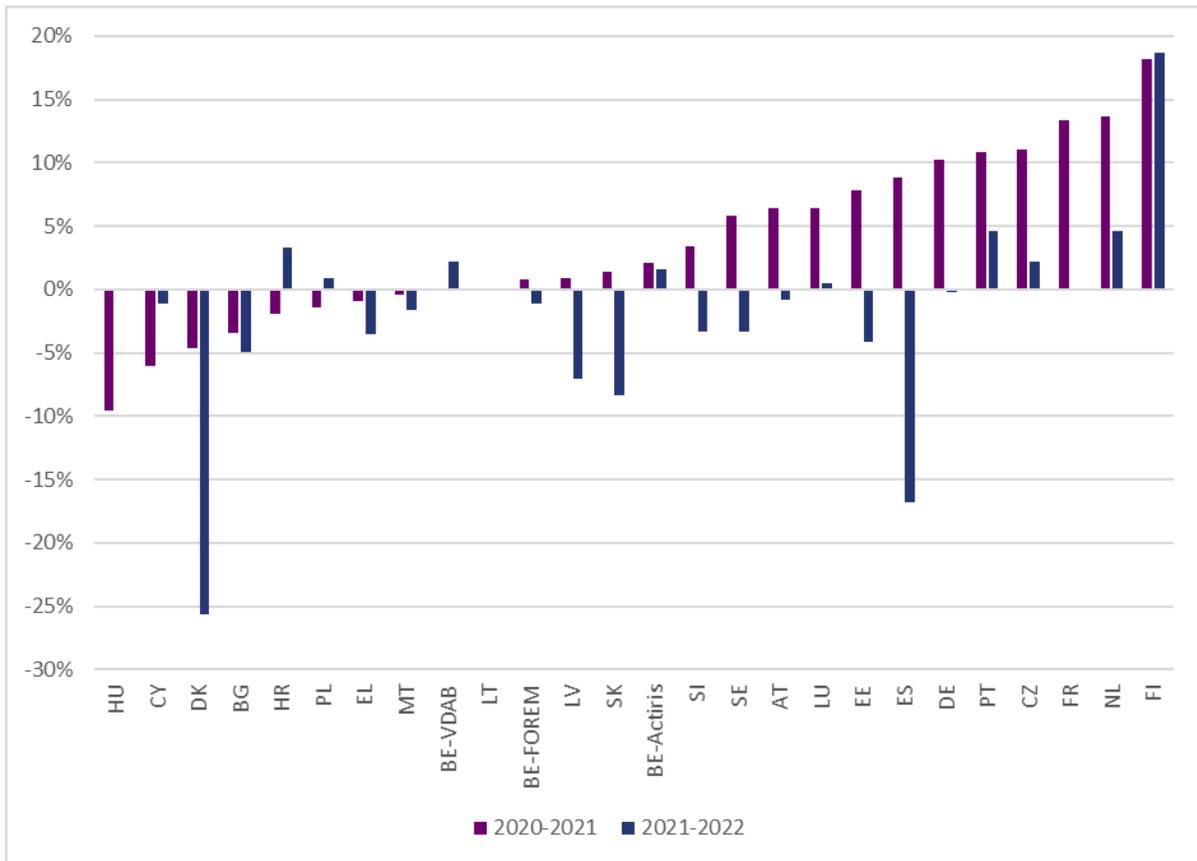
Note: Based on 25 PES, no information – or insufficient information – is available for IE, IS, IT, LI, PL, RO, and NO. All data refer to 30 April or the closest date to this time where data were available.

Note: HU and LT approximate figures.

Comparing **the development in the most recent years**, Figure 8 shows that PES with decreases between 2020 and 2021 at best saw small increases between 2021 and 2022. Most PES with growing staff numbers in the previous period experienced cuts or small increases only, with the notable exception of Finland, where the PES saw staff numbers growing during two consecutive periods.

<sup>15</sup> Full-Time Equivalent is a unit of account used to express the size of a workforce. The concept is used to convert the hours worked by several part-time employees into the hours worked by full-time employees. It is calculated as the ratio of the total number of paid hours during a period (part-time, full-time, and contracted) to the number of working hours in that period (Monday to Friday).

**Figure 8. Annual percentage change in the number of staff between April 2020 and April 2022**



Source: responses to PES Capacity Questionnaires, 2020-2022.

Note: Information for 26 PES, no information or insufficient information is available for IE, IS, IT, LI, RO and NO.

All data refer to 30 April or the closest date to this time where data were available.

Note: HU and LT approximate figures.

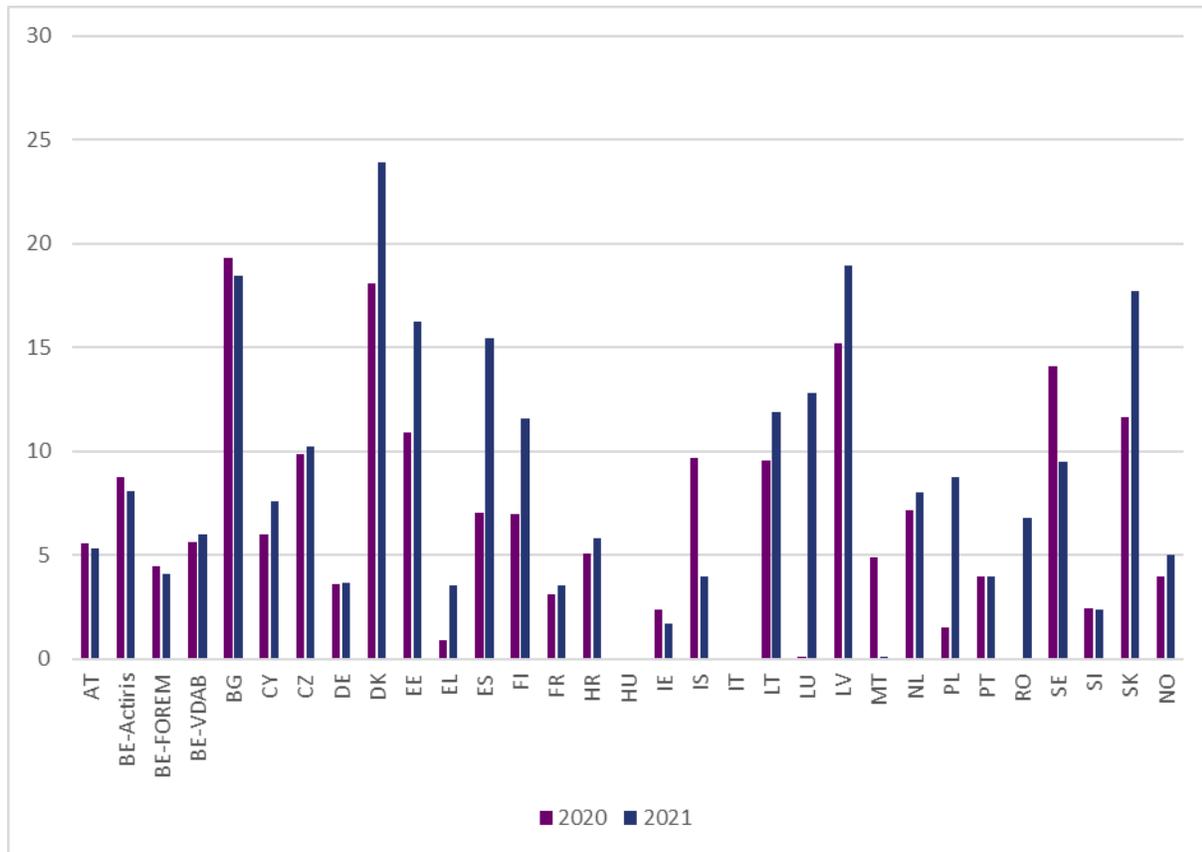
In three PES (BE-VDAB, BG, DE) staff capacity still increased in 2021 in order to cope with the increased workload caused by the pandemic and the measures to contain its impact. Staff decreases resulted from regular staff turnover (AT, BE-FOREM, CY, EL, PL, SE), and sometimes from recruitment difficulties (DK, EE). In the case of three PES (BG, ES, SK), staff reductions followed termination of COVID-19 related measures.

#### 4.2.2. Staff turnover and the changing deployment of staff

##### Staff turnover

The trend of **decreasing turnover rates** that started in 2019 did not continue in 2021. In the 28 PES where this information is now available, the average staff turnover rate increased from 7.2% in 2020 to 8.9% in 2021 (Figure 9). The number of PES experiencing higher turnover rates in 2021 than the year before also increased to 18 of the 28 PES, compared to 9 out of 25 in 2020.

**Figure 9. Overall staff turnover in 2020 and 2021**



Source: responses to PES Capacity Questionnaires, 2021 and 2022.

Note: 28 PES. No sufficient information for HU, IT, LI and RO. Staff turnover is defined as 'the proportion of total staff leaving the organisation over a set period of one year for whatever reason' (including retirement, leaving voluntarily, redundancy, etc.).

### Staff deployment in 2021

In 2021, **COVID-19** still delivered new impacts on the deployment of staff in some PES, notably in Iceland, Slovakia and Spain. The following figures from Spanish PES exemplify the implications the pandemic has had for human resource policies in PES. The Spanish PES in 2021:

- dismissed 1 500 interim programme officials upon completion of the programme: "Contingency programme to deal with the economic and social impact of COVID-19";
- authorised 635 interim officials in June to work on the "Programme to help reduce workloads generated by the economic and health crisis", implemented from July and August 2021;
- in September, authorised 100 interim programme officials: "Programme to support the management of the Recovery, Transformation and Resilience Plan". Incorporated in 2021 for a duration of 3 years.

At the same time, PES were preparing for the **recovery**. The French PES reinforced the number of counsellors dedicated to employers, particularly in relation to the economic recovery and recruitment difficulties faced by certain sectors (health, hospitality and catering, etc.). The PES also allocated counsellors in charge of guidance towards jobseekers for

supporting long-term unemployed. In Wallonia, some twenty staff members joined the Contact Centre Department as advisors in administrative procedures with new methods of remote interaction with jobseekers. Their activities will particularly relate to (re-)registration, solid identification of possible professions and support to key sectors. The redeployment is part of the comprehensive reform of jobseeker services (see for details under expectations for 2022 below).

More general **restructuring** operations also entailed the re-allocation of staff. During the first quarter of the year, the Maltese PES implemented a strategy aimed at making the operations - and therefore the working processes of the organisation - more customer-centric. In the Netherlands, part of the regular staff was allocated to start up the services of the Regional Transition Teams, while in Luxembourg saw the services for the payment of unemployment benefits and financial benefits streamlined, with staff increases in the IT department, the Process and Project Management service unit and the training department. In Germany, redeployment of staff takes place on a continuous basis. For unemployment insurance, regional imbalances in the provision of jobs are arranged according to needs in phases of several years to avoid migration of staff. The offices operated jointly with municipalities for recipients of minimum income benefits, review their staffing needs themselves and aim to solve them at the district level. If this is not possible, the headquarters examine supra-regional reallocation options.

### **Expectations for 2022**

There are several factors likely to affect the deployment of staff in 2022.

In the aftermath of the pandemic, additional employments that were needed because of **COVID-19** measures will end. In Slovenia, workers with temporary employment contracts will be terminated. Some of these employees will be redeployed and will return to their permanent positions. Extra means for the recovery (*relance*) policy are temporary and will partially end in 2022. During the legislature 2019-2024 of the Flemish Government, budget cuts will be imposed. **New projects** may be started requiring changes in staff allocation, such as in Slovakia where the PES will launch a series of new initiatives: 'Do Not Lose Your Job – Educate Yourself', 'Individualised Counselling for Disadvantaged Jobseekers' and 'Helping Displaced People'. The Dutch PES expects staff changes to deal with the implementation of a new service for subsidy requests in the context of lifelong learning. There will also be a new operational unit for the purpose of executing the distribution of these STAP subsidies. France started the implementation of the Youth Commitment Contract (Contrat d'Engagement Jeune-CEJ).

