Country Report

Spain

Client: European Commission

Rotterdam, London, September 2011

Country Report PES PMS

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ECORYS

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Summary

ID	
Country	Spain
Name PES	The Spanish *Sistema Nacional de Empleo* [**National Employment System**] consists of: • **SEPE** - the central *Servicio Público de Empleo Estatal* [**Public State Employment Service**] and; • the *Servicios Públicos de Empleo de las Comunidades Autónomas* [**Regional Public Employment Services**].
Name researcher	MP
Additional remarks (e.g. source gaps, problems, challenges)	Country visited

1 Background information

General information PES		Source*
Mission & tasks & targets	The objectives of the Public Employment Service, SEPE are to contribute to the development of employment policy, manage the unemployment protection system and ensure the information on the labour market to make entering and staying in the labour market to citizens and improving the human capital of companies with collaboration of the Autonomous Public Employment Services and other agents of the workplace. Its competencies therefore include: 1. Prepare and submit to the Ministry of Labour and Immigration policy proposals of state-wide employment, training for employment and unemployment protection as appropriate; 2. Prepare the draft budget of income and expenses; 3. Encourage the development of the National Employment System in cooperation with public employment services of the autonomous communities with particular attention to coordination between employment policies and unemployment benefits; 4. Perceiving financial support from the European Union of European funds for the financing of actions and programs funded from the budget and proceed to the justification and assessment of evidence, through the managing authority designated by the regulations of the European Union; 5. Collaborate with the regional governments and social partners in developing the Annual Work Program of the National Employment and Implementation Plans of the European Employment Strategy, ensuring joint monitoring and evaluation; 6. Perform management and control of unemployment benefits, ensuring compliance with the commitment of activity and exercise disciplinary powers in this matter, in accordance with current regulations; 7. Maintain databases to ensure the public register of supply, demand and contracts, maintain the observatory of occupations and the statistics on employment and unemployment for state	http://www.mtin.es/es/organizacion/empleo/contenido/OM29.htm

General information PES		Source*
	purposes, according on the provisions of art. 13. g) of Law 56/2003 of 16 December, Employment without prejudice to the powers of the National Institute of Statistics by Law 12/1989 of 9 May, the Public Statistics; 8. Manage programs' employment and vocational training for employment, that apply rules, and are registered in its budget; 9. Conduct research, studies and analysis on the labour market situation and tools to improve, in collaboration with the respective autonomous communities; 10. Those competencies that apply under current regulations of immigration policy; 11. Any other legal or regulatory powers conferred upon it.	
Organisational setup (nr. of central, regional and local offices)	The Public Employment Service, SEPE, is an autonomous body of the General State Administration, currently seconded to the Ministry of Labour and Immigration that is charged with the management, development and monitoring of programs and measures of employment policy, under the provisions of Employment Law 56/2003 of 16 December. SEPE consists of: • A Central Service; • A regional network of 759 offices in 52 provinces of the Spanish state from which unemployment benefits managed.	http://www.mtin.es/es/organizacion/empleo/contenido/OM29.htm http://www.eurofound.europa.eu/
Human resources (nr. of staff if possible fte's) Please mention the year	21 500 staff, of which 13 500 in Employment offices (2009). Spain's public employment services hired 2,415 staff in employment offices and 1,500 members to assist with job search.	Annual report, 2009. ILO, 2009.
Financial resources (annual budget) Please mention the year	€7.596 billion in 2009 for active employment policies.	Annual report 2009.

Institutional context		Source
How closely linked is the PES to relevant governmental body? (*deconcentration*: is this a part of a ministry, is it a legal form, a separate agency?)	SEPE is an administrative body under the Ministry of Labour, set up in 1978 to develop and follow up employment policy, to co-ordinate and run public employment offices and to administer the unemployment benefit system.	http://www.eurofound.europa.eu/ /
How much autonomy is given to regional and local level in PES? (*decentralisation*: who designs budget, the strategy etc.)	A major feature of labour market governance in Spain is the decentralization of employment services. While the National Employment Service is responsible for unemployment benefits, each region/ Autonomous Community is responsible for active labour market policies. This has meant some diversity in active employment policies throughout the national territories. The relationship between the state and the Autonomous Communities involved central government still being able to legislate on active and passive policies with funds financing active policies allocated according to jointly agreed criteria. The state also controlled the common information databases with definitions of a number of basic concepts and administrative practices being adapted to ensure compatibility.	DWP, International review , 2009.
To what degree are services or tasks outsourced to voluntary or private sector? (*Privatisation*: which services are outsourced and to whom?)	Training services may be outsourced and so are a number of other services.	

