



Assessment Report on PES capacity

July 2015



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Table of Contents

Headline messages	1
1 Introduction	3
2 Jobseekers.....	4
2.1 Numbers of registered jobseekers have increased over the 2009-2015 period ...	5
2.2 The stock of registered unemployed has also increased in the majority of countries between 2009 and 2015	5
2.3 PES face different challenges based on the current profile of registered jobseekers	6
3 Job vacancies	8
3.1 Year-on-year change: a mixed picture of steady increases and some significant falls in vacancy notification	9
3.2 Limited data on filled vacancies	10
4 PES financing and annual expenditure	11
5 Human resources.....	16
5.1 Almost two thirds of PES staff directly service jobseekers and employers.....	16
5.2 Half of all PES use dedicated employment counsellors to deliver tailored support for young people: fewer PES use counsellors to support the long term unemployed	17
5.3 Other types of Employment Counsellor specialisation	22
5.4 Dedicated counsellors working with employers	23
5.5 Average caseload per PES counsellor varies significantly.....	24
5.6 Fewer PES increased total staff numbers between 2013 / 2014 year-on-year compared to the previous 12 month period	27
6 PES services and active labour market policies	30
6.1 The mix of targeted and general ALMPs results in a huge variation in which client groups access different types of measures	30
6.2 Strong emphasis on new or modified ALMPs providing practical training and work experience with a particular focus on young people.....	32
6.3 Availability for work checks and sanctions regimes are commonly used	33
6.4 Access to services and ALMPs is typically segmented by groups of jobseekers ..	35
6.5 Guidance, counselling and different types of activation measures are used with various client groups	35
6.6 Training and employment incentives dominate the types of active labour market policies offered by PES	37
6.7 Most PES use targets for action planning, while fewer use them for active measures	39

Headline messages

The PES network: an impetus to support a move towards consistency and ownership in data collection

This report provides data and information on the 'Public Employment Service (PES) landscape' in the 28 EU Member States and Norway: jobseekers, vacancies, financing, human resources and the PES service offer.

Doing more with less

There are 31 PES operating in the 29 countries studied. The numbers of jobseekers served by these PES, the registered unemployed and vacancies handled have increased between 2009 and 2014. By 2014, all PES - with three exceptions - were handling more vacancies than they were in 2009. Indeed for some PES the number of vacancies handled on an annual basis has grown significantly. Changes have been made in how and with whom PES work to handle vacancies, increasing, or changing, the involvement of key stakeholders in service delivery.

At the same time, PES expenditure has fallen by 10 % in real terms between the period 2009 and 2013 while PES expenditure has increased moderately between 2013 and 2014. This need to 'do more for less' challenges PES to explore how best to meet the needs of their supply and demand side customers, while maintaining service satisfaction and deliver services that facilitate labour market transitions.

PES client base: a key influence in the design of the service offer

The PES service offer is orientated towards its client base, which varies considerably. Indeed percentage point differences between the highest and lowest shares of total registered unemployment among young people¹ (21.7 p.p. difference), the long term unemployed² (35.9 p.p. difference) and older workers³ (19.0 percentage point difference) illustrate this diversity in the challenges that the Network faces in charting a path towards common objectives.

Recent trends show a strong emphasis on new and modified active labour market policies (ALMPs) providing practical training and work experience particularly orientated towards young people. While the Youth Guarantee – undoubtedly – gave an impetus to provide focused support to young people, dedicated counsellors for the long term unemployed, older workers and people with disabilities are less frequently available. Striking an appropriate balance between the various needs of different client groups is essential if the 75 % employment rate is to be achieved.

Collection of financial data for improved comparability

Discrete PES activities to support employers in filling vacancies and to get clients into work, via PES services and through access to and management of active labour market policies is only one of the PES activities. In many countries, PES are responsible for the disbursement of unemployment and / or other benefits. Indeed, the payment of benefits can distort comparison. Responsibility for disbursing benefits brings with it higher budgets, higher expenditure and a larger staff base.

Data on PES expenditure on ALMPs shows significant variation across PES irrespective of whether they do or do not have responsibility for benefits disbursement. The proportion of spend on ALMPs is typically lower among those PES responsible for disbursing unemployment benefits and other benefits while the differences between the highest and lowest figures are very wide.

¹ Typically those aged under 25

² Those unemployed six months or longer

³ Those aged 50+

Staffing: specialists and generalists are working to support both clients into work, and employers

Trends in staffing are breaking even: some 52 % of PES, for which data are available, have seen an increase in staff numbers and 37 % have experienced a decrease in staff numbers, while some 11 % have seen no change over the 2013-2014 period. A similar trend is seen concerning the number of staff servicing clients (43 % increase, 39 % decrease and 17 % no change). In cases where staff cuts have been significant these cuts are attributed to restructuring and long term plans to rationalise the PES workforce.

Half of all PES (16 in total) use dedicated employment counsellors to deliver tailored support to young people, whereas a eight PES use dedicated counsellors to support the long term unemployed.

Two thirds of PES (18 in total) provided data on case handlers working directly with employers. Where data are available these staff typically represent fewer than 10 % of total PES staff.

Availability for work checks and sanctioning regimes are widely used

Twenty six of the 31 PES use availability for work checks as a condition for payment of benefits or continuing registration, as required by law.

Sanctioning regimes that typically take away benefits temporarily or permanently are commonly used across the EU, with their severity depending on the nature of or frequency of incidents. Temporary sanctions typically last between one week to nine months, with the latter corresponding to clients who have repeatedly failed to take work or participate in PES activities.

PES services and ALMPs

The PES service offer to jobseekers is based around guidance, counselling and activation measures. Young people receive an individualised service, tailored to their particular circumstances, with training and supported employment, as well as employment / wage subsidies used to facilitate labour market integration. Similar support and measures are used with the long term unemployed, though there is some additional emphasis on group counselling (e.g. job clubs), motivational support, group work and employment incentives. Retraining, job placements and subsidised employment all feature in the service offer for the 50+ age group.

Employment incentives and training dominate the types of active labour market policies offered by PES to young people, the long term unemployed and the 50 + age group. Participation by client group is dependent on whether ALMPs are broad in their reach or are narrowly focused. That said, available data shows a huge variation in the share of young people, the long term unemployed and older workers accessing ALMPs.

Targets are typically linked to action planning with fewer targets linked to active measures

PES typically use targets for establishing action plans, though slightly fewer PES use them for monitoring active measures.

While some PES are particularly strong in target setting others are less so. Indeed some of the information provided on targets simply stated which services were available and how clients accessed them. Hence there is some merit in considering whether target setting is an area that can be carried forward into the PES network work programme.

1 Introduction

This assessment report on PES capacity updates findings from previous surveys on the PES adjustment to the crisis and the 2014 PES Business Models Study drawing on the available continuous time series data. This report and the complementary volume, on PES implementation of the Youth Guarantee, provides an information base to support the work of the European Network of Public Employment Services as it introduces a process of systematic, dynamic and integrated bench-learning (see [Decision No. 573/2014/EU](#)). This comprises quantitative and qualitative benchmarking; and continuous monitoring of the implementation of the Youth Guarantee (YG).

The report provides an overview and analyses of the main trends on how PES are developing linked to the following aspects of PES capacity and the client service offer:

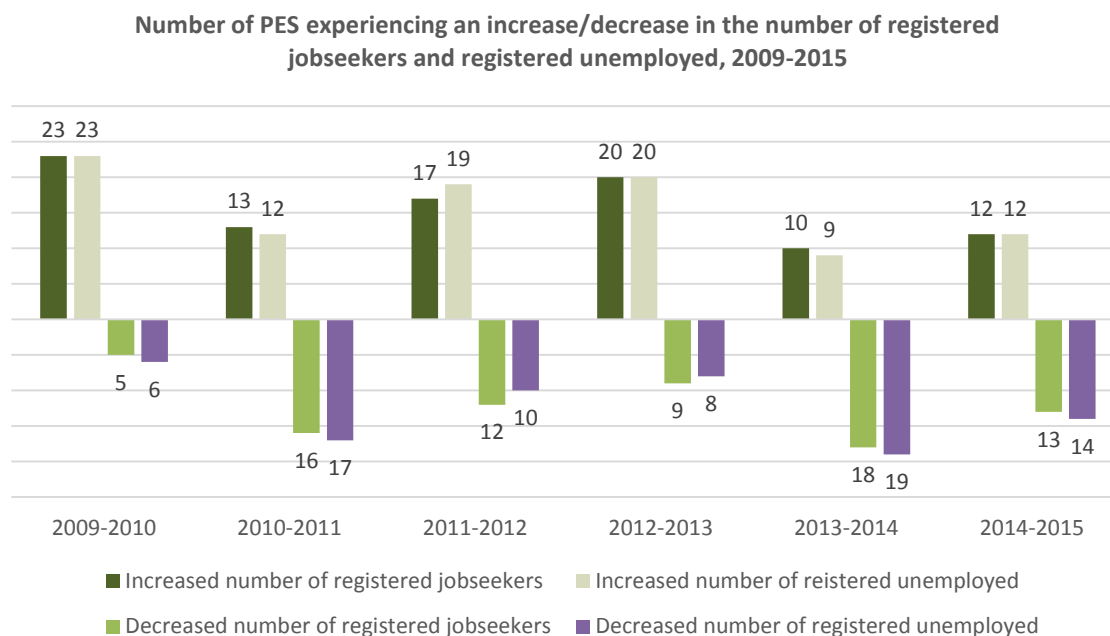
- Jobseekers
- Job vacancies
- Financing and annual expenditure
- Human resources
- PES services and active labour market policies.

This report is based on 31 questionnaires received from PES across the European Union and Norway, provided in March and April, 2015.

2 Jobseekers

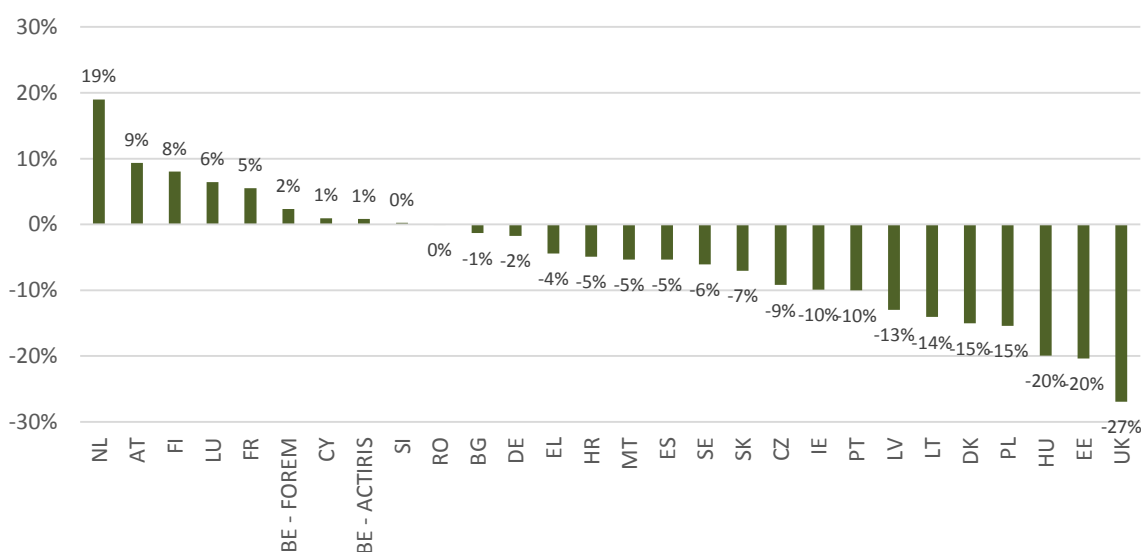
Across the EU the annual average stock data on the total number of registered jobseekers and registered unemployed have risen during the 2009-2015 period. Figure 1 below shows the year-on-year trend throughout this period. Between 2014 and 2015 twelve PES have seen an increase in registered jobseekers (AT, BE-Le Forem, BE-VDAB, CY, DE, FR, LU, LV, NO, PL, SE, SI) and 12 PES have seen an increase in the registered unemployed (AT, CY, CZ, DE, FR, LT, LU, LV, PL, RO, SE, SI).

Figure 1. Number of PES experiencing an increase/decrease in the number of registered jobseekers and registered unemployed, 2009-2015



Year-on-year percentage change in the annual average stock data on total registered unemployed between 2013 and 2014 shows an increase in eight countries, stable numbers in two countries and a decrease in 18 countries (see Figure 2 below).

Figure 2. Percentage change in registered unemployment, 2013-2014



Source: Responses from 28 countries. Note, data for Latvia relates to the number of registered unemployed at the end of the period, not the average or total number of registered unemployed during the year.

2.1 Numbers of registered jobseekers have increased over the 2009-2015 period

The total number of registered jobseekers has increased during the 2009-2015 period⁴ in 18 of the 30 countries for which data are available. A simple count indicates that registered jobseekers have increased by 338 357 between 2009 and 2015. Table 1 below identifies for which countries and for which time periods data are available.

Table 1. Numbers of registered jobseekers

Increase in registered jobseekers 2009 – 2015	Decrease in registered jobseekers 2009-2015
AT, BE-Actiris, BE-Le Forem, BG, CY, CZ (2009 – 2012), EL (2010–2015), ES (2009-2013), HR, FR, LU, NL (2009-2014), NO ⁵ , PL,PT, SE, SI, SK (18)	BE-VDAB, DE, DK (2009-2014), EE (2009-2014),FI, HU, IE (2012-2013) , LT, LV, MT, RO (2009-2013), UK (12)

Notes: no data available for Italy

A consistent downward trend in the total number of registered jobseekers is discernible in Estonia and Lithuania, where after a peak in 2010, the numbers of registered jobseekers have fallen consistently (until to 2014 in EE and 2015 in LT). Similar patterns are identified in Latvia (registered jobseekers increased between 2014 and 2015), in the United Kingdom registrations rose to 2011 and have continued to fall subsequently, while in Croatia registered jobseekers continued to rise in the period 2009-2013 though have fallen since 2013.