PES are re-directing staff to respond to **changing circumstances and needs**. The German PES redirects posts, not staff, successively (multi-year implementation) according to need. The Cyprus PES will allocate about 10 posts to Employers units dealing exclusively with employers. In view of lower unemployment rates, the Dutch PES foresees a shift from unemployment services towards more in-person services aimed at jobseekers who receive disability benefits and have not participated on the labour market for a longer period. It aims to reduce the size of unemployment services and increase the share of (qualitative) services to disabled clients. Malta's low unemployment rate drove the PES to reskill members of staff from the jobseekers' advisory services division and deploy them in other operational divisions.

Other **structural reforms** also necessitate a reconsideration of assigning tasks and staff. In order to make the best use of human resources and in line with current needs of the Bulgarian labour market, as of 1 January 2022, the PES closed eight local branches at local level and

replaced them by outsourced mobile services for the population and economic entities in the respective territories, and the available staff has been redeployed to work in other units. The Greek PES has also changed the allocation of staff due to the implementation of its new organisational structure on 15 March 2022. Latvia reorganised (merged) several regional offices. The PES in Iceland sees that routine tasks will diminish due to new IT system and individually targeted services will increase.

### Box 8. Comprehensive reform and re-allocation of staff in Wallonia

In 2020, a policy reform was initiated in Wallonia to support jobseekers. It is based on a personalised pathway, orientation, coaching, advice and matching between candidates and job offers. The reform is called TIM (Talents-Impulsion-Mobilisation).

On 1 July 2022, this reform will be effective within the office. To this end, Forem implemented the following human resource reallocations at the beginning of 2022:

- Developing the e-advisor function further with an additional allocation of around 50 staff members. As a reminder, their mission is to accompany jobseekers remotely by supporting and mobilising those able to manage their path to employment in an autonomous way, and by detecting and referring those who require more specific or even intensive support to appropriate services.
- Setting up sectoral teams to support jobseekers whose professional project is in line with a clearly identified sector and who have skills that can be used directly (or after some training leading to qualifications) towards employment, thereby promoting their socio-professional integration, within the framework of sectoral portfolios (managed by teams gathering jobseeker advisors, employer advisors and trainers) and physical or remote interaction.
- Creation of socio-professional teams to provide face-to-face support to jobseekers with specific problems that prevent them from entering and remaining in the labour market, in order to facilitate and optimise their socio-professional integration.
- Integration of the evaluation dimension alongside the support activities and transfer of two-thirds of the evaluating staff from the "Job Search Control" unit to the sectoral and socio-professional teams or to the e-advice.

Some remaining vacant positions still need to be filled.

Finally, two PES already mentioned the arrival of jobseekers fleeing the war in Ukraine as a reason for re-allocating staff. In Austria, some of the employees of the PES will work with displaced Ukrainians specifically. The Luxembourg PES created a special unit, allocating counsellors with the necessary language skills.

#### 4.2.3. *Dedicated employment counsellors for tailored support*

Like last year, the end of April 2022 saw an average 65.5% of the PES' staff working in front office divisions or units, effectively in direct contact with clients. For most PES, the **share of frontline staff**<sup>16</sup> was also similar to the year before (April 2021).

As before, the PES with responsibilities for benefit payments have on average, a lower share of their staff working directly with clients, which is partly explained by the fact that the administration of unemployment benefits requires more back-office work than the implementation of labour market services and ALMPs.

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<sup>16</sup> Frontline staff in PES carry out roles relating to matching, counselling, advising, and training, etc.

**Table 7. Proportion of front-line staff in PES with different responsibilities for benefits, April 2022**

	PES	%		PES	%
<b>No responsibility for benefits</b>	BE - ACTIRIS	58.8%	<b>UB and other benefits</b>	AT	76.0%
	BE - FOREM	51.5%		CZ	34.8%
	BG	81.8%		DE	29.8%
	CY	93.5%		EE	59.4%
	FI	92.0%		EL	56.2%
	IT	28.7%		ES	64.6%
	LI	88.9%		FR	77.2%
	LT	80.5%		HR	61.8%
	LV	74.8%		HU	74.0%
	MT	68.1%		IE	52.1%
	NL	79.2%		IS	66.2%
	<i>Average '22</i>	<i>72.5%</i>		LU	64.6%
	<b>Only Unemployment benefits</b>	PL		41.4%	<i>Average '22</i>
PT		32.1%	<b>Only other benefits</b>	BE - VDAB	65.4%
RO		77.6%		SE	84.7%
SI		71.8%		SK	77.1%
<i>Average '22</i>		<i>55.7%</i>		<i>Average '22</i>	<i>75.7%</i>

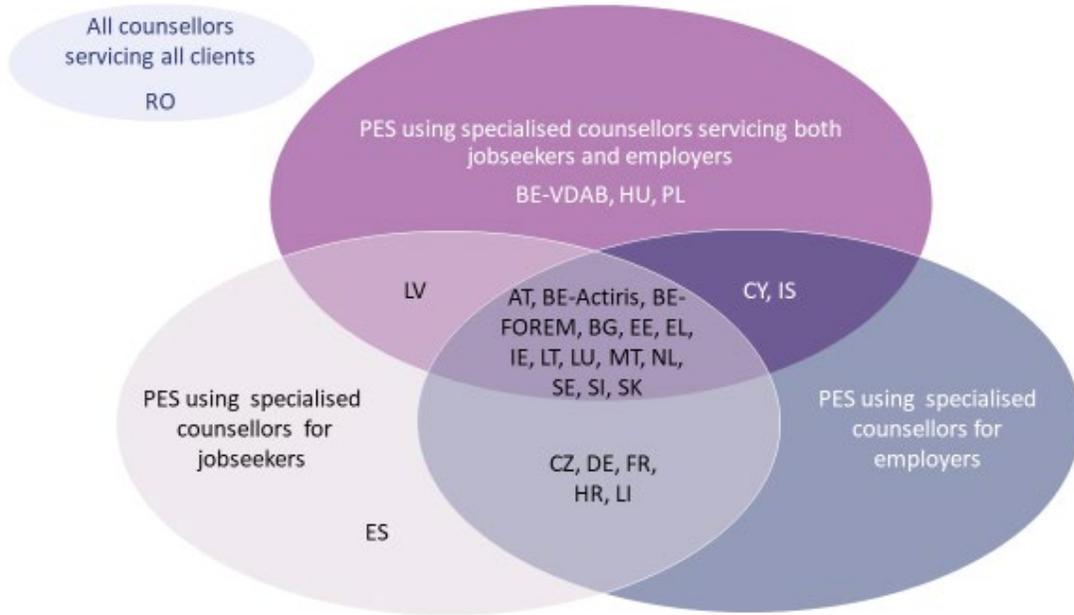
Source: responses to PES Capacity Questionnaire, 2022.

Notes: Information for 30 PES, no or insufficient information for DK and NO.

Frontline staff can be assigned to work with all clients or all visitors, but a majority of the PES also assign teams or staff office workers to specific groups. An exception is the PES in Romania, which does not assign specialist front office staff to specific groups. (Figure 10).

The **typical model in PES** for providing targeted front office services is to use specialised counsellors for specific groups, particularly jobseekers or employers, as well as counsellors dealing with both groups. In five PES, there are counsellors exclusively servicing employers and counsellors specifically servicing jobseekers (CZ, DE, FR, HR and LI). Figure 10 shows all models applied in PES.

**Figure 10. Front-line staff targeting specific groups, April 2022**



Source: responses to PES Capacity Questionnaire, 2022.

Note: 27 PES, no or insufficient information available for DK, FI, IT, PT and NO.

## 5. ACTIVE LABOUR MARKET SERVICES AND MEASURES USED BY PES

### Main messages

- PES introduced fewer new interventions than last year, while making more amendments to existing interventions.
- New measures introduced in 2021 more often combine different forms of support and predominantly offer client services, training and employment services.
- At least 16% of the new measures had a notable connection to the pandemic and/or recovery strategies.

Changes in existing interventions mostly aimed to make measures more accessible by widening eligibility.

### 1.1. Overview of changes in 2021

Similar to the previous year, 20 PES reported the introduction of new active labour market policy (ALMP) interventions and 23 PES reported amending existing interventions in 2021. Of those PES, 17 PES both introduced new interventions and made changes to existing interventions, as was the case for 2020.

The relatively high numbers of new and amended interventions reported last year continued in 2021, which is likely again related to the impact of the pandemic.

Six PES saw no changes at all in their ALMP interventions (Table 8).

**Table 8. New active ALMP interventions introduced or existing ones modified in 2021**

PES	New	#	Modified	#	Both	Neither
AT	Y	3	Y	1	1	
BE-Actiris	Y	2	Y	4	1	
BE-FOREM	N	0	Y	1		
BE-VDAB	Y	5	Y	1	1	
BG	Y	2	Y	11	1	
CY	Y	2	N	0		
CZ	N	0	N	0		1
DE	Y	1	Y	3	1	
DK	Y	7	Y	2	1	
EE	Y	2	Y	3	1	
EL	Y	15	Y	4	1	
ES	Y	1	Y	4	1	
FI	N	0	N	0		1
FR	Y	2	Y	3	1	
HR	N	0	Y	7		
HU	Y	1	Y	4	1	
IE	Y	8	Y	3	1	
IS	N	0	Y	4		
IT	Y	2	Y	1	1	
LI	N	0	N	0		1
LT	N	0	Y	1		

PES	New	#	Modified	#	Both	Neither
LU	N	0	Y	4		
LV	Y	1	N	0		
MT	N	0	Y	3		
NL	N	0	N	0		1
NO	Y	2	Y	1	1	
PL	N	0	N	0		1
PT	Y	2	Y	5	1	
RO	N	0	N	0		1
SE	Y	1	Y	2	1	
SI	Y	1	Y	1	1	
SK	Y	1	N	0		
<b>Totals ('yes' or numbers) 2021</b>	<b>20</b>	<b>61</b>	<b>23</b>	<b>73</b>	<b>17</b>	<b>6</b>
<i>Totals ('yes' or numbers) 2020 *</i>	<i>20</i>	<i>83</i>	<i>23</i>	<i>86</i>	<i>17</i>	<i>4</i>

Source: responses to PES Capacity Questionnaire, 2022.

\* No information for IT for 2020. In Finland temporary changes to some ALMP interventions were introduced in 2020 due to COVID-19 pandemic, but no new ALMP interventions were introduced.

A very comprehensive programme was recently introduced in Italy. In the context of decentralised employment responsibilities, legislation introduced at the end of 2021, a common framework with national guidelines and quality has been developed. This framework is aimed at a comprehensive service offer linked to a future-oriented skills policy and with concrete support to institutions and people implementing the programme. The box below provides more detailed information.

### Box 9. The Workers' Employability Guarantee in Italy

The Italian PES, ANPAL, is responsible for implementing the national programme "**Workers' Employability Guarantee**" (*Garanzia per l'occupabilità dei lavoratori - GOL*), adopted by the Interministerial Decree of November 5 2021 (OJ 27 December 2021). The programme was established in the framework of the National Recovery and Resilience Plan (NRRP) with the aim to reform the active labour market policies system. The GOL programme foresees five personalised pathways to be delivered nationwide by the PES to **unemployed and low-skilled people**. The paths consist of five services/measures: job search assistance, upskilling, reskilling, work and inclusion (ALMPs combined with inclusion measures for people with multidimensional problems), and collective re-allocation (intended for "corporate crisis", i.e. groups of workers still formally employed, but in transition to other jobs/companies).