Country information		Source
Sending or receiving country?	Receiving. Mobility patterns meanwhile changed as a result of the current economic crisis. In this context, Spain seems to change in a sending country, for example to Germany, as opportunities on the Spanish labour market are unfortunately diminishing.	Ecorys.
Background information: • % of employment; • % of unemployment; • the main challenges on the labour market.	Employment rate: 58.4% (LFS, 2010); Unemployment rate: 20.1% (LFS, 2010); Employment levels in Spain dropped severely as a result of the current economic crisis. Spain is confronted with high unemployment rates among youngsters (more than 25%).	Eurostat.

2 PES performance measurement systems – Design

Purpose		Source
For which purpose was the performance measurement system established and for which level? (check for accountability; management information)	SISPE is the Information System of Public Employment Services (*Sistema de Información de los Servicios Públicos de Empleo*): SISPE integrates information on the management of active employment policies and unemployment benefits covering the Public Employment Services, State and regional governments. It was established by the established SEPE (Law 56/2003, Article 7.2.c). Spain's PES uses headline performance indicators for the following reasons: • to measure labour market performance; • to measure organisational performance; • to help manage the organisation's strategy and interventions; • to provide information to the public. Prior to the transfer of competencies to the Autonomous Communities, the Information System of the National Employment Institute had a strong role, responding to information and management needs at national level, integrating the different management domains: job placement, employment contracts, unemployment benefits and occupational training. The decentralisation left open the possibility that the Autonomous Communities develop their own systems. Some Autonomous chose the path of developing their own Information Systems (Catalonia, Andalusia, Valencia, Galicia, Castilla y Leon and the Canary Islands), while others chose to continue using SISPE. This situation showed the need of integrating the various information systems. This was done by defining a core set of information to be collected and shared by all, and by a common set of management rules. This assures that basic information on active employment policies is available for the whole of Spain in real time, i.e. that the information could be known by different systems at the time of being produced.	DWP, 2009. Interviews. Informative note on SISPE.

Purpose		Source
	For the participating communicates: At present Autonomous Communities are obliged to send data in real time to SEPE: • all data disaggregated by Autonomous Communities (17) and provinces (52); • Some of the data disaggregated administrative units of management (860); including the employment offices (759) and the telew orking offices (101); • It includes data on offer and supply of employment, mobility, type of services, etc.; • Beneficiaries of the employment services are classified by gender, age, study level, time being unemployed; • It includes an official database of employment contracts. In Spain almost all the labour contracts have to be registered (except some verbal contracts). The contracts are classified by public or private employer companies.	

Indicators		Source
What types of indicators are used to measure performance? (in terms of: inputs, outputs, results, impacts)	Since the competences on Active Labour Measures have been gradually decentralized / transferred to the Autonomous Communities (see attachment), the indicators set and the monitoring has been reduced. Now National objectives and budget allocation are agreed w ith the Autonomous Communities. How ever the budget allocated in each Autonomous Community does not depend on the achievement of the objectives. The indicators used differ according to type of activity. There are 2 groups or subsystems of measures distinguished w ithin Active Labour Measures: • Employment advice/guidance, the three main programmes being: - The special Plan for Guidance, Vocational Training and Labour Market Integration; - The vocational orientation programme for employment and self-employment OPEAS - *orientación profesional para el empleo y de asistencia para el autoempleo;* - Specific Plans of the Autonomous Communities. • Training for employment, aimed at employed and unemployed w orkers.	DWP, International review , 2009. Interview s. 2010 Annual plan for the evaluation of the training for employment system.