Slovenia is the only country for which there is a consistent upward trend in registered jobseekers across the whole 2009-2015 period. An upward trend is discernible in the Netherlands between 2009 and 2014 and in Luxembourg between 2011 and 2015. Following two years of falling registered jobseekers (2009-2011), Austria and Luxembourg have experienced a significant rise in jobseeker registration.

Indeed net change in jobseeker registrations for Austria and Luxembourg is high, at +76.6 % and +98.1 % respectively. However, net change in jobseeker registrations is highest in Cyprus (+125.0 %). At the other end of the spectrum, the number of registered jobseekers fell substantially in the United Kingdom (-66.0 %), Latvia (-63.0 %) and Estonia (-56.5 %).

2.2 The stock of registered unemployed has also increased in the majority of countries between 2009 and 2015

The total number of the registered unemployed has increased across the 2009-2015 period in 18 of the 30 countries for which data are available (see Table 2 below). In some cases data are not available consistently across this time period. A simple count of the available data shows that registered unemployment has increased by 1 762 151 between 2009 and 2015.

⁴ 2015 data includes data from January and February 2015.

⁵ 2015 data for Norway is based on a forecast of jobseekers.

Table 2. Stock of registered unemployed

Overall increase in registered unemployment 2009 – 2015	Overall decrease in registered unemployment 2009-2015
AT, BE-Actiris, BE-VDAB (2009-2013), BG, CY, CZ, DK (2009-2014), EL, ES (2009-2014), HR, FR, LU, NL (2009-2014), PL, PT, SE, SI, SK (18)	BE-Le Forem, DE, EE, FI, HU, IE (2012-2013), LT, LV, MT, NO (2009-2013), RO, UK (12)

Notes: no data available for Italy

Of the 12 countries for which there has been a decrease in registered unemployment after a rise in unemployment in 2009, only Estonia has seen a consistent downward trend in registered unemployment since 2010. A similar pattern is seen in the United Kingdom. Lithuania has seen a rise in registered unemployment during the whole period 2009–2015. While Germany has experienced an overall 11.4 % fall in registered unemployment across the 2009- 2015 period, total registered unemployment rose in both 2013 and 2015.

Registered unemployment has followed a consistent upward trend in Cyprus and the Belgian PES serving the Brussels region (2009-2015) . The upward trend in registered unemployment in Croatia, Greece, Poland and Spain has been replaced by falling unemployment in the past two years. Other countries do not follow a consistent upward or downward trend. Typically an increase in registered unemployment for one or two years is followed by a decrease in the subsequent one or two years.

Net change in registered unemployment across the 2009-2015 period varied from a +185.9 % increase in Cyprus to a -66.0 % decrease in the United Kingdom (there is no difference between registered jobseekers and registered unemployment in the United Kingdom). The Netherlands (+77.1 %) and Austria (+74.0 %) also experienced significant increases in registered unemployment while Estonia and Latvia experienced significant decreases (62.1 % and 51.9 % respectively).

2.3 PES face different challenges based on the current profile of registered jobseekers

Annual average monthly stock data for 2014 have been used to provide an indication of the relative importance of young people, the long term unemployed and older workers relative to total registered unemployed. The available data provide an indication of the challenges PES face in serving the needs of these different client groups.

Enormous variation exists in the relative importance of young, long term unemployed and older unemployed as discrete client groups for PES.

In Denmark **young people** represent only 6.3 % of the registered unemployed, the lowest figure among the 30 PES for which data are available. Young people as a proportion of the registered unemployed is also low in Germany (9.4 %), Latvia (9.5 %), the Netherlands (8.2 %), Slovenia (9.0 %) and Spain (9.9 %). Conversely young people represent more than 20 % of the registered unemployed in BE – Le Forem (21.7 %), BE-VDAB (22.1 %), Italy (20.7 %), Lithuania (21.3 %), Norway (21.1 %), Slovakia (31.8 %), Sweden (23.3 %) and the United Kingdom (26.3 %).

For six PES **the long term unemployed** (LTU) share of total registered unemployed was 30 % or less (AT 3%⁶; CY 24 %; DK 27 %; FI 23%; HU 27 %; LT 28 %; UK 30 %). The LTU represented more than 50 % of total registered unemployed for six

⁶ In Austria the national definition of the long-term unemployed is used and hence the data is not directly comparable to other countries.

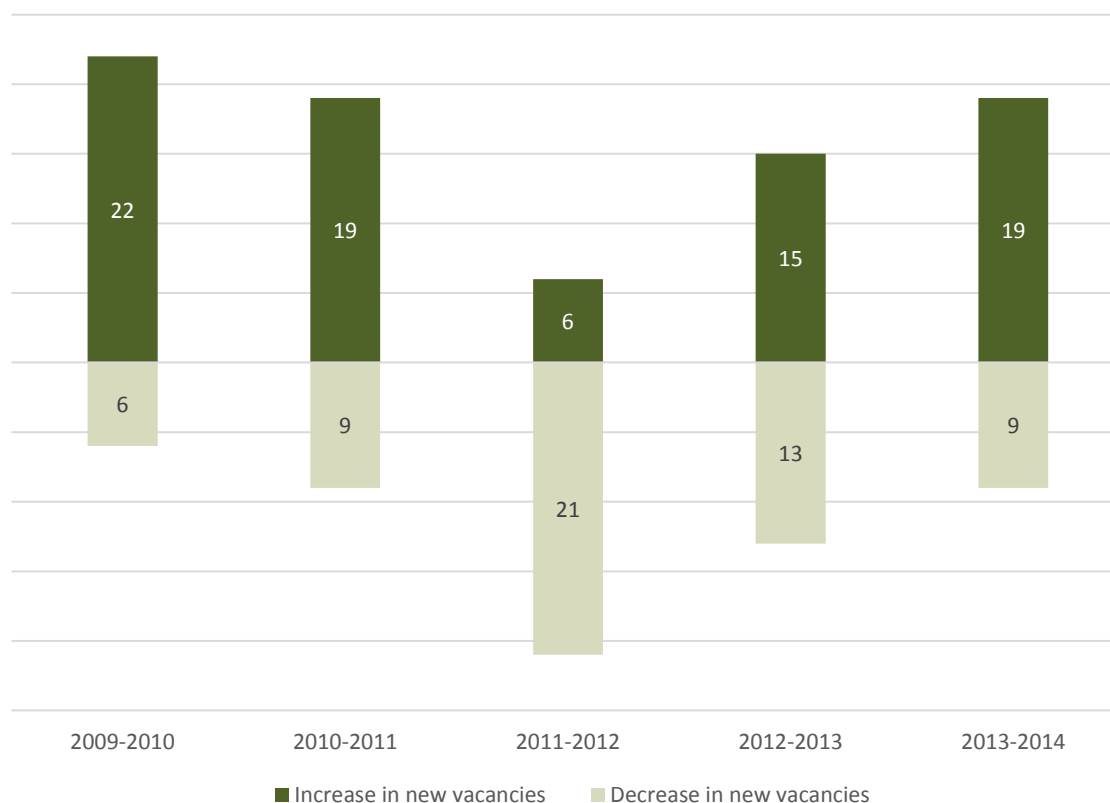
PES (BE-Actiris 63.7 %; BE-Le Forem 56.3 %; EL 50.3 %; NL 54.1 %; PL 57.7 %; SK 54.3 %).

In 2014, in Denmark the share of **older unemployed** relative to total registered unemployed was 6.4 %. Only Finland (18.4 %) and the United Kingdom (19.1 %), of the countries for which data were available for 2013 and 2014, maintained shares below 20 % in 2014. Other countries where the proportion of older unemployed is relatively low include Austria (20.4 %), the Brussels Region of Belgium (20.7 %) and Germany (20.2 %). At the other end of the spectrum, older people represent 38.1 % of the registered unemployed in Bulgaria. The proportion of older unemployed is also relatively high, i.e. around or above 35 %, in four other countries: Cyprus (33%), Latvia (36.5 %), Lithuania (35.3 %), and the Netherlands (37.7 %).

3 Job vacancies

PES are typically handling more vacancies now than they did in 2009. With the exception of 2011-2012, the majority of PES have typically reported a year-on-year increase in the number of reported vacancies across the 2009-2014 period. 2015 data are not included in this analysis as the available data only corresponds to a 2-3 month period at the start of the year.

Figure 3. Number of PES experiencing an increase/decrease in the number of new vacancies reported during the years, 2009-2014



Vacancy data shows that, with the exception of Cyprus, France, and Spain, PES are handling more vacancies now than they did in 2009.⁷ Over the 2009 – 2014 period there has been some significant increases in the numbers of vacancies handled by PES. In 2014 the German PES handled some 2 021 705 vacancies, 403 881 more than it did in 2009 (1 617 824). The Hungarian and the Swedish PES also experienced a significant expansion in the number of vacancies handled: in 2014 the Hungarian PES handled 718 666 vacancies, some 515 164 more than they did in 2009, while the Swedish PES handled 669 459 vacancies, 386 449 more than in 2009.

In term of the percentage change, the Estonian, Hungarian, Lithuanian and Maltese PES have significantly increased the number of vacancies handled. In Estonia some 12 064 vacancies were handled by the PES in 2009 compared to 45 581 in 2014, a rise of 277.8 %. In Hungary vacancies handled increased by 162.7 % while in Lithuania the PES handled 91 849 in 2009 and 226 624 in 2014, a rise of 146.7 % and

⁷ This gap may depend on different processes and rules concerning vacancy handling in each PES

in Malta the PES handled 7 791 vacancies in 2009 and 17 052 in 2014, an increase of 118.9 %.

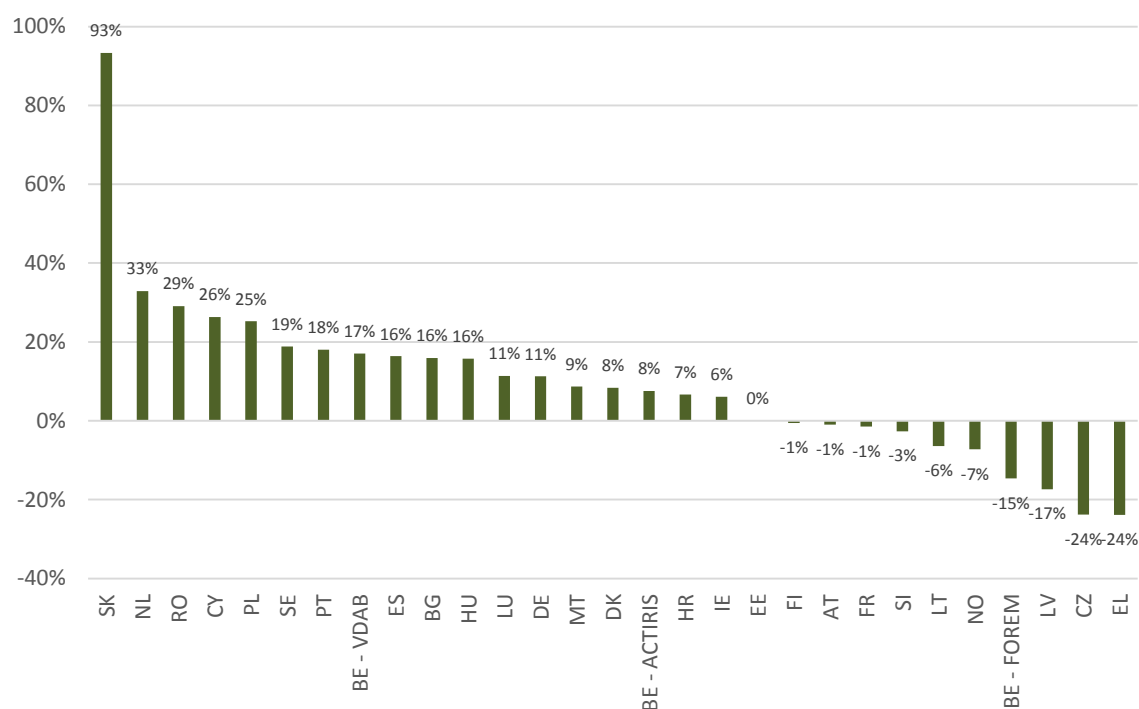
According to available data, the French PES has seen a significant fall in the vacancies handled between 2009 and 2014, suggesting that in 2014 they handled 1 342 200 fewer vacancies than they did in 2009. However, the vacancies reported represents only Pôle emploi vacancies. Since 2013, the Programme “Transparence du Marché du Travail” has implemented partnerships with private job boards, companies, and other labour market stakeholders to aggregate vacancies on the Pôle emploi website with a view to increasing labour market transparency. Partners’ vacancies published on Pôle emploi’s website resulted in more than one million job offers in 2014, hence almost 4 million vacancies were available on Pôle emploi Website during the year. In Spain, there was a substantial decrease in the annual number of new vacancies reported between 2010 and 2012 (-44 %), but the situation improved in 2013-2014. No data are available for the UK and time series data are incomplete in Ireland and Italy.

3.1 Year-on-year change: a mixed picture of steady increases and some significant falls in vacancy notification

Of the 29 PES for which data are available, 18 PES reported an increase in the number of notified vacancies, 10 reported a decrease and one reported no change for the period 2013-2014. Vacancies reported in Slovakia have almost doubled, linked to a new vacancy reporting system, while other increases typically range between 6 % and 19 %. While the Estonian PES has seen a significant expansion in the number of vacancies handled, much of this increase occurred as a step change in the 2009-2010 period. Vacancies notified have fallen by almost one quarter in the Czech Republic, and Greece in the period 2013-2014, while in Latvia new vacancies have fallen by 17 %. The following table shows the percentage change in the number of new vacancies over the period.