The reform is closely linked to **the National Plan for New Skills**, also adopted under the NRRP, which aims to define nationwide basic quality levels for upskilling and reskilling. It also aims to provide **personalised pathways** to clients. To this end ANPAL agreed with the Regions responsible for employment policy in Italy to deliver a new methodology for the quantitative and qualitative assessment of PES clients nationwide. In addition, the existing set of services to be delivered by the PES in order to ensure nationwide basic levels of quality was updated.

The implementation of the programme will be underpinned by **a Reinforcement Plan** in order to **strengthen PES staff and local offices**, also financed under the NRRP.

The programme is expected to reach 3 million of beneficiaries by 2025. Of these, at least 75% must be women, long-term unemployed, people with disabilities, young people under 30 and/or workers over 55.

The Regions and Autonomous provinces are responsible for the implementation of the programme. ANPAL is in charge of monitoring and supervising the correct and efficient implementation of the programme by the Regions in order to ensure that the milestones and targets are reached in a timely manner.

## 5.2. Type of interventions introduced or amended in 2021

In 2021, 61 **new measures** were launched by PES. This is substantially less than in 2020 (83). New measures more often combine different forms of support, their share increasing from 22.9% in 2020 to 34.4% in 2021. New measures introduced in 2021 predominantly offer client services, training and employment services. About one-quarter of the new measures offer client services, with an additional 10% offering this service in combination with ALMPs. Training and employment incentives are offered as only support in 26% and 21% of the new measures respectively. However, the latter by far outweigh the former when ALMP measures are offered in combination. Both ALMPs feature more or less equally when service and ALMPs are combined into one new measure (Table 9).

In the **amended measures**, ALMPs outweigh client services considerably. ALMPs in amended measures can more often be classified as employment incentives, with training being somewhat less important. Other ALMPs are less often encountered under the amended ALMPs, as was the case for new measures.

**Table 9. Types of services and measures offered under new or amended LMP interventions in 2021**

LMP Intervention type	New LMP interventions	%	Amended LMP interventions	%
1.1. Client services	7	6.6%	8	11.0%
1.1.1. Information services (only)	4	6.6%	0	0.0%
1.1.2. Individual case management (only)	4	11.5%	2	2.7%
2. Training	16	26.2%	11	15.1%
4. Employment incentives	13	21.3%	21	28.8%
5. Sheltered and supported employment and rehabilitation	1	1.6%	4	5.5%
6. Direct job creation	1	1.6%	6	8.2%
7. Start-up incentives	1	1.6%	4	5.5%
Combination of ALMPs*	8	13.1%	11	15.1%
Services and ALMPs combined	6	9.8%	6	8.2%
<b>Total</b>		<b>100%</b>		<b>100%</b>

Source: responses to PES Capacity Questionnaire, 2022.

\* Of which seven times four and six for new measures, typical sets of two, with cat. 5 less often mentioned in the case of amended measures.

Note: The types of LMP interventions are based on the harmonised classification used in the EU LMP database. Category 3: 'Job rotation and job sharing' has been integrated into category 4 in the LMP classification and is therefore not included as a separate LMP intervention type in this table.

### 5.3. Target groups for new interventions

A vast majority (80%) of the new measures targeted one customer group. Another 18% targeted two groups.

All unemployed, all PES clients **or all jobseekers** are listed as a target group for 31% of the new measures. The second most important group is young people, who feature as a target group in 16% of the measures.

Persons with particular **skills or education levels** and **vulnerable groups** are each mentioned in almost 10% of the measures. BE-Actiris developed a scheme (Ecosoc) to increase employment in the social economy and to provide an opportunity for jobseekers with a large distance to the labour market to obtain a contract with psychosocial support and an opportunity to develop their skills through an individual insertion plan. Another example is the French programme Equip'emploi (Employment Team). Jobseekers in 66 local offices with at least 35% of the jobseekers registered as living in disadvantaged neighbourhoods (*Quartiers Prioritaires de la Ville- QPV*) are specifically targeted. The programme was launched in April 2021 and developed in close collaboration with companies and partners in each territory. Jobseekers receive intensive counselling over a 12-month period. To avoid the risk of dropping out, the support may even continue after entering training or returning to work.

Almost 12% of the measures targets **workers or self-employed**. An example is the German New Start Bonus (*Neustartbonus*) which offers financial compensation for accepting a lower paying job. The Latvian PES offers employees who are finding themselves in transition processes, support for the acquisition of programmes on open online course platforms.

Groups such as **persons with disabilities**, and especially **older workers** are rarely mentioned as target groups.

The pandemic continued to engender new measures; 16% of the measures was at least partly developed in response **to COVID-19**. Some of these also anticipate the recovery, such as the Portuguese New Incentive to Normalise Business Activity (Novo Incentivo à Normalização da Atividade empresarial) and the Irish Wage support to companies, which intended to help companies take back their employees from the summer 2020/2021 onwards, even though the situation was still unstable.

A number of measures (9%) were of a more **institutional or organisational** nature. Examples are provided in the following table.

**Table 10. New measures of an institutional or organisational nature**

PES	Description
Ireland	In Ireland, an Employment and Training hub was launched in May 2021 on the DSP Gov.ie website. This new webpage provides information, support and guidance to help those on their pathway to employment. The hub provides online information on the range of services and support options available to get jobseekers back into work, participate in employment support and work placement schemes, upskill or retrain. It supports people looking for employment or thinking about changing job or career direction. It is designed to assist people at each stage of their journey.
BE-VDAB	In 2021, the Belgian VDAB experimented with organising digital job events in various provinces. These pilot projects were structurally embedded in VDAB's employer services as an alternative to physical job events later that year.

PES	Description
Finland	The Finnish PES in 2021 piloted the transfer of employment responsibilities for unemployed jobseekers and jobseekers not entitled to earnings-related unemployment allowance to local governments. The municipality is made responsible for providing public employment and business services (TE services) to these customer groups. The target group also includes all jobseekers under the age of 30 and all immigrants and foreign-language speakers who are either unemployed or covered by employment services in the TE Offices in the pilot areas.
Spain	Spain began a comprehensive reform that includes developing individualised guidance itineraries, prevention of abuse in on-the-job training (internships and training contracts), strengthening the adult training and skills recognition system, promoting a single point of contact specifically for youth employment, improving co-ordination between employment services and social services and with the regions and enhancing co-operation with the private sector.

In some cases, it is not a group of people but specific **sectors** that are targeted. This is the case in Greece, where the PES started running six Experimental Apprenticeship Vocational Schools (PEPAS) in the tourism and hospitality sectors in collaboration with the German-Hellenic Chamber of Commerce and Industry and the Institute of the Association of Greek Tourism Enterprises. At present, two specialisations are targeted: hotel receptionists and culinary art technicians.

#### 5.4. Changes in existing interventions

Changes that related to participation in measures or compensation offered mostly involved an increase of entitlements. The main changes made to existing interventions were designed to make them **more easily accessible**; eligibility criteria were relaxed or widened for 27% in 2021.

A common way to achieve this was to allow more groups to **participate in the measure**. For example, in Estonia the employers' training grant (since 2021) is paid not only for developing the Estonian language skills of employees, but also for employees whose IT skills require development and improvement. In Hungary, the target group for the employment subsidies for gaining your first job has been expanded to allow more people to gain first-time work experience. Slovenia increased the target group for on-the-job training for persons with international protection and foreigners to include unemployed persons with foreign nationality who do not master the Slovenian language and have no work experience. In Sweden, the possibility to use contracted education at post-upper secondary school level has been extended to persons who fulfil the requirements to be referred to labour market training. Besides target groups, eligibility was widened in terms of *sectors* (Hungary broadened the list of sectors covered by the sectoral wage subsidy introduced in response to the pandemic) or *criteria for participation* (for the French 'Individual Operational Preparation towards Employment' - POEI, the share of the period of in-company work as part of the training has been lengthened, and work experience can also be gained in the recruiting company, provided it is signed off by the POEI).

The share of measures widening eligibility criteria was, however, smaller than the 40% in 2020. On the other hand, about one-fifth of the measures changed in 2021 included an **extension of a programme** compared to only 6% in 2020. Although it is not always known whether wider criteria or longer duration were related to COVID-19, it is in itself logical that

when specific measures were introduced or measures were adapted in 2020, these could simply be extended in 2021. In addition, in 15% of the measures the **level of compensation** offered was increased, and the budget was increased in 11% of the measures. A decrease of eligibility or a decrease of the budget occurred far less often (in 6% and 4% of the measures respectively).

Five PES made (further) changes to their **services and work processes** in 2021. The Icelandic PES continued the **digitalisation** of services, including the introduction of a portal for jobseekers and employers. The Norwegian PES provided counselling by video meetings and other online services, depending on the local situation. The Maltese, the Irish, and the Spanish PES **simplified** application processes to reduce bureaucracy.

## 6. STRATEGIC OBJECTIVES AND TARGETS FOR 2022

### Main messages

- Internal objectives and targets in their strategies for 2022 relate to the efficiency of work processes, with digitalisation as a related objective.
- Some 4 out of 10 PES expect that their objectives and targets for this year will be affected by the influx of displaced people from Ukraine.
- The pandemic reinforced the relationship between PES and employers, leading to involvement of employers in recovery plans. Cooperation is often sought for policies dealing with specific sectors or the placement of (specific groups of) jobseekers.

The pandemic had an important impact on PES service delivery to employers and, to a lesser extent, the content of these services. Above all, the pandemic drove PES to reach out to employers more than before, due to the need to develop digital services as well as role that part of the PES played in implementing measures such as short-term work schemes.

### 6.1. Strategic objectives and targets for 2022

#### 6.1.1. Overview

For 2022, 30 PES set targets. Together they amounted to 297 targets, but the number of targets set between PES varied from just 1 in Slovakia to 23 by BE-Actiris. On average, the 30 PES set 9.1 targets.

For Latvia, the targets still had to be agreed at the time it completed the questionnaire. They will relate to the following two objectives: promoting the Agency's role as a lead partner in recruiting staff and implementing a modern personnel policy. The Czech Republic did not set targets, but two objectives govern its activities in 2022: tailored measures for individuals and to employers (personalisation) and support labour market actors to adapt to changing labour market conditions (adaptation).

The targets for 2022 can be grouped into those primarily relating to the outputs and the results of PES activities as well as those related to internal processes and efficiency.

**Table 11. Main strategic objectives set for 2021 per PES (number of PES)**

<b>PES</b>	<b>Number of targets per PES</b>	<b>Results</b>	<b>Outputs</b>	<b>PES internal objectives*</b>
AT	7	1	1	
BE-Actiris	23	1	1	1
BE-FOREM	3	1	1	
BE-VDAB	14	1	1	
BG	9	1		1
CY	8	1	1	
DE	16	1	1	1
DK	6	1	1	1
EE	16	1	1	
EL	14	1	1	1
ES	14	1	1	1
FI	2	1		
FR	13	1		1
HR	11	1	1	
HU	7	1		
IE	12	1	1	1
IS	12	1	1	
IT	2		1	1
LT	11	1	1	1
LU	11	1	1	1
MT	11	1	1	1
NL	19	1	1	1
NO	7	1	1	
PL	7	1		
PT	11	1	1	1
RO	14	1	1	1
SE	10	1	1	1
SI	3	1	1	1
SK	1	1		
LI	3			1
<b>Total</b>	<b>297</b>	<b>28</b>	<b>23</b>	<b>18</b>
<b>Average</b>	<b>9.1</b>			

Note: objectives for which no targets were set for 2022 are not reflected in this table.