Indicators		Source
	At the beginning SISPE only contained information on guidance and advice, but now training services are being included. A specific PMS exists for the Special Plan for Guidance, Vocational Training and Labour Market Integration, approved by Resolution of the Council of Ministers of April 18, 2008 (Plan Extraordinario de Orientación, Formación Profesional e Inserción Laboral, aprobado por Acuerdo del Consejo de Ministros de 18 de abril de 2008). This special plan set up the hiring of 3,000 people as advisers for the employment offices beginning with 2 advisers per office and now 4 advisers per office. For the second group (subsystem) of measures a specific annual plan for the evaluation of the quality, impact, effectiveness and efficiency is prepared. Indicators exist at the level of outputs, results, and to a limited degree at the level of impacts.	
Which (sub-) indicators are used for each type? (if there many, please put them in an annex)	The **special plan for Guidance, Vocational Training and Labour Market Integration** includes outputs indicators, which are measured on a monthly basis: • Number of persons advised; • Number of beneficiaries; • Number of companies visited; • Number of activities. Results are measured on a quarterly and annual basis, such as (non exhaustive): • Number of job seekers contracted in subsidised employment; • Number of job seekers contracted by employers; • Number of job seekers starting training offered to them. Number of job seekers becoming self-employed. For **2010 the annual plan for the training for employment** measures included indicators such as (non exhaustive list, in original terminology and classification): Quality: • Satisfaction of participants; • Degree of certificates obtained from by certified centres; • Share of training actions that was completed; • Share of training actions that led to the award of	State Bulletin number79 on the special plan for Guidance, Vocational Training and Labour Market Integration. 2010 Annual plan for the evaluation of the training for employment system.

Indicators		Source
	a vocational certification. Effectiveness: • Outputs indicators such as disbursement rates, number of trainees, average duration of training; • Results indicators: number of persons trained, drop-out rate/successful completion rate, degree of coverage of unemployed. Efficiency: • Average costs per participant; • Average costs per participant and hour of training. Impact: • Degree of job maintenance; • Degree of labour market integration – employment. For the future some more elaborate indicators for quality and results and impact are foreseen including: • Quality: degree of satisfaction of companies with students in non work professional practice; • Impact: degree of job retention after 6, 12 and 18 months, degree of labour market integration - self-employment, degree of productivity increase at the work place.	
Do indicators presuppose causal relationships (input-output; output-results; results-impact)? How ?	No, at least not explicitly.	Interviews.

Targets		Source
Do targets exists, i.e. are indicators quantified? For who are targets set (central office, local offices, individual employees)?	The special plan for Guidance, Vocational Training and Labour Market Integration foresees targets for each autonomous community at outputs level, such as number of persons having received guidance, the number of (other) beneficiaries, the number of company visits, total number of contacts with unemployed.	State Bulletin number79 on the special plan for Guidance, Vocational Training and Labour Market Integration.
Are targets SMART?	Yes.	

Tools		Source
Does the PES PMS include a Data Warehouse (DWH) and to which other administrations is this DWH linked?	Yes, in the sense that SISPE combines data on the unemployment benefits administered by SEPE and the ALMPs administered by the Autonomous Communities. SEPE also disposes of information on all the employment contracts concluded by Spanish employers, as these are obliged to register them with the PES. This includes information on foreign workers contracted in Spain.	Informative note on SISPE.
Is a tool (e.g. Balanced Scorecard) for presenting management information available?	No, information is available on-line and in publications in regular frequency tables and cross-tabs.	Interviews.

Quality assurance		Source
Is quality of client satisfaction measured? How and frequency?	Through surveys.	Interviews.

Management and support		Source
What are the main data sources of the PMS?	Surveys (customer). Administrative data from SEPE and autonomous communities. Data provided by INE (nationals statistics office) data provided by FTFE (The Tripartite Foundation for training in work that manages the 'State System of Social Security (Credits). In addition, individual studies are carried out: several years ago a survey on training issues was carried out. It allowed the assessment of the impact of training measures on employment.	Interviews.
How is data collected and updated?	By SEPE and by PES in Autonomous Communities.	Interviews.
Who has access to the data generated by the PMS?	State/SEPE and Autonomous Communities.	Interviews.

Tagging customers		Source
Are customers willing to work abroad or willing to hire foreigners especially tagged in the system?	No.	Ecorys webservey.

Tracking customers		Source
Is contact maintained with clients to ascertain the results of activity/support provided? For example, are any follow-up surveys undertaken?	For the vocational training programme.	Interviews.

Influence PES resources on PMS		Source
In which ways and to what extent is the PES PMS influenced by the PES resources, business models and national priorities?	See above, the design and use of SISPE is highly influenced by the decentralisation of the responsibilities for ALMPs to the Autonomous Communities.	Interviews.

3 PES performance measurement systems - Use

Performance management areas		Source
Is performance measurement being use for the operational, tactical or strategic level? By whom?	Already in 2001 the Spanish PES adopted elements of MBO. The use of ex ante quantitative targets is selective (see above) and as yet performance information plays a central role in the steering and controlling of PES operating units. Performance information is also used for tactical/ strategic purposes (see below).	Mosley, Management by Objectives, 2001. Interviews.
At which level(s) of the organisation is performance management practiced?	National and regional (autonomous communities).	Interviews.
In which management areas (Human resources, Financial resources, Quality management, and Strategy development) are the findings of performance measurement used?	The outcomes of the evaluations /assessment/monitoring carried out by SEPE are used by the Autonomous Communities themselves and at national level for setting up specific plans. The allocation of budget for the Autonomous Communities does not depend on the performance.	Interviews.