The PES in Cyprus typically analyses positions rather than vacancies. Analysis of the change in positions shows a 17.3 % increase in the number of positions notified in comparison to the 26 % increase in vacancies that may include more than one position for the same occupation shown in Figure 4 that follows.

Figure 4. Percentage change in the number of new vacancies reported in the period 2013-2014



Notes: based on data from 29 PES, no data available for Italy⁸ and the United Kingdom

3.2 Limited data on filled vacancies

Some 16 PES provided no information on vacancies filled. Those that explained why data were not available said that vacancies filled are not tracked or that the only vacancies tracked were those that were withdrawn for other reasons (LV). Where data are available, i.e. for 13 countries, fill rates (a calculation based on vacancies filled divided by vacancies notified) vary between 13.4 % in Germany and 98.6 % in Lithuania. Typically fill rates are between 60-90 %.

⁸ In Italy, the registration of job vacancies is not mandatory.

4 PES financing and annual expenditure

Two parameters need to be considered in a comparative analysis of PES expenditure data. Firstly, where unemployment and/or other benefits are paid out of PES budgets, these generally account for a large proportion of the total budget, distorting comparisons with countries where these are not included and dominating changes over time. Secondly, there are differences across countries in whether expenditure on ALMP measures are, for example, co-financed by the European Social Fund (ESF) or are accounted for in the PES budget or not. The vast majority (27 of 31 PES) pay for ALMPs or pay part of their ALMPs from their budget (FR) while Actiris (BE), Ireland, the Netherlands and the United Kingdom have not provided data in this respect.

Regarding the involvement of PES in the disbursement of benefits, the table below provides an overview of the PES that pay unemployment benefit (UB), the PES that are also involved in the disbursement of other benefits, and those that are not involved in benefit payments.

Table 3. PES responsibility in the payment of benefits

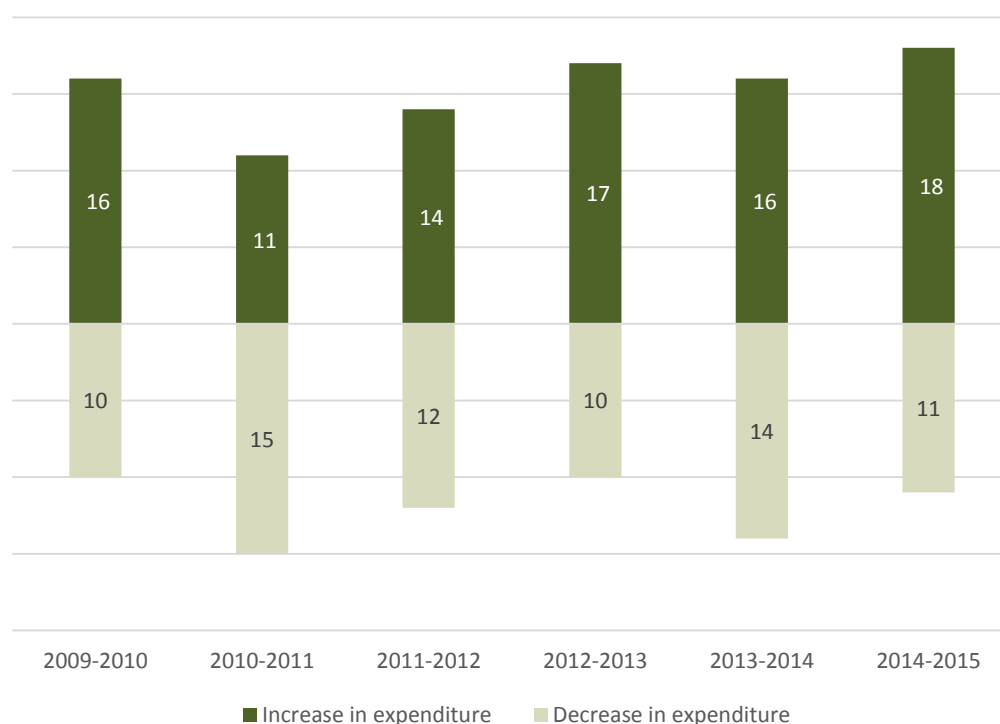
Financing model	Number of countries	Name of country/PES
PES paying both UB and 'other' benefits from their budgets	9	AT, CZ, EL, ES, FR, NL, PL, RO, NO
PES paying ONLY UB from their budgets (but not paying other benefits)	7	DE, DK, EE, HR, HU, LU, SI
PES paying ONLY 'other' benefits from their budgets	3	BG, LV, SK
PES not paying UB or other benefits from their budgets	10	BE-Actiris, BE-Le Forem, BE-VDAB, IT, LT (since 1 Jan 2013), FI, IE, MT, SE, PT

Source: Responses from 29 PES

The above table shows that the majority (16 out of 29 PES) are responsible for the payment of UB. Nine of these are also involved in the payment of other benefits, while another three PES (BG, LV, SK) pay 'other' benefits, but do not pay unemployment benefits. Examining the PES sources of finance shows that, in countries where the PES budget incorporates the payment of unemployment benefits (or other benefits) social security contributions are the major source of finance for the PES, while government funding is the main source of finance for the PES not involved in the payment of benefits. ESF was a relatively significant source of finance, in the sense of representing at least a quarter of the total PES budget in five out of the 20 countries that provided data for 2014 in this respect (BG, CY, LT, MT, PT).

The following figure illustrates the number of PES reporting changes in expenditure from 2009 up to and including forecasts for 2015.

Figure 5. Number of PES reporting changes in total expenditure, 2009-2015



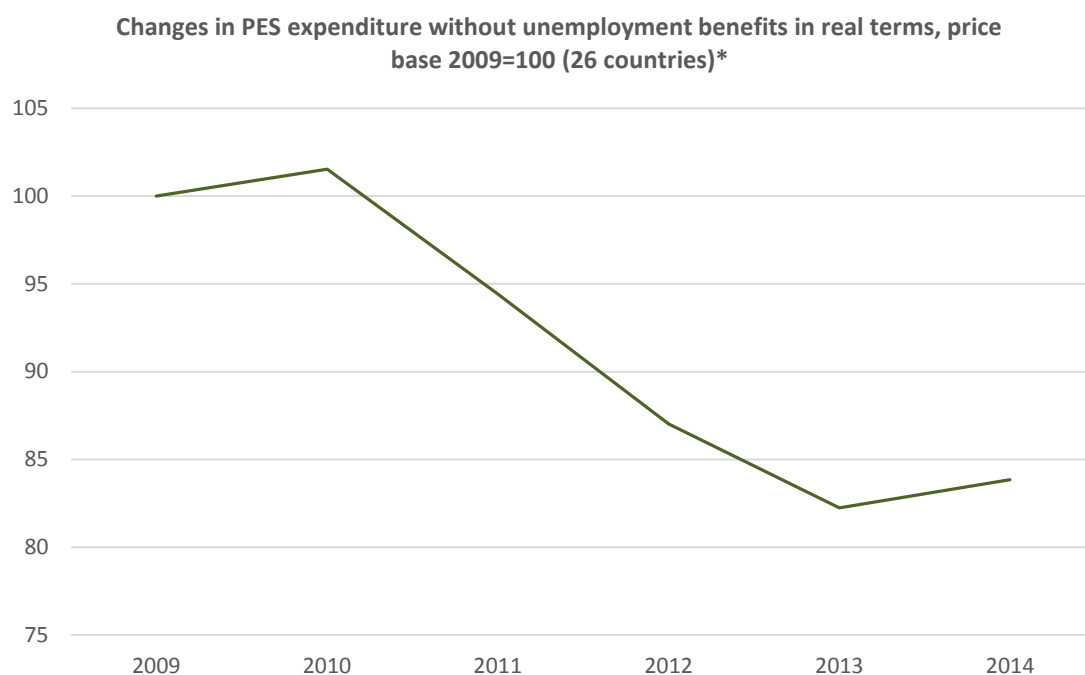
Note: Some countries have provided data in their national currency. Therefore changes in expenditure could be related to fluctuations in the exchange rates rather than a reduction in the total amount of money spent.

Figure 5 above shows that two thirds of PES (18 out of the 29 PES that provided data) are forecast to experience an increase in expenditure from 2014 to 2015, while the remaining 11 PES are forecast to experience a decrease. This pattern is markedly different from the picture for the year 2013-2014, where more or less equal numbers of PES were planning expenditure increases and decreases. Going forward, the contribution of ESF in the PES budgets in 2015 was not always known by the PES at the time of completing the questionnaires.

However, further analysis of expenditure data from 26 PES between 2009 and 2014 shows that **in the period to 2013 overall levels of PES expenditure** (excluding unemployment benefits) **have decreased in real terms by 10 % since the onset of the crisis**, as shown in Figure 6 below. The graph also indicates that PES expenditure, excluding unemployment benefits, in real terms, appears to have increased moderately between 2013 and 2014.⁹

⁹ Please note that comparability between 2014 data and previous years is illustrative. The annual deflator was used for the period 2009-2013 while a quarterly deflator was used to calculate the 2014 index (in the absence of the annual deflator). For further information regarding the estimation of the 2014 GDP deflator please see the note below the graph.

Figure 6. Changes in PES expenditure, excluding unemployment benefits , time series



Note: The chart illustrates changes in the sum of PES expenditure over the years, excluding unemployment benefit payments (instead of using an average of expenditure changes) and using a deflator to make comparisons in real terms (instead of presenting nominal values). The indicator has been constructed on the basis of data for 26 countries: AT, BE-ACTIRIS, BE-FOREM, BE-VDAB, BG, CY, CZ, DE, DK, EE, EL, ES, FR, HR, HU, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK¹⁰

From the 30 PES responses available, it appears that the majority (20 out of 30 PES) experienced an increase in expenditure year-on-year from 2013 to 2014, even though this increase was marginal (up to 2 %) for five of them. The greatest increase was seen in Croatia (+42.2 %), where PES expenditure is expected to increase even further during 2015 (PES expenditure excluding UB payments increased from EUR 107 million in 2013 to EUR 153 million in 2014, and is forecast to increase from EUR 153 million in 2014 to EUR 235 million in 2015).

The remaining 10 PES experienced a decrease in expenditure, with the greatest decrease in financial resources noted in Italy (-41%) and Bulgaria (-38 %). For Germany and Malta, decreases were marginal, at around 1%.

¹⁰ Calculation: Please note that the 2014 deflator was not available from Eurostat at the time of preparing this chart. Instead of the annual deflator, the 2014 Q2 deflator (namq_gdp_p) was used as a proxy for the 2014 deflator, as well as ICF calculations in some cases (see below for details). In seven countries (DE, HR, LU, LV, NL, PT and SI) no data was available for Q2 and ICF estimated the deflator using 2014 Q1 data. Q2 2014 data were estimated by calculating the change in the deflator between 2012 and 2013 and dividing this figure by four. This allowed the identification of the average increase of the deflator for each quarter. The increase was added to the 2014 Q1 data, and provides an estimated GDP deflator for Q2 2014.

Figure 7. Percentage change in expenditure without unemployment benefit 2013-2014

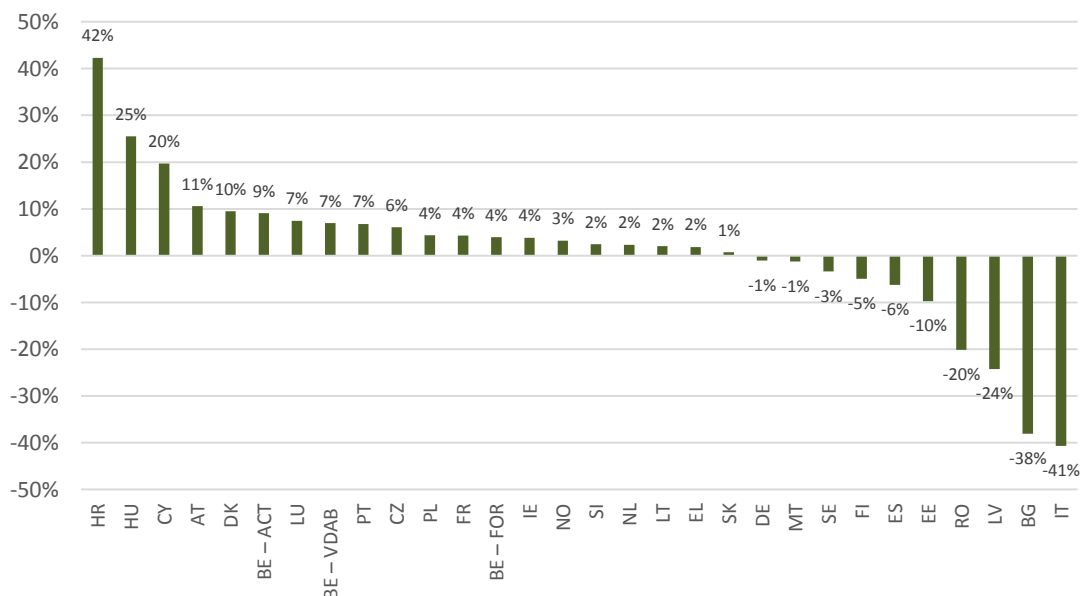
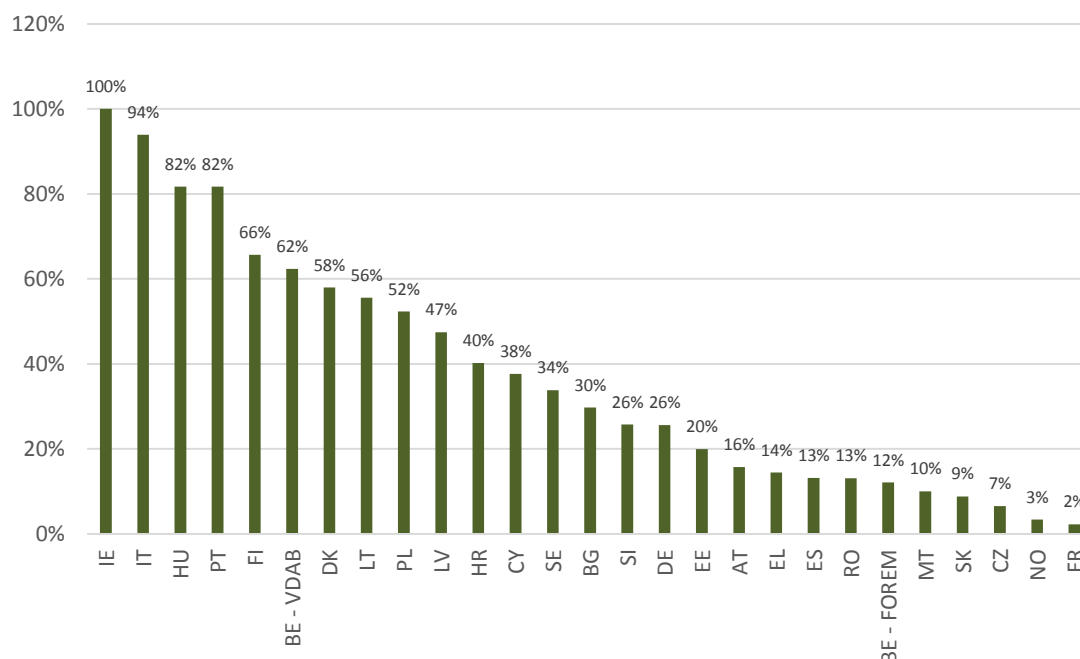