### 6.1.2. Result targets

Virtually all PES have defined targets in terms of results, typically in terms of clients finding **employment**, but some other objectives are also included.

One of them is prevention of **long-term unemployment**. The VDAB in Flanders, for example, sets targets for increasing the outflow to work, both 6 months after influx for young (<25 years of age) clients and 12 months after influx for older ( $\geq 55$  years of age) clients. The Austrian PES aims at a consistent ( $>2$  months) job take-up of unemployed with more than 365 days of unemployment.

Sometimes employment targets are set for **specific activities or ALMPs**. This provides more specific information on the effectiveness of individual measures. As an example, the Spanish PES sets such targets for clients that previously have been given a personalised diagnostic service for employment, self-employment and entrepreneurship. The Portuguese PES did the same for participants in employment traineeships. One of the objectives formulated by the Austrian PES is to assist in coping with the structural change in qualifications and to fight unemployment with the help of training. To this end they, amongst others, set targets about job take-ups after clients have completed skilled workers training (apprenticeship and higher formal educational attainment).

Besides employment, a number of PES also specifies targets for the **sustainability of jobs** found by their unemployed clients. The Lithuanian PES measures the continued employment of jobseekers after participation in active labour market policies after six months. Similarly, the Cypriot PES sets targets for various groups for remaining in employment six months after the completion of a programme involving intensive coaching and mentoring. The Icelandic PES uses 're-registering' as an indicator for sustainable employment. Its target is formulated in terms of the percentage of jobseekers who unregister due to work/study/ALMPs and have not re-registered six months later. The German PES not only measures sustained employment but also has two proxies to assess the quality of the employment: it being subject to social insurance contributions and not 'insignificant' in terms of size.

Two PES set targets related to the **reduction of regional disparities**. The Bulgarian PES developed and applies a Regional Unemployment Difference Index. In technical terms, this is defined as the ratio of the standard deviation of the unemployment rate to the average annual unemployment rate. The Estonian PES monitors the difference in unemployment rates in two regions, Ida-Virumaa (North-East) and Kagu-Eesti (South-East), and compares them with the other regions in Estonia.

Result targets for **specific groups** are more common for youth (13 PES) and for persons with disabilities (10 PES). Far fewer PES formulate such targets for other common target groups such as vulnerable groups, older unemployed, or the long-term unemployed. Bulgaria and Estonia formulated targets for the integration of previously inactive persons. Norway sets targets for the transition to work for third-country immigrants, while Denmark aims to make more refugees and their reunified families self-sufficient and Iceland seeks to balance the share of foreigners in the labour market through, amongst others, targeted integration of refugees.

For the measurement of results various **types of indicators** are used by PES. A commonly used indicator defines targets in terms of the number of the share of people or groups to find employment. Another type of indicator compares the outcomes for a specific group with a reference group, such as for example the group aged 55+ compared to the age group 16-54, jobseekers with reduced capacity to jobseekers with full capacity for work (both EE), or the number of different jobseekers in groups particularly affected by unemployment who were employed in the reference period, who have been provided with some type of assistance in the 12 months prior to obtaining employment, compared to all jobseekers in the same groups who received such assistance (ES).

**Box 10. An example of indicators on both quality and impact – Germany**

With a view to employer clients, Germany measures the placement results of its employer service by comparing the sum total of successful placements, applicant information and job recommendations with the potential number of jobs and apprenticeship places. The potential for jobs is calculated on the basis of the number of jobs in December of the previous year plus monthly job additions. The potential for apprenticeship places corresponds to the reported in-company vocational training places consisting of the unfilled training places of the previous year plus the new training places reported each month. The German PES also developed two indexes, which are counselling indexes for employers and for young people. The indicators reflect the result of a survey amongst the client groups. Both the quality and the impact of advice are assessed. The surveys are conducted at different points in time. With the help of these surveys both the quality and the impact of counselling are assessed.

*6.1.3. Output targets*

Output targets typically refer to the services and ALMPs provided by PES or their partners to jobseekers and employers. Measuring the outputs of activities aimed at **employers** relates to the work of PES staff as well as to the response received from the employers. The output targets for **services** provided by PES to jobseekers range from the activity of counsellors to support received by the jobseekers. An obvious and often applied output indicator and target is the number of persons participating in or completing a specific **ALMP**. The following table provides selected examples of indicators used for setting targets for each of these three types.

**Table 12. Examples of indicators used for defining output targets**

<b>Employers</b>	<b>Services</b>	<b>ALMPs</b>
Number of contacts with employers (EL)	Number of conversations work advisors have with clients (NL)	Annual number of unemployed people who participate in training programmes and obtain certifications for high-demand occupations (EL)
Number of employers having used PES services (BE-Forem)	Individualised action plan signed with all newly registered jobseekers within e.g. 60 days of registration (HR)	Rate of participation of the unemployed in active measures (RO)
Vacancies reported to the PES (BE-BVDAB)	Number of job offers (BE-Actiris)	The number of long-term unemployed included into the motivation/activation counselling (HR)
Ratio of employers who log on to the PES website, e.g. at least once a month, to the number of employers who have declared vacancies, e.g. in the course of the last three months (LU)	Number of persons receiving accompaniment from external providers (BE-Actiris)	Share of long-term unemployed aged over 25 having concluded a Job Integration Agreement with the PES, in the total number of registered long-term unemployed (NO)
Share of referrals for vacancies (EL)	Share of individual jobseekers who log on to the PES website for vacancies or other information (LU)	Average number of jobseekers participating in ALMPs per month (IS)

Employers	Services	ALMPs
Ratio of the vacancies declared to the number of recruitments in the country (LU)	Share of long-term unemployed included into the motivation/activation counselling (HR)	Number of people enrolled in an ALMP trajectory (IT)
The share of vacancies of the labour market receiving services from the PES (LT)		Number of people with disabilities provided with work experience (MT)
The increase of notified vacancies with the PES as a percentage of the number of notified vacancies of previous year (CY)		Proportion and number of long-term unemployed in work-oriented activity (NO)
		Ratio of expenditures for women >4% of the ratio of registered women (AT)

#### 6.1.4. Targets for internal processes and efficiency

Targets grouped under internal processes and efficiency refer directly to the efficiency of work processes. Digitalisation is a related objective and PES formulate specific targets to achieve these objectives. Efficiency without attention to quality is likely to generate unwanted effects. PES' awareness of this risk is entrenched in the indicators they have formulated to track and improve the quality of services. To achieve these objectives, PES cultivate their institutional capacity, and this is reflected in the targets they formulate. PES improve their monitoring and evaluation systems and use satisfaction surveys to check whether action is required to ensure the achievements of their objectives. While customer satisfaction surveys are a widespread instrument to help assess the quality of the services provided, three PES also include targets to measure employee satisfaction within the organisation. The following table provides selected examples of indicators used for setting targets in these areas.

**Table 13. Examples of indicators used for different areas of the internal organisation of PES**

Area	Indicator
Efficiency of work processes	Number of convocations for the assessment of jobseekers' availability on the labour market. (BE-Actiris)
	The "Proportion of timely approvals of unemployment benefit I" describes the rapid processing of applications in the interests of customers for seamless livelihood security. (DE)
	Number of decisions taken in the context of the availability check. (BE-Actiris)
	Average time for wage subsidies applications approval. (EL)
	Length of the recruitment process for vacancies submitted to Pôle emploi. (FR)
	Share of unemployment claims that are processed within four weeks, from the date of submission to the date of approval by ADEM. (LU)
	Employers are referred suitable candidates within 48 hours of notification of vacancy to PES. (MT)
	Staying within the budget/not exceeding the budget. (NL)
	Number of "productive" hours annually per FTE in the work advisor function. (NL)

Area	Indicator
Digitalisation	<p>Number of digitalised services. (EL)</p> <p>Number of jobseekers and employers using digital services. (EL)</p> <p>Year-on-year change of number of services provided to jobseekers in a non-face-to-face way in the reference period compared to the overall number of services provided to applicants in the same period. (ES)</p> <p>Having created a digital platform for the assessment and improvement of the qualification of the consultants. (LT)</p> <p>The level of digitalised document traffic in the Employment Service of Lithuania. (LT)</p> <p>Customer Files only in digital form. (LI)</p> <p>Share of registered unemployed served exclusively via the Jobseekers Portal. (SI)</p>
Quality	<p>Number of inconclusive assessments in the context of the availability check. (BE-Actiris)</p> <p>The "misjudgement rate" reflects the objective correctness of decisions under benefit law. The sum of the granted avoidable objections is put in relation to the sum of the approvals and completed reclaims. (DE)</p> <p>Percentage of calls received by ADEM's Contact Centre that were directly resolved by the Contact Centre. (LU)</p> <p>Danish legislation requires that all unemployed jobseekers must be treated with dignity throughout the case management/service. Measures by some municipalities through surveys.</p> <p>Rate of legally valid decisions regarding requests submitted for benefits (with a financial impact). (FR)</p> <p>Proportion of quality-reviewed employer support. (SE)</p>
Institutional capacity	<p>Establish annual ongoing training plans for the National Employment System to promote the provision, consolidation and professional skills of Public Employment Services staff. (ES)</p> <p>Assign additional Case Officers/Job Coaches within DSP Intreo in 2022. Target in the Pathways to Work strategy was 150 additional in total; 100 in 2021 and a further 50 in 2022. (IE)</p> <p>At least 250 Public Employment Services (PES) have completed at least 50% of the activities envisaged in the [Capacity] 'Strengthening Plan' over the three years period 2021-2023. (IT)</p> <p>The engagement index of employees of the Employment Service. (LT)</p> <p>Jobseekers' satisfaction rate regarding information provided on their unemployment benefits. (FR)</p>
Monitoring and evaluation	<p>Design the integrated model for evaluating and monitoring active employment policies. (ES)</p> <p>Create a Collaborative Technical Space for Knowledge, Work and Innovation of the Public Employment Services embodied in annual work programmes for knowledge management and innovation. (ES)</p> <p>Pride of belonging to the organisation. (BE-Actiris)</p> <p>Objectives for employees - Feedback of PES employees. This indicator reflects the results of a survey of BA staff. It is asked how the implementation of the BA's new cultural dimensions is experienced. (DE)</p> <p>Satisfaction of employees. (NL)</p>

## 6.2. The impact of COVID-19 on the relationship with employers

The two previous PES Capacity reports already discussed the impact of COVID-19 on PES. This year's survey included several questions on the pandemic's impact on the relationship each PES has with employers.

The pandemic had an important impact on the **services to employers** as it was mentioned by 24 of the PES. This affected the service delivery and, to a lesser extent, the content of these services. PES reaching out to employers did so far more regularly than before through the development of digital communication tools. A number of PES also became involved in the implementation or promotion of short-time work schemes, an additional service for them to deliver (see Annex 1 for details).

Above all, the pandemic drove PES to **reach out to employers** more than before. No less than 25 PES indicated this effect had occurred. Reaching out received a boost on the one hand due to the need to develop digital services and on the other hand from the role that part of the PES played in implementing measures dealing with the impact of the pandemic. The need to communicate virtually increased the ease and efficiency of communication. Sometimes virtual communication lines were discontinued when lockdowns were lifted, but more often, PES used the experience gained to develop digital services and communication in a structural fashion (see Annex 1 for details).

Almost 6 out of 10 PES increased the **intensity of their interaction** with employers. This increase was often the direct consequence of the pandemic and in particular the measures taken in the fight against it. Interestingly, several PES also highlighted that the removal of lockdowns, the implementation of the recovery plans and the rise of labour market shortages motivated more intensive contact between PES and employers (see Annex 1 for details).