PES mission and target setting		Source
Please describe the target-setting process: actors involved, frequency, etc.	The design of the PMS system is agreed by the national and the regional level in what is called the **Employment and Labour Affairs Sector Conference**. (Compare to the Performance Dialogue in France, but of course with national government in a far weaker position). The Employment and Labour Affairs Sector Conference is the general instrument of collaboration, coordination and cooperation between the National Administration and the Autonomous Communities with regard to employment policy, especially with regard to the first Spanish Strategy for Employment and Annual plan for Employment Policy.	Interviews. State Bulletin number79 on the special plan for Guidance, Vocational Training and Labour Market Integration.

Benchmarking		Source
Are sub national PES offices benchmarked for functional reasons, including	The monitoring of indicators is used as benchmarking among the Autonomous Communities. However, since this can become a highly political exercise, comparative data tend to be treated with extreme care and dissemination is in principle limited to the Autonomous Communities.	Interviews.

Rewards		Source
Is target-realisation rewarded? How?	Performance measurement is used for policy making, but there are no incentives or sanctions.	Interviews.

4 EURES

Information about EURES		Source
General information about EURES (number fte's, cooperation with PES)	There are 70 people working in EURES but only the 25% (17 people) are working full time. Note: the number of advisers is considered low, e.g. there are only 2 EURES adviser for 44 employment offices in Madrid Region. It is planned to increase this number in 2012. Cooperation with PES seems similar to other countries. The advisers have regular meetings with the staff of the employment offices within the regions.	Interviews.
Most important stages and tools	Information: • Update and improvement of documents; • Targeted forwarding of EURES offers; • Organisation of information sessions; and seminars on EURES; • Dissemination of information new bulletins. Employers: • Explorative study in the field of tourism to learn out about recruitment practices; • Organisation of joint work meetings between companies and universities to initiate cooperation projects; • Company visits to promote EURES services; • Assist companies that want to move in the pre-selection of candidates for recruitment; • Follow-up activities concerning recruitment abroad (seminars or visits on site); • Participation in events directed at employers or employer associations. Transnational labour mobility: • The organisation of Information sessions on employment opportunities; • Participation in other EU mobility projects, such as Leonardo da Vinci; • Organising meetings on transnational mobility with other EU PES to develop joint actions. Informing the general public: • Promoting the network through visits to e.g. educational centres, municipalities; • Information sessions for specific target groups;	EURES report Spain June 2010-May 2011.

Information about EURES		Source
	• EURES days for social and economic actors that cooperate in the dissemination of the network; • Regular contacts with media; • Participation in job fairs, Forum, Job Days etc. organised in other countries.	
Assessment of the tools: what works well and why and what needs some improvement.	Job Days and job fairs are particularly effective with a view to placement.	Interviews.
Which factors facilitate or hinder cross-national placement of individuals by EURES. Describe short their impact.	The following barriers for mobility have been mentioned during the interviews: • Fear to move to unknown country; • Lack of language skills; • (Relatively strong) Family Links; • Perception of high quality of life; • Negative perception of historic migration of some periods (Spanish economic crisis in the 60´s leading to economically 'forced' migration). Due to the economic crisis mobility has become a relevant issue. Several recruitment processes has been carried out. Some of the recruitment processes have had a high diffusion in mass media. The latest EURES report on Spain mentions barriers related to: social security, financial, vocational qualifications, employment legislation, cultural and language related.	Interviews. EURES report Spain June 2010-May 2011.
Opinion on the current way/form of reporting in the EA Monthly reports? What works well what does not.	EURES information from the 17 Autonomous Communities is aggregated and national level and provided to the European Commission. EURES has been integrated into SEPE. Spain has had some problems with the European Commission software. EURES advisors now use two software systems for registering data: • The European Commission software; • A national software with more indicators that the European Commission's. The software does not allow recording the information by activities such as job fairs. This is a drawback, since some of these activities would lend themselves for good monitoring and evaluation and could demonstrate the added value of EURES.	Interviews.
Alternative ways for measuring the performance of EURES (describe shortly)	Specific activities are undertaken in the cross-border region Galicia-Portugal. Individual job seekers can be traced when moving abroad thanks to close contacts between employment and social security	Interviews.