Figure 8 below shows ALMP expenditure as a percentage of total expenditure. In terms of PES expenditure in 2014, ALMP spend was a significant part of expenditure (corresponding to at least one quarter of PES expenditure) in half of the PES (16 out of 27 PES for which data are available, namely in BE-VDAB, CY, BG, DE, DK, FI, HR, HU, IE, IT, LV, LT, PT, PL, SI, SE). In four countries (CZ, FR, SK, NO), ALMP expenditure was less than 10 % of total expenditure. In particular in France a major part of the ALMP budget is supported by the Employment Ministry budget rather than the PES budget even though measures are prescribed by Pôle emploi counsellors. Data are not available for BE Actiris, the Netherlands, Ireland and the United Kingdom. Data are not included for Hungary.

Figure 8. ALMP expenditure as a percentage of total expenditure – 2014



Note: In LU, ALMP expenditure is not included in the PES budget. In France and Malta monies other than the PES budget fund ALMPs.

As shown in Table 3 (PES responsibility in the payment of benefits, see section 4), there is a significant variation across the PES irrespective of whether they do or do not have responsibility for benefits disbursement. As Figure 8 shows the proportion of spend on ALMPs is typically lower among those PES responsible for disbursing unemployment benefits and other benefits while the percentage point differences between the highest and lowest figures are both over 70 for PES with responsibilities for disbursing unemployment benefit (74 p.p.) and those with no benefits disbursement responsibilities (72 p.p.) as follows:

- There is a 74 percentage point difference between the PES with the highest and lowest expenditure on ALMPs (Italy, 94 % and Estonia, 20 % respectively) among those PES responsible for disbursing unemployment benefits
- There is a 50 percentage point difference between the PES with the highest and lowest expenditure on ALMPs (Poland, 52 % and France, 2 % respectively) among those PES responsible for disbursing unemployment benefits and other benefits
- There is a 41 percentage point difference between the PES with the highest and lowest expenditure on ALMPs (Latvia, 47 % and Slovakia, 6 % respectively) among those PES responsible for disbursing other benefits
- There is a 72 percentage point difference between the PES with the highest and lowest expenditure on ALMPs (Portugal, 82 % and Malta, 10 % respectively) among those PES not responsible for disbursing unemployment benefits.

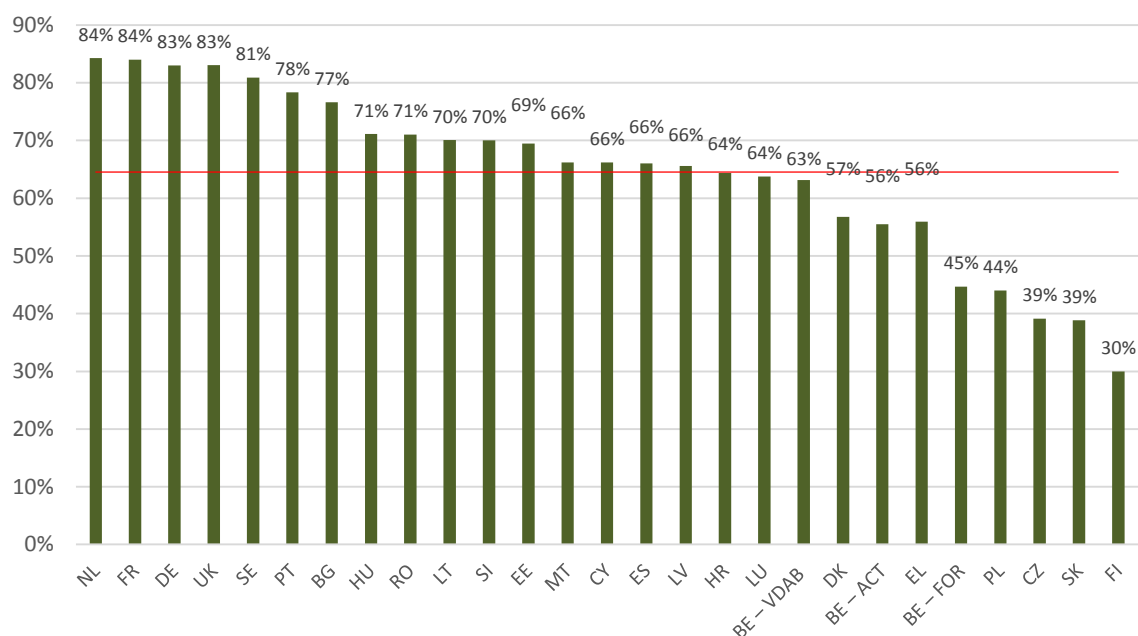
5 Human resources

The PES were asked to provide information on their human resources, covering total staff numbers, and the number and / or the proportion of staff dealing directly with clients (jobseekers and/or employers) to offer individual, personalised employment advice on labour market integration issues. The section also explores caseloads and recent and planned changes in wider staff numbers.

5.1 Almost two thirds of PES staff directly service jobseekers and employers

Across Europe, some 65 % of PES staff¹¹ provide employment advice on labour market issues to jobseekers and employers. While measures servicing employers differ between countries, 16 PES operate at or above this average (BG, CY, DE, EE, FR, HU, LT¹², LV, MT, NL, PT, RO, SI, ES, SE, UK) while a further eleven PES work below this average (BE-Actiris, BE-Le Forem, BE VDAB, CZ, DK, EL, FI, HR, LU, PL, SK).

Figure 9. Percentage of total PES staff directly servicing clients, 2014

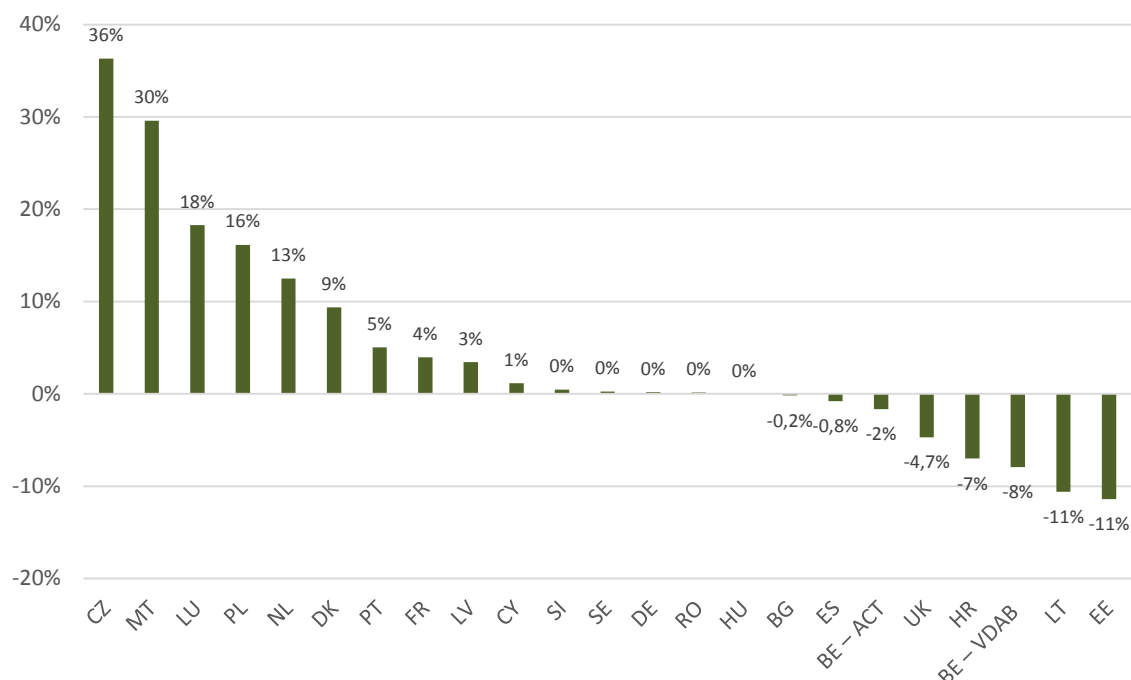


Of the 23 PES that provided data on the numbers of staff directly servicing clients 10 have seen an increase in the number of staff servicing clients, eight have seen a decrease and five have experienced zero per cent change between 2013 and 2014 (i.e. +/- 0.5 %). See Figure 10 below.

¹¹ It is important to bear in mind that the comparisons of total PES members need to be treated with caution due to the different task portfolios covered by the PES in the different Member States.

¹² Personnel can serve other client groups or implement other functions.

Figure 10. Percentage change in the number of staff directly servicing clients, 2013-2014



5.2 Half of all PES use dedicated employment counsellors to deliver tailored support for young people: fewer PES use counsellors to support the long term unemployed

Sixteen out of 31 PES have provided information on the number of specialised youth counsellors, including the proportion among them directly servicing young people (BE-Actiris, BE-VDAB, BG, DE, FR, EE, EL, HR, LV, LT, LU, MT, NL, RO, SI, UK). In the Netherlands, the PES employs specialised counsellors dedicated to providing tailored support to young disabled jobseekers. In Cyprus none of the PES counsellors are dedicated exclusively to specific subgroups, instead all counsellors work with all subgroups. Therefore annual average data have been estimated for the proportion of time spent by counsellors working with young people relative to other specific target groups. Other PES reported that they do not have specialised counsellors working with this client group (BE-Le Forem, CZ, DK, ES, FI, HU, IE, IT, PL, PT, SK) whereas others reported that the data were not available (AT, NO and SE).

There is considerable variation in the relative importance of counsellors, and where relevant staff in general working with young people, relative to total PES staff. PES counsellors and other staff working with young people represent 31.3 % of all PES staff in Lithuania, whereas they represent only 2 % of staff in Estonia and Malta. In Estonia, for example, specialised staff include career advisors whose explicit task is to run workshops at schools and organise other career information events for young people. In Croatia and France, the introduction of the Youth Guarantee has brought in additional counsellors dedicated to young people, whereas previously all counsellors worked with young people as part of their caseload. In France these dedicated youth counsellors provide intensive support for young people with more difficulties.

The data provided shows that eight out of 31 PES employ LTU counsellors or have staff directly servicing the LTU client group (BE-VDAB, DE, HR, EE, LT, LV, MT and RO). In most other countries, PES client facing staff do not specifically work with the LTU as a particular group (BE-Actiris, BE-Le Forem, BG, CZ, CY, DK, EE, ES, IE, FI, FR,

HU, IT, LU, NL, PL, PT, SK, SI). In Estonia case managers work with clients who are harder to place. These client are mostly long term unemployed, but also include other groups (e.g people with disabilities) who need more intensive and extensive support from the PES.

In Ireland, case officers are not employed by the PES. They are employed to deliver activation and case management services through Intreo centres and through the network of Departmental offices which are currently transitioning to a full Intreo service. The number of case workers working specifically with the LTU is not known. No data were provided for Austria, Greece, Norway, Sweden and the United Kingdom.

Like counsellors and other staff servicing young people, there is considerable variation in the relative importance of counsellors and other staff working with the long term unemployed. Figures vary from 47.1 % in Latvia to as low as 1 % and 6 % in the Flemish region of Belgium and Malta respectively. Equivalent figures for other PES providing such tailored support are between 15 and 30 %.

The table below offers an overview of the PES which have dedicated support structures for young people and LTU, and the numbers of frontline staff dealing directly with young people and LTU.

A combination of the different approaches (dedicated counsellors or not) and the share of staff directly servicing clients relative to total PES staff, coupled with the needs of the client base raises the question of whether dedicated counsellors are essential to support jobseekers into or back into the labour market or whether PES should continue to work with generalist counsellors, able to respond to changes in the client base.