Almost half of the PES increased co-operation with employers in the **development of services** in response to the pandemic, e.g. through the organisation of focus groups to define employer needs, or through the development of specific action plans upon the request of sectors. A variety of services is covered by the co-operation, such as labour market training or recruitment events, digital services such as a new vacancy portal, and new approaches to job-matching. Co-operation was also sought for specific groups of unemployed, such as vulnerable groups or highly qualified jobseekers and in the implementation of studies on future-skills needs. The co-operation seems to continue, such as when managing the recruitment of Ukrainian refugees (see Annex 1 for details).

PES work together with individual employers as well as employer or sector organisations.

**Table 14. Impact of COVID-19 different aspects on employer services and their delivery**

PES	Services	Outreach	Intensity of interaction	Services development
AT	Yes	Yes	No	No
BE-Actiris	Yes	No	No	No
BE-FOREM	Yes	Yes	Yes	Yes
BE-VDAB	Yes	Yes	No	Yes
BG	Yes	Yes	Yes	Yes
CY	Yes	Yes	No	No

PES	Services	Outreach	Intensity of interaction	Services development
CZ	No	Yes	Yes	No
DE	No	No	No	No
DK	Yes	Yes	Yes	No
EE	No	Yes	No	No
EL	Yes	No	No	No
ES	Yes	Yes	Yes	No
FI	Yes	Yes	No	Yes
FR	Yes	Yes	Yes	Yes
HR	Yes	Yes	Yes	No
HU	Yes	Yes	Yes	Yes
IE	Yes	Yes	Yes	Yes
IS	Yes	Yes	Yes	Yes
IT	Yes	Yes	Yes	Yes
LI	No	No	No	No
LT	Yes	Yes	Yes	Yes
LU	Yes	Yes	Yes	Yes
LV	Yes	Yes	No	Yes
MT	No	Yes	Yes	Yes
NL	Yes	Yes	Yes	Yes
PL	Yes	Yes	Yes	No
PT	No	Yes	No	No
RO	No	No	No	No
SE	Yes	Yes	No	No
SI	Yes	Yes	Yes	Yes
SK	Yes	No	Yes	No
NO	No	No	Yes	No
<b># Yes</b>	<b>24</b>	<b>25</b>	<b>19</b>	<b>15</b>

### 6.3. Involvement of employers in recovery strategies and actions

There were various issues which affected employers in particular, not only during the pandemic, but also during the recovery phase. As indicated in the previous section, co-operation continued after pandemic measures were relaxed or lifted. PES were involved in preparing for the recovery and dealing with its consequences when they arrived.

A little over half of the PES included employers in the preparation of recovery plans. It should be noted that on the one hand not all PES have specific separate recovery strategies, and therefore not every PES answered this question. Some PES reported the involvement of employers in an overall recovery strategy, but more PES reported involvement in recovery plans for specific sectors (notably healthcare) or specific groups, such as young or foreign

jobseekers. Involvement can be more intensive, as described in the previous section, or take place as part of the general tripartite governance structures of PES.

When developing and implementing services aimed at the recovery, employers were more involved in those for employers than those for jobseekers (almost 60% and 52% of the PES respectively). Employer involvement in information and intelligence (42%) concerns data systems and studies that are aimed at, e.g. labour market and skills forecasting.

**Table 15. Involvement of employers in PES recovery**

<b>PES</b>	<b>Involvement in the preparation of recovery strategy/plans</b>	<b>Co-operation in services for jobseekers</b>	<b>Co-operation in services for employers</b>	<b>Information and intelligence</b>
AT	No	No	Yes	No
BE-Actiris	Yes	No	Yes	No
BE-FOREM	Yes	Yes	Yes	Yes
BE-VDAB	Yes	Yes	No	No
BG	Yes	Yes	Yes	Yes
CY	No	No	No	No
CZ	No	Yes	No	Yes
DE	No	No	Yes	No
DK	Yes	Yes	Yes	Yes
EE	No	No	No	No
EL	No	Yes	Yes	No
ES	Yes	Yes	Yes	Yes
FI	No	Yes	Yes	No
FR	Yes	Yes	Yes	Yes
HR	Yes	No	Yes	Yes
HU	Yes	Yes	Yes	Yes
IE	Yes	Yes	Yes	No
IS	Yes	No	No	Yes
IT	No	Yes	No	Yes
LT	Yes	Yes	Yes	Yes
LU	No	No	No	No
LV	Yes	No	Yes	Yes
MT	Yes	Yes	Yes	No
NL	No	No	No	No
PL	No	No	No	No
PT	No	No	No	No
RO	No	No	No	No

PES	Involvement in the preparation of recovery strategy/plans	Co-operation in services for jobseekers	Co-operation in services for employers	Information and intelligence
SE	Yes	Yes	Yes	Yes
SI	Yes	Yes	Yes	No
SK	No	No	No	No
NO	No	No	No	No
<b># Yes</b>	<b>16</b>	<b>16</b>	<b>18</b>	<b>13</b>

Note: 31 PES, no information available for Lithuania.

The majority of services for jobseekers where input was sought from employers were those related to the placement. The type of employer services developed in collaboration with employers were more varied, as illustrated by Table 16 below. They include placement services but also overarching themes such as employment legislation and labour market trends, and more concrete topics such as sectoral training and work permits.

**Table 16. Involvement of employers in services aimed at supporting the recovery**

PES	Explanations
AT	NEBA (Occupational Assistance Network) NEBA gives people with disabilities and young people at risk of exclusion a chance in a labour market which is difficult for them. NEBA, with its occupational assistance services, youth coaching, production schools, vocational training assistance, work assistance and job coaching, forms the umbrella brand for this highly differentiated system of support for people with disabilities. AMS Austria functions as a partner organisation with the overall goal to make a valuable contribution towards the participation in working life of people with disabilities.
BE-Actiris	Consultation of Brussels' employers to better understand their expectations towards Actiris, to adapt its service offer as close as possible to employers' needs.
BE-FOREM	Intensification of co-operation with professional sectors (recovery action plans), social secretariats (e.g. joint organisation of information sessions on employment and training aids), automated exchanges of job offers between the PES and temporary employment agencies, co-operation for jobseekers services (sourcing) with job boards, etc.
BG	Also, implementation of projects of social partners (employer organisations and trade unions) - training and employment of unemployed persons depending on the needs of employers. See also answers in tables in Annex 1.
DE	The BA has involved employers intensively over the last few years in the further development of processes, eServices, etc. in order to provide services (within the legal framework) in the way that employers want. For example, the BA had had a survey of "what" and "how" concerns, involvement of employers in the development/optimisation of eServices, including online application forms for subsidies.
DK	Within the Job VEU model, the PES forms steering groups with employers, educational institutions, professional organisations, etc. and advise and co-ordinate an upskilling effort.
EL	The organisation of Career Days, along with other related tools and activities (extensive network of decentralised services, promotion of job vacancies, and tailor-made research for suitable candidates) has been assigned to a specific DYPA unit, exclusively dedicated to servicing medium- and large-sized enterprises: the Support Unit for Medium and Large Enterprises. Thus far, employers have closely co-operated with the SUMLE in several ways

PES	Explanations
	– inter alia, by making suggestions for joint actions (participation in webinars, acting as mentors/facilitators, study visits).
ES	The new Employment Bill provides for six new guaranteed services aimed at companies.
FI	Employers' views and feedback have been taken into account in the development and implementation of the services.
FR	Each Pôle emploi regional establishment is in contact with sectoral federations, in order to build its strategy and its training purchases. This co-operation is strengthened for sectors facing shortages. At the most granular level, employers are directly involved in the implementation of services. This e.g. includes consulting companies via interviews or focus groups as part of the assessment of Pôle emploi's 2020-2022 Strategic Plan and in the development of the 2023-2024 Strategic Plan.
HR	Co-operation with the employers' organisation in the development of submitting the request for the work permit for the employment of third country nationals in shortage occupations.
IE	The LMAC Sub-Group on Employer Engagement is involved with the development of Department's Employer Engagement Strategy. It is anticipated that co-operation from employer groups such as IBEC will assist by issuing communication to the various employer streams within organisation.
LU	Co-design of company based or sectoral training concepts.
MT	The employer's feedback in the enhancements made to the Investing in Skills and the Access to Employment initiatives. The latter being an initiative to assist employers in the upskilling of the workforce and the former an initiative aimed at providing financial incentive to recruit harder to place persons.
NL	Employers construct arrangements with the PES to find new staff amongst jobseekers. For example, the PES provides training for jobseekers who need to change their line of work and employers provide employment.
SI	Employers and employers' associations are regularly involved in the development of employer services. Employers' associations have agreed on co-operation in development of new digital services for employers. Due to growing labour shortages, exacerbated by demographic trends, ESS is communicating more with employers and employers' organisations regarding the topic of labour market trends, the untapped potential of the labour market (employment of long-term unemployed, disabled, older unemployed), employment of foreign workers, skills mismatch, etc.
SK	The PES conducts meetings for employers, where they can submit their proposals for changes in employment legislation. Employers who are associated in employers' associations submit proposals to identify shortages for professions that will be valid for the next quarter.

#### 6.4. Impact of the war in Ukraine on PES strategies

Some 4 out of 10 PES expect changes in their objectives and targets for this year in view of the situation in the Ukraine and the influx of displaced people covered by the EU temporary protection mechanism in other European countries.

Four PES already expect where adaptations may be required:

- France: The impact of the influx of Ukrainian refugees can potentially impact the tripartite agreement indicators "Number of placements" and "Number of long-term unemployed jobseekers". As these indicators are subject to the business cycle, targets for these indicators are therefore reviewed twice a year.

- Hungary: With the influx of displaced Ukrainians, refugees became a new target group of the PES and actions for this groups are hence part of their objectives. Several measures have been introduced to support the living and labour market integration of refugees (e.g. housing and travel support provided for the employers of refugees in order to encourage employment).
- Ireland: It is expected that the additional uptake of employer engagement activities generated in relation to the Ukrainian crisis will be reflected in strategic objectives and targets for 2022. It is also expected that current ALMPs will be changed to facilitate engagement by Ukrainians. An example would be the WPEP programme.
- Iceland: The refugee department's objectives and targets have been disrupted, since the counsellors had aimed to put their primary focus on young refugees, under 25 years of age, and the long-term unemployed, i.e. refugees that have not found employment a year after they have started searching for work in Iceland. Due to the high influx of displaced persons from Ukraine, it has been hard to find the time for intensive counselling for these focus groups. It is hoped that it will be possible to meet the original targets again with full force in the fall, but at the moment it is hard to predict whether this will be possible.

Other PES adapted their legislation (SK), made arrangements for registration (ES), and/or for the time being monitor the situation (DE). The Bulgarian and all three Belgian PES mention the development of specific action plans to deal with the situation.

**Box 11. The approach of Bulgarian PES (NEA)**

The events in Ukraine have changed the rhythm and organisation of work in some of the territorial divisions of the National Employment Agency. Consultancy services were provided to the displaced persons on site, with the formation of mobile teams that periodically visit the Danube Bridge, Durankulak, Silistra, Vidin, Burgas and Varna border crossings. Mobile teams also visit transport hubs and crisis headquarters for the arrival of Ukrainian citizens. Local PES office' representatives are in continuous contact with the local authorities and participate in the work of the headquarters at the local level. Through surveys, it is possible to study the attitude of both local employers to hire Ukrainian citizens and provide training in the Bulgarian language, as well as the needs of the displaced persons and especially their attitudes to work in Bulgaria and to participate in training in the Bulgarian language. The survey for Ukrainian citizens has been translated into Ukrainian, Russian and English. In order to provide adequate support, a change was initiated in the Employment Promotion Act. The change will allow the full range of employment services to be provided. Subsequently, NEA became involved in the development of a national Action Plan for providing accommodation, healthcare, social support, employment, education and integration of citizens with temporary protection in Bulgaria. In it, NEA sets the following main goals: implementation of timely measures for the integration of people from Ukraine, as well as to overcome the growing shortage of personnel on the labour market in Bulgaria, attracting an active and qualified workforce. Each of the sub-goals is backed by performance measures, an expected result and a financial commitment.