Information about EURES		Source
	bodies on both sides of the border.	
What other data is available for measuring the performance of EURES (other than that included in the monthly reports)?	EURES advisers collect the information on impacts when they carry out the whole process of recruitment.	Interviews.
In your opinion, what are (or could be) the best indicators for measuring the impact of EURES on geographical mobility?	Hard to say at present, when foreign employers are in some countries reluctant to divulge information for privacy reasons and no resources are available for extensive follow-up surveys.	Interviews.

5 Geographical labour mobility

5.1 Design

Specific to geographical mobility		Source
Is the performance of geographical mobility activities other than EURES assessed?	No.	Interviews.
Do indicators related to geographical mobility activity exist within the PES performance measurement system?	Only for intra-Spain mobility. These are however not included in the PES performance measurement system.	Interviews.
Are targets in place?	No.	Interviews.
Does the PES collect any (other) data on geographical mobility activity (i.e. which is not included in the performance measurement system)?	The Observatory of Occupations is part of the SEPE research and statistics department (*Subdirección General de Estadística e Información Área de Organización y Planificación de la Gestión Servicio de Análisis, Documentación e información*): • They carry out different types of research (incl. surveys); • They are organized by thematic working groups. There is one specific working group on mobility; • Their main sources are SISPE, (Information System of Public Employment Services), Labour Force Survey (in Spanish, Encuesta de la Población Activa) and the Social Security database; • They have a specific agreement with Portugal for sharing information. So they carry out studies on mobility between Spain and Portugal (e.g. a joint Spanish-Portuguese publication is produced on the labour market and labour mobility between Portugal and Spain in 2009). There are some collaborations with countries in Latin America. They provide statistical information for: • EURES; • ESF; • CEDEFOP fiche. They have data on: • Internal mobility inter-provinces and inter-autonomous communities. The indicator is elaborated matching the data from the home address of the job seeker with the data from the	Interviews.

Specific to geographical mobility		Source
	employer address through the ID number; • International Mobility: They only have data on cross border and international mobility with Portugal. They have tried to collaborate with other countries as Switzerland. In general they have had problems to find the right contact in other countries to exchange data. In addition, information is available on foreign workers and foreign job seekers living in Spain. Interviewees highlighted that the links between EURES and the Observatory for Occupation should be strengthened.	
Does the PES also monitor geographical labour mobility on the basis of data provided by another organisation (e.g. statistical office)? Which indicators are used?	The main cross-border region is that of Galicia (with Portugal). Galician EURES advisers have a lot of regional data on mobility between Galicia and to the north of Portugal: • They have been requesting data to different sources in Portugal; • Also they have contact with social partners and employers organization in Portugal and Spain.	Interviews.
Where in the PES is data collected and processed?	At national level: Subdirección General de Estadística e Información Área de Organización y Planificación de la Gestión Servicio de Análisis, Documentación e información.	Interviews.
How is quality of service/client satisfaction related to geographical labour mobility activities measured?	Not, other than through EURES.	Interviews.
Is contact maintained with clients to ascertain the results of services related to geographical labour mobility provided? For example, are any follow-up surveys undertaken?	See EURES (assessment grid).	Interviews.

5.2 Use

Specific to geographical mobility		Source
At what organisational level (strategic, operational, etc.) and frequency is the effectiveness of services related geographical mobility monitored?	The Observatory of Occupations publishes reports on geographical labour mobility. It includes data on the mobility of foreign workers in Spain (inflow, outflow and residents per province).	Interviews.
Is monitoring information or data used to inform future activity/resource allocation?	Yes. The permanent Cooperation Bridges project between EURES-Spain and EURES-Germany resembles a permanent cooperation which involve the exchange of job vacancies and the provision of candidates through recruitment projects. It has been running since 2011. The project has been shared by the whole EUROPEAN EURES network. Every event will be evaluated in order to build up a solid cooperation in a medium/long term.	Interviews.
Are good practices identified and shared? By whom?	No.	Interviews.
Where and when is information on geographical mobility and associated activity used? Is it shared with cross-border/trans-national partners?	It is used on the SEPE/EURES web page. Cross border partners in Galicia. The reports of the Observatory of Occupations are disseminated by press releases in major media and sent by e-mail to users and partners, both national and trans-national.	Interviews.

Annex

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List of indicators

See above.

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