Table 4. Specialised counsellors servicing young people and the LTU

Country	Total PES staff (FTE)		Youth counsellors providing support to young people	Staff directly servicing young people / % of total PES staff	Counsellors providing employment and careers support to LTU	Staff directly servicing LTU / % of total PES staff
	2014 (FTE)	Current total				
Belgium Actiris	889		26, plus a further 123 staff working three afternoons per week	23 / 3 %	No dedicated staff.	
Belgium VDAB	3 727			290.8 / 7.8 %		38 / 1.0 %
Bulgaria	2 397	2 397		231 / 9.6 %	No dedicated staff.	
Croatia	1 322		188	188 / 14.2 %	250	250 / 18.9 %
Cyprus	133		22*	22* / 16.6%	22* / 16.6 %	22* / 17%
Estonia	481		11	11 / 2 %	73 / 15 % Counsellors work with clients who are harder to place (e.g. LTU, people with disabilities)	73 / 15 %
France	50 389		780 counsellors dedicated to intensive support (youth guarantee)	780 / 1.5 %	No dedicated staff.	
Germany		~ 95 600	~ 2 500 (under 25 year olds)	3.8 %	~ 22 100	23.1 %

Country	Total PES staff (FTE)		Youth counsellors providing support to young people	Staff directly servicing young people / % of total PES staff	Counsellors providing employment and careers support to LTU	Staff directly servicing LTU / % of total PES staff
	2014 (FTE)	Current total				
Greece	3 674		123	88 / 2.4 %		
Latvia	815.6	745.5	61	37 / 5.0 %	351**	351 / 47.1 %
Lithuania	1 441		489	451 / 31.3 %	432	428 / 29.7 %
Luxembourg	386		28	24 / 7 %	No dedicated staff.	
Malta	278 (2015)	292	6	6 / 2 %	16	16 / 6 %
Netherlands	4 700			201 / 4%***	No dedicated staff.	
Romania***	2 142	2 142		392 / 18.3 %		428 / 20 %
Slovenia	950 ¹³ (2015)	935 (2015)	68	68 / 6.8%	No dedicated staff.	
UK		29 324		6.4 %		

*Annual average. Specialised counsellors work with all specific subgroups, including young people and the long-term unemployed. There are no subgroup specialists (i.e. Youth Counsellors or LTU Counsellors).

** Counsellors providing specialised support serve the long-term unemployed among other groups.

¹³ Staff directly servicing clients includes staff working in local offices, career centres, contact centre, employees working with the ESS clients in processing of work permits and unemployment benefit claims (the two tasks not covered by some of the other PES) as well as staff coordinating participation of unemployed in the active labour market policy programmes.

*** Disabled young jobseekers only (mediation services)

*** Estimates. All specialised counsellors provide support to all specific target groups, including young people and the long-term unemployed.

Note: BE-LE FOREM, CZ, DK, ES, FI, HU, IE, IT, PL, PT and SK do not have designated staff working with young people.

BE-ACTIRIS, BG, FR, LU, NL and SI do not have designated staff working with LTU

AT, NO and SE do not have data available for designated staff working with either young people or LTU

No data available for AT, BE Le Forem, DK, EL, FI, NO, PL, ES, SE and UK

5.3 Other types of Employment Counsellor specialisation

Only the PES serving the Flanders region of Belgium mentions **older people** as a target group for specialised support. A total of 31.87 net FTE counsellors provide employment and careers support to this client group.

Four PES provide employment and careers support to people in detention (10.75 net FTE in Belgium-VDAB, 42.5 FTE in France) or to ex-offenders (122 counsellors in the UK and eight counsellors in Greece, with the latter also covering disadvantaged groups, including persons with disabilities and ex-addicts also in the context of the Youth Guarantee).

The table below shows numbers of counsellors specialised in working with people with disabilities for 14 PES (a total of 18 PES use such counsellors). In addition, the Swedish PES has dedicated staff working with disabled persons with impaired work capacity although the PES has no data on the total number of staff providing this support.

Table 5. PES using counsellors specialising in working with people with disabilities: nature of the services and numbers of counsellors

PES	Services	Numbers of counsellors (FTE)
BE-Actiris	Career guidance counsellors for young people with disabilities*	9
BE-Le Forem	Social assistants specialised in providing support to people with disabilities	37
BE-VDAB	Counsellors providing employment and careers support to people with disabilities	43.07
Croatia	Counsellors providing support to clients with disabilities	24
Cyprus	Career guidance counsellors for young people with disabilities*	22
Germany	Counselling and placement of rehabilitated or severely disabled young people	~ 1 000
Latvia	Career guidance counsellors for young people with disabilities*	37
Lithuania	Counsellors working with disabled people	242
Luxembourg	Counsellors providing support to disabled jobseekers, including jobseekers with reduced working capacity	44
Malta	Counsellors providing services for disadvantaged persons (e.g. disabled persons)**	38
Netherlands	Counsellors providing support to young disabled jobseekers across all programmes	201
Romania	Staff working with people with disabilities	20
Slovenia	REHA counsellors (for persons with disabilities)	19

PES	Services	Numbers of counsellors (FTE)
United Kingdom	Disability Employment Advisers	373

**Only in the context of the Youth Guarantee*

***Specialised support services not exclusively provided to disabled customers*

5.4 Dedicated counsellors working with employers

Eighteen of the 31 PES provided data on employer counsellors, either as estimates of the numbers of case handlers providing support to employers, or as staff directly servicing employers (BE-Actiris, BE-Le Forem, BE-VDAB, HR, CZ, EE, FR, DE, EL, LV, LT, LU, MT, NL, RO, SK, SI, UK). Most of these PES provided data for 2014, with only a few providing data on staff numbers as of March 2015 (LV, MT, RO, UK).

There are no specialised employer counsellors in BG, CY, DK, ES, FI, HU, IE, IT, PL, and PT. In Slovakia the position of employer counsellor is currently being redesigned, so only an estimate of the number of such counsellors is available. AT, NO and SE have no available data on specialised counsellors. As mentioned previously in Cyprus, counsellors work with employers as well as other client groups.

In PES employing specialised employer counsellors, these represent on average around 10 % of all staff. Compared to this average value, the proportion of PES counsellors specialised in advising employers is particularly high in LT (21.3 %), MT (18 %) and RO (19 %).

The table below provides a summary of the available information.

Table 6. Employer case handlers and staff directly servicing employers

Country	Total PES staff			
	Number (FTE)			
	2014	Current total (March 2015)	Case handlers providing support to employers	Of which, directly servicing employers (FTE) / % of total staff
Belgium - Actiris	889		157	133 / 15 %
Belgium - Le Forem	3 593.4		422.4	227.2 / 6 %
Belgium - VDAB	3 727			364.43 / 9.8 %
Croatia	1 322		29*	29 / 2.2 %
Czech Republic	11 130			560 / 5 %
Estonia	481		32	32 / 7 %
France	50 389		4 000	4 000 / 7.9 %
Germany	~ 95 600		~ 5 800**	~ 5 800 / 8.8 %

Country	Total PES staff			
	Number (FTE)			
	2014	Current total (March 2015)	Case handlers providing support to employers	Of which, directly servicing employers (FTE) / % of total staff
Greece	3 674		134	134 / 3.6 %
Latvia		745.5	93.5 ¹⁴	93.5 / 12.5 %
Lithuania	1 441		341	306 / 21.3 %
Luxembourg	386		29	24 / 7 %
Malta		292	53	53 / 18 %
Netherlands	4 700			560 / 12 %
Romania		2 142		407 / 19 %
Slovakia	3 278		~ 120	~ 120 / 3.7 %
Slovenia	950			81 / 9%
UK		29 324		4.2 %

* Refers to the number of counsellors that provide 'one-stop-shop' support for employers. These counsellors are supported by other counsellors – career guidance counsellors (56), counsellors specialised in working with people with disabilities (24) working in a multidisciplinary team approach

** Includes all employees who are assigned to the "employer service" department in the employment agencies and joint facilities.

5.5 Average caseload per PES counsellor varies significantly

Caseload data, of different types, are available for 25 countries. The only countries where caseload data are not available are Austria, Denmark, Ireland, Norway, Portugal and the United Kingdom. Consistent with the findings presented in the 2014 PES responses to the economic crisis report, caseloads vary considerably. Where definitions are provided these are typically based on the number of clients divided by the number of client facing staff (of different types).

Table 7. The availability of PES caseload data in the countries

Average caseload	Caseloads for employment counsellors	Caseloads for dedicated employment counsellors	No caseload data
BE-Actiris, BE-VDAB, BG, CY, HR, EL, ES, FI, HU, IT, LV, LT, MT, NL, PL, SK (16)	BE-Actiris, BE Le Forem, BE-VDAB, BG, CY, DE, HR, CZ, EE, EL, FR, HU, IT, LU, LV, LT, MT, PL, RO, SE, SK,	BE-VDAB, BG, DE, EE, EL, FR, HR, IT, LV, LT, MT, SI (12)	AT, DK, IE, NO, PT, UK (6)

¹⁴ Employment organisers working exclusively with employers.

Average caseload	Caseloads for employment counsellors	Caseloads for dedicated employment counsellors	No caseload data
SI (22)			

Annual average caseloads vary between a low of 160 in the Flemish region of Belgium to a high of 2 683 in Spain. In both cases these caseload figures correspond to the number of clients seen in one year.

Caseload data for employment counsellors are available in 22 countries. Caseloads vary between a low of 160 in the Flemish region of Belgium to a high of 3 182 in Latvia. Employment counsellors' caseloads are also high in Greece (1 501) and Slovakia

(1 109). Employment counsellor caseload data for Cyprus, Estonia and Sweden are provided on a different basis: monthly data. Estonia and Sweden indicate employment counsellors seeing an average of 194 and 73 clients each month respectively. In Cyprus, counsellors' average monthly caseload is 737 (of which 637 are registered unemployed). The number indicated includes jobseeker registration and renewals that have to be done every six weeks.

Where data are available employment counsellors' caseloads are typically higher than the average caseloads for all client facing staff (BE-VDAB, BG, EL, HU, IT, LV, LT, MT, SK).

Seven countries provided caseload data for employment counsellors working with young people (BE-VDAB, BG, FR, HR, LT, MT, SI). In all countries these were lower than the average employment counsellors' caseloads.

Only the PES operating in the Dutch Speaking Community provided caseload data for employment counsellors working with older people (in this case the 55+ age group). Employment counsellors working with this client group work with an average of 130 clients; the same number as those counsellors working with young people.

In Germany, caseload data is not provided by types of registered jobseekers, available data are linked to different types of benefits: the minimum income benefit and unemployment insurance.

Table 8. Annual average employment counsellor and specialist caseload by country

Country	Type of caseload		
	Number		
	Average caseload, all client-facing staff	Average caseload for employment counsellors dealing with registered jobseekers	Average caseload for specialist categories of employment counsellors
Austria	N/A	N/A	N/A
Belgium ACTIRIS	444	444	N/A
Belgium Le Forem	N/A	240	N/A
Belgium VDAB	140	160	Young people: 130 Older (55+) people: 130
Bulgaria	204	464	Youth counsellors: 282

Country	Type of caseload		
	Number		
	Average caseload, all client-facing staff	Average caseload for employment counsellors dealing with registered jobseekers	Average caseload for specialist categories of employment counsellors
Croatia	743	644	Youth counsellors: 625
Cyprus*	737 from which 637 unemployed	220 Unemployed	N/A (no specialist counsellors).
Czech Republic	N/A	329	N/A
Denmark	N/A	N/A	N/A
Estonia*	N/A	Job mediation consultants: 194	Case managers: 126
Finland	291	N/A	N/A
France	N/A	Follow-up: 181 Guided: 108 Intensive support: 56 Global support : 80	Intensive individual support for young people: 50 to 70, 120 maximum per annum. Intensive collective support for young people : 60
Germany	Case-load in the minimum income benefit (Dec-14): <ul style="list-style-type: none"> • Under 25- years old young persons (U25): U25 1 : 70 • Over 25-years old young persons (Ü25) and granting of benefits (LG): Ü25 1 : 147 // LG 1 : 111 Case-load in the unemployment insurance (Dec-14) <ul style="list-style-type: none"> • Employee-oriented placement service (ANoV) and Employer service (AG-S): ANoV 1 : 113 // AG-S 1 : 107 		
Greece	488	1501	Vulnerable Groups: 310 EURES: 22 Apprenticeship-EPAS Schools: 25
Hungary	245.5	378.1	Specialist services typically outsourced
Ireland	N/A	N/A	N/A
Italy	283.9	408.5	408.5
Latvia	1380	3182	Long term unemployed: 10

Country	Type of caseload		
	Number		
	Average caseload, all client-facing staff	Average caseload for employment counsellors dealing with registered jobseekers	Average caseload for specialist categories of employment counsellors
Lithuania	240	333	Working with youth: 213 Working with long-term unemployed: 136 Working with disabled people: 50 ¹⁵
Luxembourg	N/A	268	N/A
Malta	254	259	Young people: 171 Adults: 229 Disadvantaged groups: 190
Netherlands	165	N/A	N/A
Norway	N/A	N/A	N/A
Poland ¹⁶	180.6	426.8	N/A
Portugal	N/A	N/A	N/A
Romania	N/A	Around 800	N/A
Slovakia	200 jobseekers 320 clients	1 109	N/A
Slovenia ¹⁷	409	367	
Spain	2 683	N/A	N/A
Sweden	N/A	73 average per month 2014	N/A
UK	N/A	N/A	N/A

* Monthly average

5.6 Fewer PES increased total staff numbers between 2013 / 2014 year-on-year compared to the previous 12 month period

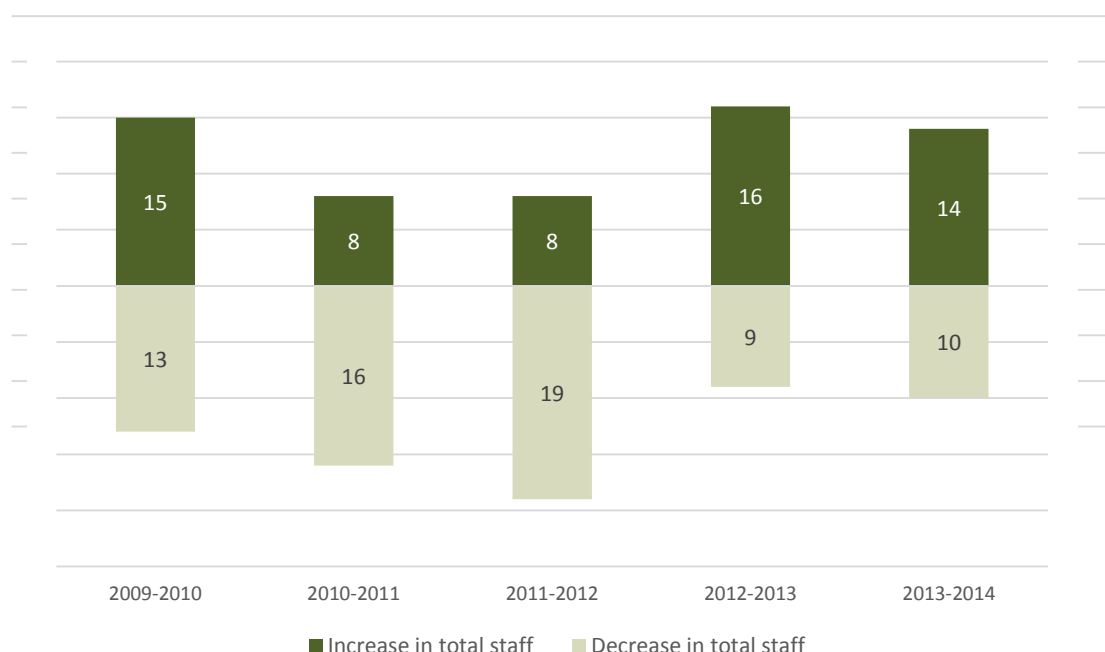
In 2014, staff numbers increased in 14 PES (compared to 16 PES in the previous 12 month period), remained stable in three PES (Greece, Hungary and Lithuania) and decreased in a further 10 PES.