Some PES (FI, IT, NL) that expect their objective and targets to be influenced cannot at this stage assess the character and magnitude of this impact or do not foresee them in the short-term.

Table 17 provides the key data on the impact of the war in Ukraine. More details are provided in Annex 2.

**Table 17. Objectives and targets on PES to be influenced by the war in Ukraine?**

<b>PES</b>	<b>Yes/No</b>	<b>PES</b>	<b>Yes/No</b>
AT	No	IE	Yes
BE-Actiris	No	IS	Yes
BE-FOREM	Yes	IT	Yes
BE-VDAB	Yes	LI	No
BG	Yes	LT	No
CY	No	LU	No
CZ	No	LV	No
DE	Yes	MT	No
DK	No	NL	Yes
EE	No	NO	Yes
EL	No	PL	No
ES	Yes	PT	No
FI	Yes	RO	No
FR	Yes	SE	No
HR	No	SI	No
HU	Yes	SK	No
		<b># Yes</b>	13

**ANNEX 1. IMPACTS OF COVID-19 ON CO-OPERATION WITH EMPLOYERS**

The following tables show the answers provided by PES

**Table 18. The impact of COVID-19 on services for employers**

PES	Yes/No	Explanations
AT	Yes	<p>We used Touchpoint "AMS-Boxenstopp" to stay in touch with employers during physical distancing</p> <ul style="list-style-type: none"> <li>- Short-time-work scheme</li> <li>- Impulsberatung on-demand (organisational impulse consulting on-demand) to support employers coping with the crisis.</li> <li>- AMS Service Check-in intends to develop new clients (who had first contact with AMS due to short-time work scheme) into regular clients.</li> </ul> <p>Labour shortage and skills shortage currently prevail the Austrian labour market. Referring to this we foster efforts to support employers in various ways:</p> <ul style="list-style-type: none"> <li>- Emphasising the importance of effective job advertisements.</li> <li>- Facilitating coverage and visibility of the labour market with the job platform <a href="http://www.ams.at/allejobs">www.ams.at/allejobs</a>, our job app and via Twitter with #joboftheday.</li> <li>- Positioning the topic "competence-based approach" to fill vacancies.</li> <li>- providing information on subsidies when hiring specific target groups.</li> <li>- agenda setting of essential topics like employer branding, onboarding.</li> <li>- fostering employment and employability of Austrian workforce in providing premium service "IBB on demand" (organisational impulse consulting on demand) – tailored labour market impact through ongoing programme innovation.</li> <li>- providing information needed when employing displaced Ukrainians.</li> </ul>
BE-Actiris	Yes	Online info sessions about ALMPs and Actiris' services to employers, online meetings with employers.
BE-FOREM	Yes	Significant increase in online interactions and development of digital tools to enhance the autonomy of companies in consuming our services. Implementation of tailor-made solutions to meet labour shortages.
BE-VDAB	Yes	In 2021, due to COVID-19, it was temporarily made possible for some categories of vulnerable entrepreneurs to receive free training courses from VDAB.
BG	Yes	Increased forms for electronic and remote application for vacancies; Created procedures for remote selection and referral of suitable unemployed people to the job vacancies they have announced.
CY	Yes	There was a big increase in distant communication with Employers for example communicating with Employers via email or sometimes via Zoom. More Employers are also use our web-based system to submit their vacancies rather than using fax or visiting in person to our offices as it used to be the case in the pre-COVID-19 era.
CZ	No	
DE	No	
DK	Yes	We have recruited more employees to reach out to and serve the employers regarding e.g. guidance on upskilling and competencies.
EE	No	
EL	Yes	DYPA offers online counselling to employers via the myDYPALive (formerly myOAEDlive) platform.

PES	Yes/No	Explanations
ES	Yes	STW (Different measures included in Royal Decree Law 2/2022, of February 22, which adopts urgent measures for the protection of self-employed workers, for the transition towards structural mechanisms for the preservation of employment, and for the economic and social recovery of the island of La Palma, and certain measures are extended to deal with situations of social and economic vulnerability) and specific call for public subsidies for training of people who are or have been involved in an ERTE (temporary layoff) (Resolution of 22 December 2021 of the National Public Employment Service).
FI	Yes	Change security is offered to employers who need to dismiss employees for production-related and financial reasons. The change security operating model provides amongst others preparation of an action plan to promote employment together with personnel, preparation of an employment plan in TE services for a dismissed person and paid leave for dismissed employees to look for a new job.
FR	Yes	Further developing remote recruitment services/events (e.g. Online fairs and #AllMobilised- #TousMobilisés).
HR	Yes	New services that have been introduced in 2021 was job market testing as well as the submitting the request for the work permit for employment of third-county nationals. Since 2021, the CES has implemented a new website www.mjere.hr where unemployed persons and employers can find all relevant information about ALMP measures and a new online tool for the submission of applications for ALMP measures. Regional offices have started conducting self-employment workshops for PES clients through online existing platform (ZOOM).
HU	Yes	Short-term working scheme.
IE	Yes	Apart from promoting the full range of services, we are currently actively promoting the Work Placement Experience Programme (WPEP) which is a work placement programme with a training module included. It was specifically developed as a result of COVID-19 to address an expected increase in unemployment numbers.
IS	Yes	Digitalisation of application and process of our main ALMP, recruitment support. Chatbot and special customer service phone line for employers two hours a day, Monday. to Thursday.
IT	Yes	
LI	No	
LT	Yes	Paying short-time work subsidies to business became one of the main tools during the pandemic. Also, remote meetings and consultations on pandemic assistance were organised. There was a significant change in channels for the provision of services: the selection of candidates, information about services and tools has been carried out remotely (by e-mail or via communication platforms).
LU	Yes	Due to the sudden and dramatic increase in applications for short-time work at the beginning of the COVID-19 health crisis, ADEM, in co-operation with other stakeholders, rapidly set up an online application and payment system which allows to handle the huge number of applications and payments in a reasonable time. A new KPI was defined for the settlement of STW payments (see section 4.1).

PES	Yes/No	Explanations
LV	Yes	Within the measure of the wage subsidy support, the employer receives a wage subsidy in the amount of 50% of the monthly salary determined for the unemployed person within six months. The amount of the wage subsidy per employed unemployed person is up to EUR 500 per month. In order to reduce the risk of infection during the COVID-19 pandemic, the State Employment Agency also finances the purchase of personal protective equipment – up to EUR 50 per employee.
MT	No	(e)
NL	Yes	Last timeframe for employers to get financial support to keep staff employed (NOW) was January-March 2022 (not a PES activity, but activity of UWV).
NO	No	
PL	Yes	New types of support were introduced in order to cushion the effects of COVID-19: 1. Co-financing the entrepreneur with the costs of employee salaries and employee social security contributions. 2. Co-financing of running a business for an entrepreneur. 3. Subsidy to cover the costs of running a business (specific industries). 4. Co-financing the costs of salaries and social security contributions employees of non-governmental organisations. 5. Low-interest loan for non-governmental organisations 6. Co-financing of a part of the costs of employee salaries and social security contributions for a church legal entity. 7. Protection of workplaces a) subsidising the remuneration of employees subject to economic downtime or reduced working hours. b) co-financing of the remuneration of employees who have not been subject to economic downtime or reduced working time pursuant to separate regulations. Please note most of the above forms of support were introduced in 2020.
PT	No	
RO	No	
SE	Yes	Specifically for the pandemic #jobbjustnu was created in order to more easily find vacancies where there was an urgent staff need linked to the pandemic. The possibility for speed interviews was extended.
SI	Yes	During the COVID-19 pandemic, ESS offered information and processed applications/claims for several different government intervention measures used by employers (STW, furlough, quarantine and childcare compensation). Due to COVID-19 related restrictions, ESS needed to intensify digital service delivery for employers (e.g. virtual meetings and presentations of employers and job offers, ESS portal for employers was used for all new government measures).
SK	Yes	Providing information, counselling and assistance within the First Aid (+) (++) project – a temporary scheme. From 1 August 2021, a new Department on Assistance in Times of Short-Time Work was established. Based on the new legislation effective as of 1 March 2022, the provision of information, counselling and assistance in times of short-time work – within the permanent scheme – was introduced.

**Table 19. Impact of COVID-19 on PES outreach to employers**

PES	Yes/No	Explanations
AT	Yes	Because the pandemic situation currently allows it.
BE-Actiris	No	
BE-FOREM	Yes	See Table 12
BE-VDAB	Yes	In 2021, VDAB developed a contact strategy for the temporarily unemployed. In those sectors where temporary unemployment was highest, sector-specific communication was provided to employers and temporarily unemployed.
BG	Yes	COVID-19 intensifies contacts with employers through the Internet.
CY	Yes	As mentioned above there is a tremendous increase in the electronic and in a lesser degree in the internet-based (online) channels of communication like Zoom. Physical visits by Employers for job vacancies decreased compared to pre-COVID-19 era.
CZ	Yes	Transition to online communication in co-operation with employers. There was no dramatic increase in the total number of contacts made, for example, because of different tools for communication, some employers used tools that the Labour Office could not use for security reasons. However, at the moment, it is a matter of expanding the possible portfolio of methods of initial contact for the monitoring area.
DE	No	
DK	Yes	We have also established a hotline for the employers, and we have increased the number of stories and information on our communication channels.
EE	Yes	Because of using different online channels (the variety of channels through which employers can be reached), we managed to create and keep in contact with employers faster/better.
EL	No	
ES	Yes	Specific and detailed information on STW, benefits and training for people in an ERTE is available on the websites of the SEPE and the national partner foundation, Fundae.
FI	Yes	For instance recruiting broadcasts through TE live have been organised to employers.
FR	Yes	Further developing proactive approaches (communication campaigns, direct marketing actions and prospecting activities) toward employers to meet their recruitment needs: - for strategic sectors during the health crisis (Health, Social, Retail, Agri-food), - for sectors affected by recruitment difficulties during the recovery period (Construction, Hospitality, Catering, Tourism, Industry).
HR	Yes	Direct communication with employers via phone, e-mail and online platform.
HU	Yes	A new PES website is under development see below also social media campaign has been running for the PES and EURES at Facebook and LinkedIn.
IE	Yes	During lock down periods a greater engagement with employers was developed on the internet and social-media platforms. Since the removal of lockdowns in Ireland, Employer Relations teams have increased activity in arranging meetings and job fairs.

PES	Yes/No	Explanations
IS	Yes	The labour market initiative "Let's work" (Hefjum störf) was advertised extensively by the government.
IT	Yes	
LI	No	
LT	Yes	Remote communication with employers allows PES to reach them more often, therefore the rate of employers, who were using remote services of Lithuanian PES from 2018 to 2020 had increased by almost 40%.
LU	Yes	ADEM's website is user-centric and there is a special "employers" section. At the beginning of the COVID-19 crisis, a special FAQ section related to STW was set up. In addition to ADEM's website, regular information is also published on Social Media, especially LinkedIn.
LV	Yes	We offer employers to meet with potential jobseekers in online meetings in platforms. During these meetings employers inform jobseekers about the open vacancies, they present their companies, explain about the working conditions, job specifications, as well as the requirements and the participants have the opportunity to ask questions to the company representatives in relation to job positions that are available. Jobseekers can apply for the participation in the meeting by filling in the online questionnaire.
MT	Yes	The main impact is the diminished physical contact with employers. We now organise themed informative webinars targeted to employers as well as online meetings with employers to give an explanation on the services offered as well as the functionality of the website. Digitalisation of PES services remain a high priority for PES and was in fact accelerated by the pandemic. As a result of themed webinars employers are being notified of such events by email. Also, more employer-related content is being shared via the PES social media pages.
NL	Yes	We invest in a long term partnership with local and nationwide employers who offer promising job prospects for jobseekers. The main topic of conversation has shifted from loss of work due to COVID-19 measures to finding capable staff.
NO	No	
PL	Yes	
PT	Yes	The increase of contact with employers had to do with the increase of applications from Entities to ALMPs essentially regarding COVID measures. It was facilitated with the streamlining of digital channels and more functionalities made available on iefponline (the digital platform of IEFP).
RO	No	
SE	Yes	We already did this but some further development, see also Table 16 above.
SI	Yes	The ESS web site was intensively used to inform employers, in a user-friendly way, on important issues and measures. The Portal for employers was upgraded to offer employers a digital channel for government schemes. The portal was vital to our success and had a far greater reach than before the crisis.
SK	No	

**Table 20. Impact of COVID-19 on intensity of consultation with employers' organisations**

PES	Yes/No	Explanations
AT	No	We have frequent intensive contact, but we do not intensify them more.
BE-Actiris	No	The pandemic delayed the intensification of the consultation with employers' organisations.
BE-FOREM	Yes	Implementation of sectoral recovery action plans following COVID-19 (industry, aeronautics, construction, hospitality, etc.).
BE-VDAB	No	(e)
BG	Yes	COVID-19 has intensified contacts with employers via the Internet, with a number of discussions, dialogues, seminars taking place online.
CY	No	(e)
CZ	Yes	Co-operation within the advisory boards of individual regional branches of the Labour Office of the Czech Republic
DE	No	(e)
DK	Yes	We reach more employers through our increased collaboration with employers' organisations.
EE	No	(e)
EL	No	(e)
ES	Yes	Due to the dynamics generated by the pandemic, consultations and co-ordination with business organisations (CEOE and CEPYME) have been intensified.
FI	No	(e)
FR	Yes	Developing an "influence strategy" with employers' organisations (federations, employers' unions, etc.) in key sectors, in order to turn them into opinion multipliers for their member companies both on Pôle emploi's actions and recruitment services. This strategy is led by the Head Office, but each key sector is assigned to a Pôle emploi Regional Directorate (leading partner), which facilitates the relationship with the national employers' organisations along with Pôle emploi's Head Office and shares its actions with the other Regional Directorates.
HR	Yes	Specifically, the consultations with employers' organisations have been intensified as regards third country nationals' employment in the shortage occupations.
HU	Yes	At the meetings of the Permanent Consultation Forum of the Private Sector and the Government) the governmental measures focusing the consequences of COVID-19 were discussed 21 times between 2020 and 2022.
IE	Yes	The Department has intensified its engagement with employers since the removal of lockdowns. Through the Labour Market Advisory Council (LMAC) sub-group on Employer Engagement the Department has sought to activate networks of employer organisations in promotion of its employment strategies for Ukrainians, those with disabilities, young jobseekers and through the promotion of the WPEP.
IS	Yes	The before labour market initiative mentioned above was introduced to employers e.g. through meetings organised by employers' organisations. There were also some consultations for clarifications and changes made.
IT	Yes	(e)

PES	Yes/No	Explanations
LI	No	(e)
LT	Yes	During the pandemic there was active co-operation with business associations, branch-sectoral associations, as well as institutions providing recommendations for the activities of the Employment Service (Employment and Tripartite Council).
LU	Yes	ADEM has a longstanding partnership with the Luxembourg employers' association (UEL), an umbrella organisation which represents the Luxembourg private-sector employers and includes Luxembourg's professional chambers and employer federations. The partnership agreement between ADEM and UEL includes concrete KPIs which are regularly monitored in bilateral steering committees.
LV	No	(e)
MT	Yes	In 2021 and 2022, we have held meetings with the representatives of employers' associations to enhance our working relationship with them and to enable information to employers (their members) to be disseminated further.
NL	Yes	Through the Regional Transition Teams, the co-operation with employers' organisations has intensified. Also the focus within those teams have shifted to labour shortages.
NO	Yes	During the whole of the COVID-19 pandemic, the longstanding tripartite co-operation has been very important in understanding and targeting the developments of the labour market.
PL	Yes	A lot of online meetings with the representatives of employers were organised with the aim to inform them about the new solutions and forms of assistance and how to implement them in practice.
PT	No	(e)
RO	No	(e)
SE	No	Dialogues with certain sectors/industries were taken during the pandemic, e.g. the Federation of Swedish farmers about green jobs and agriculture, but we cannot answer Yes in general. Arbetsförmedlingen has a new take on sector work, but not as a result of the pandemic, but because some sectors has demanded it in order to solve their skills supply need. Sector councils with the transport sector and green jobs, sector dialogues with the visit/tourism industry.
SI	Yes	Our already existing excellent co-operation (formal agreements on co-operation and periodic meetings) was additionally strengthened by weekly individual contacts during the pandemic, sharing of information and mutual assistance in questions regarding government intervention schemes.
SK	Yes	A Working Group on Employment, Active Labour Market Policy, Youth Guarantee and the Social Economy was established. In accordance with the Statute and Rules of Procedure, the main objective of the working group is to design, implement, monitor and review active labour market policy measures.

**Table 21. Impact of COVID-19 on co-operation in the development of services**

PES	Yes/No	Explanations
AT	No	(e)
BE-Actiris	No	(e)
BE-FOREM	Yes	Focus groups to define needs related to new digital tools, to visualise development models.
BE-VDAB	Yes	Help in de zorg- Help in healthcare: Through the platform <a href="https://vdab.be/helpindezorg">vdab.be/helpindezorg</a> , VDAB matches interested candidates to bottleneck vacancies in the care sector. In order to solve structural bottlenecks in the care sector, a Care Action Plan was also launched in co-operation with the sector. Actieplan Horeca - The Horeca Action Plan is intended to provide an answer to the large shortage of jobs in the hotel, restaurant and catering industry. The COVID-19 crisis, with the long-term closure of these businesses, caused many hotel and catering workers to leave the sector permanently. The action plan was created at the request of the sector.
BG	Yes	For the development of the services, the co-operation with the employers' organisations is increasingly close, but to a certain extent the opinion of the individual employers who filled out the feedback surveys is taken into account.
CY	No	(e)
CZ	No	(e)
DE	No	(e)
DK	No	(e)
EE	No	(e)
EL	No	(e)
ES	No	(e)
FI	Yes	For instance, planning, developing and implementing labour market training or recruitment events.
FR	Yes	Engaging individual employers via surveys to formulate and/or challenge the development or creation of recruitment services (barometers on services towards employers and online services).
HR	No	(e)
HU	Yes	Currently a new vacancy portal has been under development under the name of "KarrierM" <a href="https://karrierm.hu/">https://karrierm.hu/</a> .
IE	Yes	Through the involvement of the LMAC Sub-Group on Employer Engagement in relation to the development of the Employer Youth Employment Charter (EYEC), the development of the Department's Employer Engagement Strategy and the promotion of WPEP.
IS	Yes	Some changes were made in rules and requirements of the labour market initiative to better meet the needs of employers.
IT	Yes	(e)
LI	No	(e)
LT	Yes	During the pandemic there was active co-operation with business associations, branch-sectoral associations, as well as institutions providing recommendations for the activities of the Employment Service (Employment and Tripartite Council). Active consultations and co-operation continue up to this day as there

PES	Yes/No	Explanations
		<p>is a need to manage the crises of the recruitment of Ukrainian refugees, because of the ongoing war in Ukraine.</p> <p>The Creation of the high-qualification jobseekers selection centre. The aim of this centre is to increase a focus on the selection of high qualification jobseekers.</p> <p>The survey of the branch-sectoral associations of the employers is organised in order to identify the needs of the high qualification employees. The results of this survey will be used to create and implement additional training programmes for the high-qualification employees.</p>
LU	Yes	<p>Elaboration of studies in seven business sectors in order to analyse and anticipate the future demand of professional skills. The studies were conducted in close collaboration with the competent business federation.</p> <p>Co-design and implementation of targeted training measures for individual employers who hire registered jobseekers.</p>
LV	Yes	(e)
MT	Yes	We are holding more discussions and focus groups with employers in relation to the development or adjustment of services.
NL	Yes	The Regional Transition Teams.
NO	No	We are influenced by them, but no specific co-operation set up to develop services. However, in Norway we have longstanding and well-functioning tripartite co-operation (government authorities/employers' organisations/employees' organisation) which would typically be voiced when developing new services.
PL	No	(e)
PT	No	(e)
RO	No	(e)
SE	No	(e)
SI	Yes	<p>In our annual action plan, employers' organisations agreed to co-operate with ESS in development of digital services for employers.</p> <p>Due to growing labour shortages, which appeared before the end of the pandemic, employers and employers' organisations co-operated in different ESS led projects, e.g. a project addressing employment of vulnerable groups of unemployed, a project developing a new approach to job-matching.</p>
SK	No	(e)

**Table 22. Impact on the implementation of services**

PES	Yes/No	Explanations
AT	No	(e)
BE-Actiris	No	(e)
BE-FOREM	No	(e)
BE-VDAB	Yes	No
BG	Yes	It co-operates more in the provision of services with individual employers, but on individual projects there is also co-operation with employer organisations.

PES	Yes/No	Explanations
CY	No	(e)
CZ	No	(e)
DE	No	(e)
DK	No	(e)
EE	No	(e)
EL	No	(e)
FI	Yes	(e)
FR	Yes	Engaging with employers' organisations, to take part in their events (seminars, professional events, job fairs, general assemblies, etc.) to inform members about Pôle emploi's recruitment services in the context of recruitment difficulties and shortages on the labour market.
HR	No	(e)
HU	No	(e)
IE	Yes	The Department engages at national and local level with employer organisations for the implementation of services.
IS	No	(e)
IT	Yes	(e)
LI	No	(e)
LT	No	(e)
LU	Yes	<ul style="list-style-type: none"> <li>• Preselection of candidates.</li> <li>• Organisation of recruitment workshops for individual companies.</li> <li>• Organisation of sectoral recruitment fairs on national and international level.</li> </ul>
LV	No	(e)
MT	Yes	We constantly request and receive feedback on services that already exist. It is via this feedback that we can continuously update and improve our services.
NL	Yes	The Regional Transition Teams.
NO	No	We are influenced by them, but no specific co-operation set up to implement services. However, in Norway we have longstanding and well-functioning tripartite co-operation (government authorities/employers' organisations/employees' organisation) which would typically be involved when implementing new services.
PL	Yes	A lot of online meetings with the representatives of employers were organised with the aim to inform them about the new solutions and forms of assistance and how to implement them in practice.
PT	No	(e)
RO	No	(e)
SE	No	(e)
SI	Yes	More co-operation with individual employers to transfer existing services to the digital channel (we co-operate more in virtual events). More communication was needed to promote some new LMP Measures, such as the "green jobs" subsidy for employers. Employers' associations co-operated in the information campaign.
SK	No	(e)

**Table 23. Other impacts of COVID-19 on co-operation with employers**

PES	Yes/No	Explanations
AT	No	(e)
BE-Actiris	No	(e)
BE-FOREM	No	(e)
BE-VDAB	No	(e)
BG	No	(e)
CY	No	(e)
CZ	No	(e)
DE	No	(e)
DK	Yes	We focus in particular on co-operation with the employers' organisations where there is a shortage of labour.
EE	Yes	In 2021, Estonian PES together with the Professional Association of Accommodation and Catering organised short seminar series "Ready for Summer", specifically designed for current and future employees of accommodation and catering companies to support reopening the sector. In 2022, it is planned to continue with this short training format to support sectors that were affected by COVID-19 pandemic the most.
EL	No	(e)
ES	Yes	We collaborate in the design, planning and monitoring of services and programmes.
FI	No	(e)
FR	Yes	Involving individual employers and employers' organisations through national agreements to promote the commitment of companies to combat their recruitment difficulties through use of public policy tools (subsidised contracts, integration measures for target groups, training for jobseekers, etc.). For example, 3 construction and public works federations, 6 transport and logistics federations, 1 temporary employment federation, etc.
HR	No	(e)
HU	No	(e)
IE	No	(e)
IS	No	(e)
IT	No	(e)
LI	No	(e)
LT	No	(e)
LU	Yes	Collaboration with private-sector HR and providers of job platforms in order to increase the transparency on the Luxembourg labour market.
LV	No	(e)
MT	No	(e)
NL	No	(e)

<b>PES</b>	<b>Yes/No</b>	<b>Explanations</b>
NO	Yes	For inclusion of jobseekers within vulnerable groups, especially during the pandemic, where these groups were the hardest hit by unemployment.
PL	No	(e)
PT	No	(e)
RO	No	(e)
SE	No	(e)
SI	No	(e)
SK	Yes	Due to limited personal contacts (ban on personal visits, group activities, etc.), there was more communication done electronically. The trend of further digitalisation of applications continues.