¹⁵ However, all counsellors also have additional functions.

¹⁶ As of 31.12.2014.

¹⁷ Data as of December 2014.

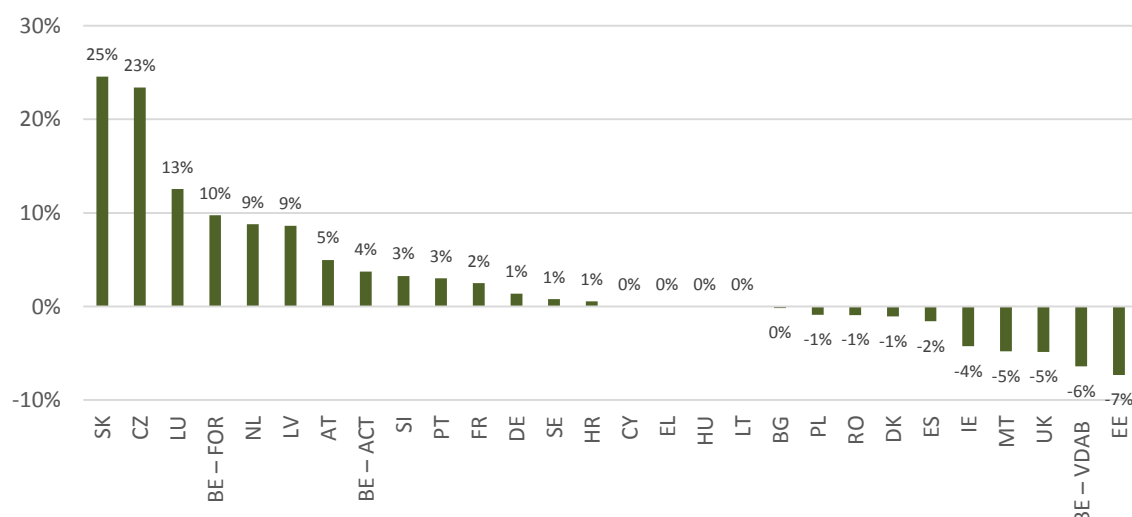
Figure 11. Number of PES reporting an increase/decrease in total staff, 2009 - 2014



Note: Cyprus, Greece, Hungary and Lithuania reported no change during 2013-2014

Figure 12 shows the wide variation in the extent to which staff numbers have changed: covering a 25 % increase in Slovakia to a 7 % decrease in total PES staff in Estonia. Some 22 PES have seen a change in total staff within a margin of +/- 8 % of the equivalent 2013 figure.

Figure 12. Percentage change in total staff numbers 2013-2014



Two key reasons emerged as being responsible for increases in PES staff numbers in 2014: to deliver ESF funded projects and to strengthen services to jobseekers and the registered unemployed. Overall staff numbers increased in the Czech Republic, France, Malta and Slovenia to deliver ESF funded activities. Strengthening services for jobseekers and the unemployed included activities targeting young people (BE-Actiris, LT, SI), jobseekers and employers (LU) and for registering the unemployed (HR).

Devolution of services from the federal to the regional level was mentioned by both BE-Le Forem and BE-Actiris as a factor that will strengthen PES resources in the coming years. A need to strengthen corporate planning (MT) to absorb workers previously seconded to other state departments (PT) and hiring temporary staff to cover maternity leave and long term sickness (as a result of not replacing staff who had retired) was mentioned in Slovenia.

Cuts in central government funding were cited as the key reason for reductions in PES staff numbers in 2014 (BE-VDAB, FI, UK), with specific public sector reform plans and ministerial decrees mentioned in Germany, Ireland and Bulgaria. Other reasons cited by individual PES included: a fall in the number of registered jobseekers (DE and EE); agency re-organisation (SK); natural turnover, i.e. not replacing retiring staff (EL, ES, UK); voluntary exits (UK); and the conclusion of EU co-financed projects with the associated posts terminated (LV). Indeed in Germany the medium-term personnel consolidation path requires a further 5,000 job losses by 2019, with 12,000 reductions already having taken place prior to 2014. Further job losses are anticipated from 2016 and onwards, following the conclusion of a series of restructuring projects. For Jobcentre Plus, in the United Kingdom, the trend of staff reduction initiated in 2013, continued during 2014, linked to the reduction in baseline spend. Where recruitment has taken place it was to fill specialist roles and to address immediate work pressures. Like Germany efforts are focusing on restructuring. In the United Kingdom restructuring is to improve productivity and reduce inefficiencies in the benefits claim process.

In two instances PES reported a change in their legal status or their responsibilities (HU, RO). In Hungary, the PES ceased to be an independent legal entity on 31 December 2014. Subsequently the Ministry of Interior and Ministry for National Economy have assumed responsibilities for the PES head office functions. In Romania, since 22 May 2014, the NAE's role in ESF activities has transferred to the Ministry of Labour, Family, Social Protection and the Elderly, together with the 20 staff responsible for these activities.

Aside from increases or decreases in staff numbers, several PES also reported a reallocation of personnel to staff new PES structures, as follows:

- New service centres established in Austria, for foreign customers from outside the EU, and more staff redeployed to handle newly arrived immigrant and refugee cases in Sweden.
- New 'European mobility' directorate established in Bulgaria
- Two new CISOK centres (Lifelong Career Guidance Centres) opening in Croatia
- Labour market monitoring capacity is being strengthened in the Czech Republic (while at the same time reducing staff working on the payment of unemployment benefits)
- Staff increases are anticipated in 2015 in Slovakia to strengthen staff capacities in the employment services. A single organisational structure will be introduced at all labour offices, with direct client contact provided by a total of 2,150 employees.

Looking forward, 15 PES plan to increase staff numbers (AT, BE-Actiris, BE-Le Forem, BE-VDAB, HR, CY, CZ¹⁸, EE, FR, HR, EL, LV, LU, SK, SE) and six PES have plans to decrease staff in the coming months (CZ, DE, IT, SI, ES, UK).

¹⁸ The Czech PES reported an increase in staff to deal with social state benefits, though a decrease linked to some 70 PES employees joining the Ministry of Labour and Social Affairs in connection with the shift of the 'inspection of social services' agenda.

6 PES services and active labour market policies

This section focuses on the numbers participating in and budgets for active labour market policies (ALMPs), new and modified ALMPs, segmentation in delivering services to different client groups, the types of PES services and ALMPs offered, eligibility for work and sanctioning and targets for service delivery.

6.1 The mix of targeted and general ALMPs results in a huge variation in which client groups access different types of measures

Corresponding to the various types of ALMPs PES were asked to provide the total numbers of participants and, where available the numbers of young people and the long term unemployed participating in the different types of interventions. These numbers were used to calculate percentages, which are used throughout this section. Similarly PES were asked to provide data on the allocated budget and the budget spent for each of the different types of ALMPs. These data were used to calculate a percentage which compared the budget spent to the budget allocated.

Across the different types of ALMPs identified, it is likely that there is some degree of double counting as young people participating in ALMPs can also be LTU and vice versa.

Some 27 PES provided data on the number of participants in **training interventions**. The majority of PES also provided data on the number of young people (22 PES) and the number of long term unemployed persons (18 PES) who participated in training interventions. Four PES did not provide data on the number of training participants (CY, NL, NO, UK). In two cases, Norway and the United Kingdom, data are anticipated later in 2015.

Analysis of the share of young people relative to total participants varies from a high of 83.7 % in Croatia to a low of 12.9 % in Portugal. Young people also represent a high proportion of training intervention participants in Germany (78.9 %), while they represent a low share of participants in Estonia (13.3 %) and Slovakia (16.0 %).

With the exception of Ireland, where all training intervention participants are long term unemployed (of which 22.5 % are long term unemployed young people) the long term unemployed represent less than half of all training intervention participants. Like the share of young people participating in training interventions, the long term unemployed share varies considerably across PES from a high of 48.4 % for Actiris to a low of 0.7 % in Germany. The long term unemployed also represent a high proportion of training participants in Sweden (43.5 %), whereas they represent less than one tenth of training participants in Bulgaria (4.5 %), Finland (6.2 %) and Romania (8.1 %).

Budget data shows that expenditure relative to allocated budgets was low in Malta (33.3 %), Bulgaria (49.5 %) and Poland (56.4 %), whereas expenditure exceeded the original allocation in Slovakia (111.1 %) and Ireland (128.5 %). Actual expenditure for six PES was on budget (SE) or within 10 % of allocated expenditure (FI, LT, LV, PT, SI).

Some 23 PES provided data on the number of participants in **employment incentives**. The majority of PES with data on participants provided data on the number of young people (18 PES), while fewer had data on the number of long term unemployed persons (14 PES) who participated in employment incentives. Eight PES did not provide data (BE-Actiris; CY, FI, LT, NL, NO, PL, UK). In two cases, Norway and the United Kingdom, data are anticipated later in 2015.

Analysis of the share of young people relative to total participants varies from a high of 79.5 % in Latvia to a low of 4.7 % in Portugal. Young people also represent a high proportion of employment incentive participants in Hungary (55.7 %), while they represent a low share of participants in Denmark (8.8 %).

Like the training measures discussed above, all employment incentive participants in Ireland are long term unemployed (of which 14.0 % are long term unemployed young people). Other than Ireland, the share of LTU participants varies from a high of 67.2 % in Slovenia to a low of 0.1 % in Romania. The long term unemployed make up a large share of employment incentive participants in Estonia (57.5 %) and Slovakia (53.5 %) while they represent less than one tenth of all participants in Denmark (2.3 %), Germany (7.9 %) and Hungary (6.9 %).

Budget data shows that expenditure relative to allocated budgets was low in Malta (40.0 %) and Belgium Le Forem (50.6 %), whereas expenditure exceeded the original allocation in Austria¹⁹ (199.0 %) and Slovenia (122.5 %). Actual expenditure for five PES was on budget (IE, SE) or within 10 % of allocated expenditure (BG, LV, RO).

Turning to supported employment and rehabilitation, 22 PES provided data on the number of participants. The majority of which provided data on the number of young people (15 PES), while only half had data on the number of long term unemployed persons who participated in supported employment and rehabilitation programmes (14 PES). Nine PES did not provide data (BE-Le Forem, CY, EE, NL, NO, RO, SI, ES, UK). As before, data are anticipated later in 2015 for Norway and the United Kingdom.

Some of the supported employment programmes focus exclusively on particular target groups (BE-Actiris, EL). Other than these two examples, analysis of the share of young people relative to total participants varies from a high of 60.7 % in Lithuania to a low of 2.0 % in Denmark. Young people also represent a low share of participants in Latvia (6.4 %) and Austria (7.0 %).

BE-Actiris also identified a specific measure targeting the long term unemployed. Other than BE-Actiris, the share of LTU participants varies from a high of 62.2 % in Austria to zero in Sweden.

Budget data show that expenditure relative to allocated budgets was low in Latvia (50 %), whereas expenditure was on budget in Sweden, or was within 10 % of allocated expenditure in four countries (BG, LT, PT, SK).

Seventeen PES reported on **direct job creation measures**. Only 11 PES provided additional information on the participation of young people and only eight provided information on the participation of the long term unemployed in these ALMPs.

Young people are not a typical target group for direct job creation measures. Nine PES reported that young people represented less than one fifth of participants on types of measures (BE-Actiris, BE-Le Forem, BG, EE, HU, IE, LV, PT, SI). That said, young people accounted for half of the participants of direct job creation measures in Slovakia. In three countries, where young people were less well represented, the long term unemployed accounted for around three quarters of all participants (IE, LV, SI).

Limited budgetary data is available on direct job creation measures. With the exception of Slovakia where actual spend was more than 50 % higher than budgeted expenditure, actual expenditure for all other PES (BE-Le Forem, BG, IE, LV, PL, SI) was in or around a 10 % margin relative to budget.

19 PES provided participant data on **start-up measures**. 15 of them provided data on young people and 13 provided data on long term unemployed participants. Neither young people nor the long term unemployed are key client groups for start-up measures. For half of the PES providing data, less than 10 % of the participants of start-up measure are young people (AT, BE-VDAB, EE, FI, DE, IE, LV, SE). The long term unemployed data shows a similar pattern, the long term unemployed represent less than 10 % of participants for six of the 13 PES for which data are available (FI,

¹⁹ The over spend was due to a change in strategy, caused by a further increase in the number of older unemployed people.

DE, HU, RO, SK, SE). However, for four PES the LTU represents a quarter or more of participants on start-up measures: Bulgaria (34.1 %), Croatia (28.8 %), Estonia (25.4 %) and Latvia (27.8 %).

While data on actual expenditure against the allocated budget is limited, there is some variation in expenditure across PES. Expenditure on start-up measures was on budget in Bulgaria, Latvia and Sweden, whereas expenditure was only two thirds of the allocated budget in BE-VDAB.

6.2 Strong emphasis on new or modified ALMPs providing practical training and work experience with a particular focus on young people

Eight PES identified new or modified ALMPs (BG, EE, DE, LT, MT, PT, SI, SE), including development and training programmes (SI) which focused on delivering motivational skills (BG), skills development (LT), preparatory training (SE), vocational skills (BG, SE) and work experience (MT, PT). Where specified, programmes typically focus on young people (EE, LT, MT, PT) or the long term unemployed (BG). In Portugal the Employment Traineeship Programme ("Estágios Emprego"), which brought together pre-existing programmes, has a broad reach providing training opportunities for young people, the unemployed, people with disabilities, single parents, partners of individuals also registered at IEF, victims of domestic violence, ex-offenders and former addicts.

New or modified employment incentives have been introduced by seven PES. Incentives are of two main types: to build capacity among municipalities and other stakeholders to deliver services to the unemployed (FI, EL, MT) or to encourage employers to recruit the unemployed (EL, PT, RO, SI, SE). In Slovenia job subsidies are being used with both young jobseekers looking for their first job and with the long term unemployed aged 50+ (in the cohesion region, Eastern Slovenia). In Sweden amendments have been made to Development Employment, an employment incentive for employers to employ disabled persons with impaired work capacity.

New or modified support employment activities have been introduced by eight PES. These include: a starter jobs agreement (BE-Actiris); a multisectoral joint service to improve employability (FI); a measure on greening the economy which provide basic work experience for the unemployed (MT); amendments to the Employment Integration Contracts (PT); national projects supporting young people (SK) and work trials (SI). Modifications in Lithuania and Luxembourg correspond to changes in the delivery costs for ALMPs and mandatory training at the start of the CAE (Contrat appui-emploi) respectively.

As with the training measures identified, supported employment activities introduced typically focus on young people (BE-Actiris, FI, LU, SK, SI). Indeed the Finnish measure which brings together a network of employment services to improve the labour market skills and employability of young people specifically targets young people who are long term unemployed.

Only Croatia and Slovakia have modified or introduced new direct job creation measures. Croatia has introduced five new public works schemes and Slovakia has changed the eligibility period for two of its national projects to support job creation.

The Bulgarian, Portuguese and Swedish PES have introduced start-up incentive programmes. Each PES focuses on different target groups: Bulgaria is focusing on refugees; and Portugal on youth entrepreneurship.

Table 9. New or modified ALMPs

	Modifications / new ALMPs	No modifications / new ALMPs
Training	BG, EE, DE, LT, MT, PT, SI, SE (8)	AT, BE-Actiris, BE-Le Forem, BE V-DAB, HR, CY, CZ, DK, FI, FR, EL, HU, IE, IT, LV, LU, NO, PL, RO, SK, ES, UK (22)
Employment incentives	FI, EL, MT, PT, RO, SI, SE (7)	AT, BE-Actiris, BE-Le Forem, BE V-DAB, BG, HR, CY, CZ, DE, DK, EE, FR, HU, IE, IT, LT, LV, LU, NO, PL, PT, SK, ES, UK (24)
Supported employment and rehabilitation	BE-Actiris, FI, LT, LU, MT, PT, SK, SI (8)	AT, BE-Le Forem, BE V-DAB, BG, HR, CY, CZ, DE, DK, EE, FR, EL, HU, IE, IT, LV, NO, PL, RO, ES, UK (21)
Direct job creation	HR, SK (2)	AT, BE-Actiris, BE-Le Forem, BE V-DAB, BG, CY, CZ, DE, DK, EE, FI, FR, EL, HU, IE, IT, LT ²⁰ , LV, LU, MT, NO, PL, PT, RO, SI, ES, SE, UK (28)
Start-up incentives	BG, PT(2)	AT, BE-Actiris, BE-Le Forem, BE V-DAB, HR, CY, CZ, DE, DK, EE, FI, FR, EL, HU, IE, IT, LT, LV, LU, MT, NL, NO, PL, RO, SK, SI, ES, UK (28)

Notes: feedback across all types of ALMPs for the NL: not applicable

Additional information provided by PES provided an insight into how PES plan to tailor their services to the needs of the labour market and to clients' needs. Examples include:

- Focusing on preventing long-term unemployment and getting long-term unemployed into employment, Denmark
- Expanding services to pensioners, Estonia
- Early intervention and better diagnosis for guidance, France
- Work on understanding the link between health problems and unemployment, Germany
- Aligning activities to explicitly support competitiveness and economic recovery and tailoring services to clients' needs, Ireland
- Broadening the reach of support to older workers, by widening the definition to include the 50+ age group, the Netherlands
- Developing a new framework for employment policies and efforts to consolidate ALMPs, Portugal.

6.3 Availability for work checks and sanctions regimes are commonly used

Some 26 of the 31 PES check jobseekers' availability for work as a condition of accepting registration or for payment of benefits. Registration and availability for work

²⁰ Subsidies for job creation measures, projects of local initiatives for employment, support for self-employment measures.

is checked in a number of different ways across the EU and Norway. In Austria, Croatia, Estonia, Hungary, Italy and Poland registration and / or activation requirements are regulated by law while in Denmark, Germany, Ireland, Luxembourg, Portugal, Slovenia and Spain a precondition of jobseekers' registration being accepted is that they are available for work. In the Czech Republic, Greece, Italy (the declaration is in compliance with provisions of Decree 181/2000), and in Norway and the United Kingdom jobseekers declare their eligibility for benefits / availability for work. Assessment is also checked through client contact during the registration process (BE-Actiris, DK, DE, FI) and / or as part of ongoing contact with jobseekers (FI, FR, DE, MT, RO, ES, SE, SI). Other methods used include offering jobseekers jobs (CY, FI) and using a 'digital work map' to monitor job search activities (NL).

In France, Pôle emploi does not refuse to register a customer that is not available to search for work (because some categories include non-available jobseekers). Upon registration a diagnostic process is used to allocate customers categories and those allocated to categories 1, 2 or 3 are required to search for work.

The National Employment Office in Flanders, Belgium (VDAB) assesses the efforts made by unemployed jobseekers receiving unemployment benefits to find work. One element of the registration process is an interview with a facilitator to assess job search efforts during the previous 12 months.

Sanctions are applied in all countries. Five countries identified that legislative frameworks outline their sanctions regimes: Austria, Belgium- VDAB, Bulgaria, Croatia and Estonia.

Sanctions regimes either take away benefits temporarily or permanently (which appears the norm) or reduce benefits for a period of time. In Germany, for SGB II minimum income security recipients, benefits can be either taken away or reduced. Benefits are also reduced (rather than withdrawn) in Hungary, Ireland and the Netherlands. Different types of sanctions are used for different incidents. In Latvia, an unemployed person not fulfilling specific requirements loses the status of unemployed person as well as the unemployment benefits.

Temporary sanctions last one week to nine months, depending on the nature of the incident. The nine month sanction corresponds to a third or subsequent refusal to take work or participate in a form of assistance laid down in the Employment Act in Poland. Shorter sanctions are typically linked to first incidents whereas repeated incidents can result in the termination of a jobseeker's unemployment allowance or their removal from the unemployment register. In Croatia, for example the maximum sanction for not attending a job interview, refusal of a job offer or not attending obligatory activities is six months. However, in the case where a person is a recipient of unemployment benefit they lose unemployment benefit indefinitely.

Table 10. Conditionality checks and sanctions applied

	Yes	No
Does the PES check jobseekers' availability for work as a condition for accepting registration / for payment of benefits?*	AT, BE-Actiris, BE-VDAB, HR, CY, CZ, DK, EE, FI, DE, EL, HU, IE, IT, LU, LV, MT, NL, NO, PL PT, RO, SI, ES, SE, UK (26)	BG, BE-Le Forem, LT, SK (4)
Are sanctions applied?	AT, BE-Actiris, BE-Le Forem, BE-VDAB, BG, HR, CY, CZ, DK, EE, FI, FR, DE, EL, HU, IE, IT, LT, LU, LV, MT, NL, NO, PL, PT, RO, SK, SI, ES, SE, UK (31)	

* France is not classified (see the main text for further information).

6.4 Access to services and ALMPs is typically segmented by groups of jobseekers

Before examining access to services and ALMPs by different client groups, there is merit in reviewing which PES offer segmented services. Service provision and access to ALMPs is typically segmented by groups of jobseekers for the majority of PES (25 in total). The only countries where service provision is not segmented by groups of jobseekers are Estonia, Finland, France, Germany, Ireland and Portugal. In Estonia, for example, access to services is determined on an individual approach.

Table 11. Segmentation of service provision and access to ALMPs

	Yes	No
Is service provision and access to ALMPs segmented by subgroups of jobseekers?	AT, BE-Actiris, BE-Le Forem, BE V-DAB, BG, HR, CY, CZ, DK, EL, HU, IT, LT, LV, LU, MT, NL, NO, PL, RO, SK, SI, ES, SE, UK (25)	FI, FR, DE, EE, IE, PT (6)

6.5 Guidance, counselling and different types of activation measures are used with various client groups

A total of 28 PES reported on guidance and counselling support and activation measures for different groups of clients. In 23 cases (AT, BE-Actiris, BG, CY, CZ, FI, FR, DE, EE, EL, HR, HU, IT, LT, LU, LV, MT, PL, RO, SK, SI, SE, UK) the same or similar services were mentioned for young people, the long term unemployed and older workers. When asked to which other groups the PES provides services, 18 PES mentioned that they deliver services for people with disabilities (BE-Actiris, BE-Le Forem, BE VDAB, BG, CY, DE, HR, EL, FR, LU, LT, LV, MT, NL, RO, SI, SE, UK). Four other PES identified that they deliver services for the low skilled (BE-VDAB), people seeking training (DE), workers temporarily suspended from work due to the crisis (IT) and newly arrived immigrants (SE).

Actiris (the PES covering the Brussels region), the Croatian, French and the Polish PES stated that all services are offered to all jobseekers. In Ireland young people have access to enhanced and earlier engagement with PES services while access to employment services for the long term unemployed and older workers are differentiated by clients' profiling results (referred to as the 'PEX score').

Table 12. Main services provided to young people, the LTU and older workers

Main types of services provided	Young people	Long term unemployed	Older workers (50+)
Guidance and counselling, including psychological support	AT, BE-Actiris, BE-Le Forem, BE-VDAB, BG, CY, CZ, EE, DE, EL, FI, FR, HR, HU, IT, LT, LU, LV, MT, PL, PT, RO, SK, SI, SE, UK (26)	AT, BE Actiris, BE-Le Forem, BG, CY, CZ, DE, DK, FI, FR, HR, HU, EE, DE, EL, IT, LT, LU, LV, MT, PL, RO, SK, SI, SE, UK (26)	AT, BE Actiris, BE-VDAB, BG, CY, CZ, DE, DK, FI, FR, HR, HU, EE, EL, IT, LT, LU, LV, MT, NL, PL, RO, SK, SI, SE, UK (26)
Placements	AT, BE-Actiris, BE Le Forem, EL, FI, FR, HR, IT, LV, MT, PL, PT (12)	AT, BE-Actiris, FI, FR, DE, EL, HR, IT, LV, MT, NL, PL (12)	AT, BE-Actiris, DE, FI, FR, HR, LU, MT, NL, PL (10)
Activation measures	AT, BE-Actiris, BE-Le	BE-Actiris, BG, CY*,	BE-Actiris, BE-VDAB,

Main types of services provided	Young people	Long term unemployed	Older workers (50+)
including job search support, signposting, job matching and action planning	Forem, BE-VDAB, BG, CY*, DE, EE, EL, FI, FR, HR, HU, LT, LU, LV, PL, PT, SK, SI, SE, UK* (22)	DE, DK, EE, EL, FR, HR, HU, IE, LT, LV, PL, RO, SK, SI, SE, UK* (19)	BG, CY*, DE, DK, EE, EL, FR, HR, HU, LT, LU, LV, PL, RO, SK, SI, SE, UK* (20)
Education and training	BE-Actiris, BE Le Forem, BG, DK, EE, EL, FR, IT, HR, LU, LV, MT, PL, PT, SE (15)	BE-Actiris, BG, EE, EL, FR, HR, IT, LV, MT, PL (10)	BE-Actiris, BG, EE, EL, FR, HR, LU, LV, MT, NL, PL, UK (12)
Follow up, transition to work support	BE-Actiris, BE-Le Forem, FR, HR, PL (5)	BE-Actiris, BE Le Forem, FR, HR, PL, SE (6)	BE-Actiris, DK, FR, HR, PL, SE (6)
Group work (e.g. workshops, motivational training)	BE-Actiris, BG, HR, EE, EL, FR, HR, LV, MT, PL, SI (11)	BE-Actiris, BG, EE, FR, HR, LT, MT, PL, SK, SI (10)	BE-Actiris, BG, EE, FR, HR, LT, MT, PL, SI (9)

Note: for BE-Le Forem and CZ all suitable services are offered based on individual needs, while BE-Actiris FR and PL PES stated that all services are offered to all jobseekers.

** For CY and the UK, this is done as part of the job seekers' individual action plan (IAP)*

Young people: no information available for ES, NL and NO.

LTU: no information available for BE – VDAB, ES, LU, PT and NO.