**ANNEX 2. IMPACTS OF WAR IN UKRAINE**

The following table show the answers provided by PES

**Table 24. Main impact on objectives and targets of PES due to the war in Ukraine**

PES	Impacts	Elaboration
BE-Actiris	No	An Action Plan with some specific actions has been deployed by Actiris to manage the influx of displaced people from Ukraine. See: WikipES Home - WikipES - EC Extranet Wiki (europa.eu).
BE-FOREM	Yes	FOREM has established an action plan based on four areas aimed at facilitating the reception, training and integration of Ukrainian nationals in the labour market. 1. Communication: - Collective information sessions on our services for Ukrainian nationals. - Presentation of the service offer translated into Ukrainian. - Revision of the webpage devoted to companies and the recruitment of foreign nationals. - Possibility for companies of encoding specific job offers online, allowing them to show their interest in welcoming a foreign national. 2. Registration and administrative procedures: - Displaced people from Ukraine will have access to the labour market and to the services of FOREM as soon as they have registered in the municipality where they live and as they have received the appropriate certificate. - Process will be the same as for other refugees. - Facilitation of the registration either via collective registrations in collaboration with the municipalities, in the presence of translators and FOREM advisers speaking English, or individually, in FOREM premises, accompanied by volunteer translators or interpreters from a public body. - Recruitment of two half-time interpreters. 3. Guidance towards employment: - Ukrainian nationals can get support from FOREM migrant advisers as is the case for other foreign nationals. - FOREM will take steps to facilitate the connection of Ukrainian nationals with the sectors in demand through the transmission of suitable job offers. - Strengthening of the co-operation between FOREM employer services and FOREM migrant advisors. - Organisation of a reversed "Job Day", whose objective is to start with the profiles available and identify companies potentially interested in them. 4. Training: - Two targets: a) Establishment of direct interactions and contacts between the migrant services and the trainers. b) Implementation/adaptation of AFPs (Customised Training Workshops) to meet the key skills and FLE (French as a foreign language) training needs of this group.
BE-VDAB	Yes	Flanders divided the inflow into 3 phases: Phase 1 ran until 1 April 2022 (18 000 persons), Phase 2 from 1 April 2022 to 15 June 2022 (another +18 000 persons). In Phase 3, which starts on 15 June 2022, a total of 120 000 Ukrainian persons are expected in Flanders. The end date of Phase 3 is not fixed. These are mainly women and children. The men have to stay in the country to fight. These phases are linked to the different stages of the VDAB services. VDAB makes a distinction between quick matching to work in Phase 2 and more additional support for those who need it in Phase 3. Depending on the inflow according to the phases, additional financial resources can be released.

PES	Impacts	Elaboration
		<p>In the first instance we focus on quick matching for those who want to work. This implies that we initially aim for short actions with a direct focus on employment and on strengthening the social inspection and the economic migration desk. These will mainly be temporary jobs in sectors where the need is high and knowledge of Dutch is not a requirement. In addition, technical and higher-educated profiles with experience can start working with a contact language or a (very) limited knowledge of Dutch. That is why there is a need for extra resources for assessment and matching, language support for both employer and employee: e.g. basic Dutch courses, IBO with language support and job and language coaching on the shop floor: actions that facilitate fast employment in Flanders for jobseekers with a short distance to the labour market, looking at integrated routes. Longer training courses or intensive guidance with a view to sustainable employment for jobseekers with a greater distance to the labour market will be more in order as of the second half of 2022.</p> <p>It must be assessed soon after arrival whether someone can (quickly) take steps towards work. The importance of a good pre-screening by the organisation that does the initial intake, linked to the needs in the other life domains (e.g. housing, education, childcare), is essential. The further elaboration of this pre-screening is therefore an important link in the further process for VDAB. Agreements are made locally with the OCMWs/local councils and the Integration and Civic Integration Agencies about how the referral to the VDAB can take place smoothly.</p> <p>Amongst the general measures, VDAB offers information via different websites for employers (<a href="https://werkgevers.vdab.be/werkgevers/werkplekvrij">https://werkgevers.vdab.be/werkgevers/werkplekvrij</a>: website that facilitates job-matching between employers and foreign employees and <a href="https://werkgevers.vdab.be/werkgevers/anderstalig-talent">https://werkgevers.vdab.be/werkgevers/anderstalig-talent</a>: website that provides the employer information regarding language classes for foreign employees). VDAB also has a landing page for newcomers.</p> <p>In the second and third phase we expect a further increase in the inflow as the first basic needs (housing, education, childcare, healthcare) will be met and more people will have room to think about work. We foresee an increase in services and an expansion to offerings that last longer and/or require a basic level of Dutch.</p>
BG	Yes	<p>The events in Ukraine have changed the rhythm and organisation of work in some of the territorial divisions of the National Employment Agency. Consultancy services were provided to the displaced persons on site, with the formation of mobile teams that periodically visit the Danube Bridge, Durankulak, Silistra, Vidin, Burgas and Varna border crossings. Mobile teams also visit transport hubs and crisis headquarters for the arrival of Ukrainian citizens (Sofia, Plovdiv, Gabrovo, Burgas, Varna, Lovech, Targovishte, Silistra, etc.). LOD representatives are in continuous contact with the local authorities and participate in the work of the headquarters at the local level. Survey forms make it possible to study the attitude of both local employers to hire Ukrainian citizens and, in addition to employment, to provide training in the Bulgarian language, as well as the needs of the displaced persons and especially their attitudes to work in Bulgaria and to participate in training in the Bulgarian language. The survey for Ukrainian citizens has been translated into Ukrainian, Russian and English.</p> <p>In order to be able to provide adequate support, a change was initiated in the Employment Promotion Act.. The change will allow the full range of employment services to be provided. A proposal has been submitted to change the scope of the Programme for Training and Employment of Refugees (organisation and financing of Bulgarian language training, vocational training, employment) in the medium term (if funding is provided through the NEAP), and from the beginning of June 2022, launched Operation "Solidarity", financed through the ESF.</p>

PES	Impacts	Elaboration
		<p>To the extent that the development of the NEA Action Plan preceded the events in Ukraine, in the 2022 NEA Action Plan, in main objective 3, specific objective 3.1. text that addresses the problems with displaced Ukrainians is included:</p> <p>3.1. Balanced admission of citizens of third countries for the purpose of employment, taking into account the needs of the national labour market and the current political situation. The current political situation refers to the displacement of Ukrainians from the places of hostilities.</p> <p>Subsequently, NEA became involved in the development of a national Action Plan for providing accommodation, healthcare, social support, employment, education and integration of citizens with temporary protection in Bulgaria. In it, NEA sets the following main goal: Implementation of timely measures for the integration of people from Ukraine, as well as to overcome the growing shortage of personnel on the labour market in Bulgaria, attracting an active and qualified workforce. Its sub-goals are: Ensuring employment of Ukrainian citizens with temporary protection in the Republic of Bulgaria; Inclusion of Ukrainian citizens who have received the status of temporary protection in the Republic of Bulgaria.</p> <p>Each of the sub-goals is backed by performance measures, an expected result and a financial commitment.</p> <p>These measures are also included in the Plan for the implementation of the priorities of the National Migration Strategy of the Republic of Bulgaria 2021-2025, which was updated in June 2022.</p>
CY	No	Very few registrations of refugees from Ukraine with the PES have been realised so far.
DE	Yes	No changes were made for the legal circle of Social Code III. The entry of Ukrainian refugees into SGB II is monitored. The effects will be assessed in the context of the annual achievement of the integration rate.
ES	Yes	SEPE and the 17 Public Employment Services of the Autonomous Communities have agreed on how to identify people affected by the Ukrainian conflict. This is a specific registration procedure and joint creation of a specific type of government authorisation (Registration of a new administrative authorisation for foreigners: A4). This allows them to be identified and monitored for specific measures that the regional Public Employment Services, in exercising their powers, may establish for these people. For example, Spanish for Beginners for those starting with no knowledge of the language.
FI	Yes	Expected changes may be linked with the need to increase appropriations for the Ukrainians. However, regarding appropriation of the integration training for the Ukrainians who have been granted temporary protection, there is so far no indication that the appropriation would not be sufficient. ELY Centres, in charge of organising the integration training, may send potential supplementary proposals to the Ministry of Economic Affairs and Employment still in June.
FR	Yes	The tripartite agreement indicators "Number of placements" and "Number of long-term unemployed jobseekers" are subject to the conjuncture. Targets for these indicators are reviewed twice a year to take account conjunctural effects.
HU	Yes	With the influx of displaced Ukrainians, refugees became a new target group of the PES. Several measures have been introduced to support the living and labour market integration of refugees (e.g. housing and travel support provided for the employers of refugees in order to encourage their employment).

PES	Impacts	Elaboration
IE	Yes	It is expected that the additional uptake of employer engagement activities generated in relation to the Ukrainian crisis will be reflected in strategic objectives and targets for 2022. It is also expected that current ALMPs will be changed to facilitate engagement by Ukrainians. An example would be the WPEP programme.
IS	Yes	The refugee department's objectives and targets have been disrupted, since the counsellors had aimed to put their primary focus on young refugees, under 25 years of age, and the long-term unemployed, i.e. refugees that have not found employment a year after they have started searching for work in Iceland. Due to the high influx of displaced persons from Ukraine, it has been hard to find the time for intensive counselling for these focus groups. We hope that we can return to our targets with full force in the fall, but at the moment it is hard to predict whether this will be possible.
IT	Yes	Currently we cannot provide more information on this point.
NL	Yes	In line with European policy Ukrainian refugees can work in the Netherlands without a work permit (PES should be notified by employer). Ukrainian refugees can make use of PES services (job search, for example with help from the Regional Transition Teams) and the PES Eures-advisors will provide for employers.
NO	Yes	Within the approved Act No. 92/2022 Coll. on Certain Other Measures in Connection with the Situation in Ukraine, Act No. 5/2004 Coll. on Employment Services was amended in that way that projects and programmes to promote the integration of third-country nationals who are asylum seekers or who have been granted asylum, or who have been granted temporary protection (in order to facilitate their social integration and integration into the labour market by providing tools and services to support the improvement of their employability and labour market entering) implemented by the Central Office of Labour, Social Affairs and Family, are also considered ALMP measures.

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