Older workers: no information is available for ES, PT and NO

Young people typically receive individualised services including guidance, activation and training

In supporting young people's access to the labour market, PES typically offer: guidance and counselling, including information on the local labour market and the skills needed by different professional profiles; action planning, which helps young people select their professional orientation and define their goals and interests; and support to improve job search skills. Fewer PES made specific reference to different forms of training including training leading to professional qualifications (BG), vocational training (EL, LV), non-formal training (LV), soft skills training (MT) and entrepreneurship training (PT). In Denmark, an offer of education is made within three months if a young person is deemed ready for such support. The Folk High School initiative, introduced in Sweden in 2010, is available to unemployed young people, registered at the PES, who have not completed compulsory or upper secondary education.

Actiris, the PES covering the Brussels region also mentioned that they offer follow-up support especially for young job seekers who benefit from the Youth Guarantee Service.

Motivational support, counselling and active measures to address labour market barriers feature in the service offer for the long term unemployed

While individual guidance and counselling, including psychological support (26 PES) and activation measures (12 PES) are available to the long term unemployed other services available focus on soft skills development (MT) and addressing labour market barriers. Job clubs (EE) and motivational workshops (BE Actiris, BG, FR, HR, LT, MT,

PL, SK, SI) are used to help build jobseekers' confidence and job search skills. Vocational training is mentioned in Greece and is differentiated from identified ALMPs on offer for this client group (employment incentives/start-up incentives). Addiction counselling also features in the service offer in Estonia.

Profiling was mentioned in Cyprus and Ireland and in the latter case profiling is used to determine the nature of the service offer for the LTU.

Retraining, job placements and subsidised employment feature in the service offer for PES clients aged 50+

Individualised guidance and counselling (26 PES) and activation measures (20 PES) feature strongly in the PES services for the 50+ age group. Placements are used by ten PES (AT, BE Actiris, DE, FI, FR, HR, LU, MT, NL, PL) while nine PES are using group work to help motivate the 50+ age group (BE Actiris, BG, EE, FR, HR, LT, MT, PL, SI). Education and training is part of the PES offer and focuses on requalification and professional reorientation linked to vacancies (BG), vocational training or retraining (EL, UK), soft skills training (MT), network training (NL). Subsidised employment (SE) and senior jobs (DK) are used to help smooth the transition back into the labour market for the 50+ age group.

6.6 Training and employment incentives dominate the types of active labour market policies offered by PES

Training and employment incentives are the most frequently used ALMPs (both used by 23 PES). Fewer PES use other forms of ALMPs and for a number of PES, the ALMPs identified are used across different client groups.

Table 13. Types of active labour market policies offered by PES

Intervention	No. of PES	Young People	LTU	Older workers	Other
Training	23	AT, BE-Actiris, CY*, CZ, DE, DK, EE, FI, FR, HR, HU, IE, LV, LT, LV, MT, PL, PT, SK, SI, SE (21)	AT, BE-Actiris, BG, CY*, CZ, DK, EE, FI, FR, HR, IE, LV, LT, MT, PL, PT, SK, SE (18)	AT, BE-Actiris, BE-VDAB, BG, CY*, CZ, DK, EE, FI, FR, HR, LU, LV, LT, MT, PL, PT, SK, SI (19)	BE-Actiris, BE VDAB, CY*, DE, HR, LV, SE (7)
Employment incentives	23	AT, BE-Actiris, CY, CZ, DK, EL, FI, FR, HR, HU, IE, LV, LU, MT, PL, PT, RO, SI, SE (19)	AT, BE-Actiris, BG, CY, CZ, DK, EE, EL, FI, FR, HU, HR, IE, MT, PL, PT, RO, SK, SI (19)	AT, BG, CY, CZ, DK, EL, FI, FR, HR, HU, LV, PL, PT, RO, SI (15)	BG, CY, DE, FR, HR, LV (6)
Supported employment and rehabilitation	14	BG, HR, CZ, FI, LV, MT, PL, PT, SI, SE, UK (11)	BG, EE, DE, FI, FR, HR, LV, PL, PT, RO, SK, SI, SE, UK (14)	BG, DE, FI, FR, HR, RO, SE, PL, UK (9)	BG, BE-Actiris, DE, HR, SE (5)
Direct job creation	5	HR, PL, SK (3)	HR, CZ, PL, SI (4)	HR, CZ, PL, SI (4)	HR, LV, PL (3)
Start-up incentives	8	BE-Actiris, CY*, FI, EL, HR, LV, PL, PT (8)	EL, HR, PL, PT (4)	BE-Actiris, HR, LV, PL, PT (5)	HR (1)

Note: those countries that do not appear in the young people, LTU, older workers or other columns may not have the data available for these groups, and it does not necessarily mean that they do not have such measures in place for these groups

In Cyprus the PES acts as central focal point for assessing / referring candidates to training provision and start-up support.

Training, work experience and subsidies feature strongly in ALMPs **targeting young people**. Some 21 PES identified training as part of their ALMP offer. The training available includes vocational training (AT, DE, FI, FR, LT, MT, PT) as part of apprenticeship or other training programmes, graduate training (SK), work-based or on the job training (HR, SI), retraining (CZ), initial or preparatory training (AT, SE), short courses (SI) and graduate training (SK). In the case of Latvia the PES identified three types of trainings: workshops, non-formal and vocational education programmes. In some instances PES simply said that training is available (EE, HU). Actiris, the Belgian PES serving the Brussels region offers training vouchers to support their vocational integration, which young people can use to develop their skills and competences, e.g. IT skills and language skills. Vouchers are also used in Poland. In Cyprus the PES does not directly implement training programmes but assesses and refers suitable candidates to training programmes by other departments, authorities and ministries.

Employment incentives are used in nineteen countries. These typically include subsidies (AT, HR, RO, SI), wage subsidies (CY, CZ, FI, HU, SE) or employment incentives (EL, IE, PT). Measures to support job creation are also used in Slovakia and the Employment Integration Contract and the Employment Initiation Contract are used in Luxembourg to help young people move into the labour market.

Supported employment and rehabilitation assistance is delivered as work trials and / or work experience (HR, CY, CZ, EE, FI, IE, MT, SI, SE), voluntary work (EE), public works (HR) and the Youth Contract (UK).

Start-up incentives feature in the ALMP offer for young people in the Brussels Region of Belgium, Croatia, Finland, Greece and Portugal.

An integrated package of measures available to young people in Sweden which includes inter alia: the Youth Job Programme; the Job and Development Programme; New Start Jobs; Preparatory Training Courses; Wage subsidies; and Development Employment. Some of these measures are provided to the long term unemployed and older workers.

Like measures targeting young people, **ALMPs for the long term unemployed** focus on training and employment incentives. Some 18 PES offer training measures while 19 also offer employment incentives.

For the long term unemployed training activities can focus on retraining and upskilling (AT, CY, CZ, FR), vocational training (LT, LV, MT, PT, SI), training orientated towards labour market needs (EE, FI), motivational training (BG), preparatory or pre-employment training (FR, SE) and non-formal training (LV). In other cases the PES simply identified that education and training was part of the ALMP offer (BE-Actiris, HR, LV, SK).

Employment incentives include a mix of employment subsidies (AT, BE-ACTIRIS, BG, HR, CY, EL, RO, SI) and wage subsidies (CZ, DK, EE, HU) and employment stimulus activities (IE, PT), while supported employment and rehabilitation measures include different types of placements and work experience (DK, EE, FI, FR, SK), public works and community service jobs (DE, LV, SI). Specific supported employment programmes include Employment Integration Contracts in Portugal, the Employability Rehabilitation Programme in Sweden and the Work Programme in the United Kingdom.

Start-up assistance is available to the long term unemployed in four countries: Croatia, Greece, Poland and Portugal. Other measures identified include support for employment relationships and municipal integration in Germany.

Like measures targeting the long term unemployed, **ALMPs targeting older workers** are dominated by training measures and employment incentives (used by 19 and 15 PES respectively).

Training measures include retraining and upskilling (AT, CZ, CY), rehabilitative training (FI), vocational training (BE-VDAB, BG, DK, EE, FI, LT, PT), on the job training (SI) and motivational training (BG), mentoring and coaching (DK, EE). Other PES simply say that education and training is part of their service offer to older workers (LV, SK).

The types of employment incentives used include subsidies (PL, SI), including employment subsidies (AT, BG, HR, CY, RO) and wage subsidies (BG, CZ, DK). Employment incentives (EL) and employment integration contracts (PT) and work placements and traineeships (DK, FI, LU, MT) are also used. Nine PES are using different employment and rehabilitation measures including community service jobs and public works (DE, SI), employment integration contracts (PT), labour market preparation (SK), the job development programme (SE) and the 'Get Britain Working' programme (UK).

An integrated package of support is available to the 45 + age group in the Brussels region of Belgium. Measures include: outplacement for jobseekers aged 45+; a diversity plan which is being used to raise awareness among Brussels-based businesses; 45+ partnership which includes coaching; LTU 45+ Jobtraining which includes career and personal assessment, training workshops, job-search support and contact with employers to raise awareness about the advantages of older workers; "Senior Guarantee"; and assistance in starting one's own business.

6.7 Most PES use targets for action planning, while fewer use them for active measures

The majority of PES have some form of targets in place for action planning (23 PES), active measures (21 PES) or other activities (16 PES). Three PES either do not have or have not provided information on targets (IE, NO, SK).

Table 14. Overview of the use of targets in the PES

	Individual action plan	Active measure	Other
Targets in place	AT, BE-Actiris, BE-Le Forem, BG, HR, CY, CZ, DE, DK, EE, EL, FI, FR, HU, IT, LV, LT, LU, MT, PL, SI, SE, UK (23)	AT, BE-Le Forem, BG, HR, CY, CZ, DK, EE, FI, FR, HU, IT, LT, LV, LU, MT, PL, PT, RO, SI, UK (21)	AT, BE-ACTIRIS, BE-VDAB, HR, CY, EE, FI, FR, DE, HU, LV, NL, PL, RO, SI, ES (16)
Targets not in place	BE-VDAB, ES, HU, IE, NL, NO, RO, PT, SK (9)	BE-Actiris, BE-VDAB, DE, EL, HU, IE, NL, NO, ES, SK, SE (11)	BG, CZ, DK, EL, HU, IE, IT, LT, LU, MT, NO, PT, SK, SE, UK (15)

Targets of different types are used, as follows:

- Timebound targets typically specify that a service or an activity needs to be completed within a given time period.
- Proportionate targets state that PES need to reach an agreed proportion of clients (e.g. that all jobseekers must have an individual action plan).

- Numerical targets are used where, for example, a policy has stated that a number of clients will receive a service or will flow out from it.
- Combined targets, which bring together two or more of the previous types of targets described. For example, preparing an individual action plan within one month of registration for all newly registered jobseekers.

Targets for action planning are typically timebound (AT, BG, CZ, DE, DK, FI, IT, LU²¹, MT, PL, SI, SE) or proportionate (BE-Actiris, EE, EL, LV, UK). Croatia and France have combined targets: for Croatia all registered unemployed must receive an action plan within 60 days of registration, with the proportion that do measured; for France the target is that the registration process and a diagnostic interview takes place for 85 % of new entrants within 10 days of registration. Le Forem has a numerical target, i.e. to prepare action plans for 130 000 individuals, while the targets identified in Cyprus and Italy outline the service available to jobseekers. No targets are set for action planning in Portugal as it is embedded in the registration procedure.

Targets for placement on an active measure are typically proportionate (BG, FR, PL, RO, UK) or numeric, where targets corresponding to an agreed number of referrals (BE Le Forem, HR, LT, PT, SI). Three PES use time bound targets: the Czech Republic, Italy and Malta and the targets identified for a further three PES are a statement of intent concerning referrals to and services for jobseekers (CY, DK, IT). In Austria and Latvia the targets are described 'as needed' and individualised respectively while in Luxembourg the PES measure performance in the number of referrals to active measures relative to the previous year.

Other types of targets are used to measure satisfaction (DE, FR, LV), exit rates into employment (NL, SI) vacancies filled (FI, FR, RO), hiring subsidies taken up (BE-Actiris) and process targets, ensuring support is delivered, within agreed timescales (AT, HR, CY, DE, PL).

The Romanian PES provided details of the targets established in their 2014 Managerial Performance Contract which included, for example, the following indicators: vacancies filled; the rate of participation of the unemployed in vocational training; the share of women participating in vocational training; the rate of participation of the unemployed in active measures; exit rates into employment, vocational training, apprenticeships internships among young people aged under 25; sustained employment following participation in active measures; the share of people with special needs participating in vocational information and counselling services; exit rates into employment for vocational training participants.

The Estonian PES' development plan sets out the most important indicators and associated targets. Typically covering quality, performance and outputs, these indicators cover employment outcomes, participation in labour market measures, jobseeker satisfaction, employer satisfaction and staff satisfaction. Indeed, indices have been developed to measure jobseekers', employers', and staff satisfaction. Impact, output and quality targets are also cascaded down to the regional level, which focus on employment impact and outputs for different groups of clients (newly registered unemployed, LTU, and from ALMPs) and quality targets linked to claims procedures (i.e. deadlines met, action plans prepared etc).

A total of 21 PES have targets linked to young people and 16 to the long term unemployed. Typically the types of targets used are consistent with those described above. Indeed, in seven cases the targets are not specific to these two client groups (AT, HR, DE, DK, IT, LV, PL). In Spain, targets are not set by the PES as these are the responsibility of the autonomous communities.

²¹ Targets are being introduced and will be in place by the end of 2015.

Table 15. Targets in place for young people and / LTU

	Young People	LTU
Targets in place	AT, BE-Actiris, BE-VDAB, BG, HR, CY, CZ, DK, FI, FR, EL, IT, LV, LT, LU, NO, PL, RO, SI, SE, UK (21)	AT, BG, HR, CY, DK, FR, EE, IT, LV, LT, LU, NL, PL, SI, SE, UK (16)
Targets not in place	BE-Le Forem, DE, EE, HU, IE, MT, NL, PT, SK, ES (10)	BE-Actiris, BE-Le Forem, BE-VDAB, CZ, DE, FI, EL, HU, IE, MT, NO, PT, RO, SK, ES (15)

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