



European Network of Public Employment Services

Ad Hoc Module to the 2018 PES Capacity Questionnaire
Survey report



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European Network of Public Employment Services

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¹ DECISION No 573/2014/EU

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Glossary

JIA	A Job Integration Agreement is a written agreement between a registered long-term unemployed person and a single point of contact, with the objective of facilitating transition into employment on the labour market. It should detail explicit goals, timelines and the obligations which the registered long-term unemployed person must meet, and also the service provider's offer to the long-term unemployed person.
SPOC	The Single Point Of Contact is responsible for supporting registered the long-term unemployed through a coordinated service offer involving available employment and social support services. This point of contact could be based on a framework of inter-institutional coordination and/or be identified within existing structures.

List of Abbreviations

AFEPAs	Advisors For European PES Affairs
ALMP	Active Labour Market Policy
BL	Benchlearning
DG EMPL	Employment, Social Affairs and Inclusion Directorate General
EaSI	European Programme for Employment and Social Innovation
EC	European Commission
EMCO	Employment Committee
JIA	Job Integration Agreement
IAP	Individual Action Plan
LM	Labour Market
LTU	Long-Term Unemployed
MS	Member State
NEET	Young person who is Not in Education, Employment, or Training
NGO	Non-Governmental organisation
PES	Public Employment Services
SPOC	Single Point of Contact

INTRODUCTION

Background

Increased economic activity in the European Union had a positive effect on the overall level of employment in Europe since mid-2013, while at the same time, up to 2015, long-term unemployment increased and has remained very high since then. To address this issue, in February 2016 the EU Council adopted the *Recommendation on the integration of the long-term unemployed (LTU) into the labour market* (hereinafter "the Recommendation"). The aim of the Recommendation was to support sustainable reintegration of the LTU back into the labour market by calling on Member States to:

- encourage long-term jobseekers to register with an employment service;
- provide every registered long-term unemployed person with individual in-depth assessment² and guidance, and a job integration agreement (JIA)³ with a single point of contact (SPOC)⁴ after a maximum of 18 months unemployment;
- develop closer links with employers and partnerships to increase job opportunities for the registered long-term unemployed.

Public Employment Services play a key role in the sustainable activation of disadvantaged groups, including the long-term unemployed⁵. The Recommendation on the integration of the LTU into the labour market explicitly asked the European Network of Public Employment Services (PES Network) to contribute to the monitoring of its implementation. In response, in 2016, the PES Network designed and adopted a set of minimum, intermediate and advanced quality standards for implementing a SPOC and a JIA. These standards were used by the Employment Committee (EMCO) review on long-term unemployment in December 2016 and it is very likely that the LTU will continue to feature in the upcoming EMCO review in October 2018. Furthermore, as a part of the Benchlearning project, the PES Network amended a qualitative performance enabler⁶ to integrate data on the LTU into its qualitative assessments in 2018.

This report summarises the recent developments in PES concerning the integration of the long-term unemployed back into the labour market, and it provides an overview of the effects of the Recommendation reported by PES. The report also provides information on common challenges faced by PES when implementing the Recommendation.

² The assessment should cover their employability prospects, barriers to employment and previous job search efforts.

³ A 'job-integration agreement' is understood to be a written agreement between a registered long-term unemployed person and a single point of contact, having the objective of facilitating that person's transition into employment on the labour market. It should detail explicit goals, timelines and the obligations which the registered long-term unemployed person must meet, and the service provider's offer to the long-term unemployed person.

⁴ The single point of contact is responsible for supporting the registered long-term unemployed through a coordinated service offer involving available employment and social support services. This point of contact could be based on a framework of inter-institutional coordination and/or be identified within existing structures.

⁵ European Commission (2014). Small Scale Study on PES Business Models.

⁶ A qualitative performance enabler (C5) was amended and renamed as: 'Early engagement to reduce the duration of unemployment, and implementation of the LTU Recommendation'.

Purpose

The overall objective of this survey report is to support the monitoring of the LTU Recommendation and the ongoing evaluation of this Recommendation by DG EMPL. The survey that provided the data for this report was an ad hoc module of the annual PES Capacity Questionnaire, mandated by the PES Network Secretariat.

This report aims to answer the following key questions:

1. What is the state of play on the implementation of the Recommendation?
2. What effects did the Recommendation have, firstly on the integration of the LTU⁷ into the labour market, secondly on the shift in PES towards LTU policy prioritisation and thirdly on PES self-monitoring?
3. What challenges did PES face when implementing the Recommendation?

Methodology

The report mainly builds on the findings of the survey sent to 32 AFEPAs based in the EU28 countries, Iceland and Norway. In total, responses were received from 30 PES. No information was provided by either Italy or the United Kingdom. To increase the response rate a total of three reminders were sent to AFEPAs.

The survey questionnaire was prepared by the PES reference group and refined by ICON, and it has both close-ended and open-ended questions. The rationale behind this approach was to collect a substantial amount of qualitative semi-standardised (i.e. cross-country comparable) data on the state of play on the implementation of the Recommendation. The survey covers the period between 15th February 2016 and 15th April 2018. The questionnaire was disseminated to AFEPAs on 6th April and data collection took until 15th May 2018.

To validate the information provided in the draft final report written, an additional consultation with AFEPAs was organised between 28th June and 9th July 2018. In total, 13 out of 30 PES shared their feedback on the information provided in this report.⁸

The survey can be considered highly representative with 30 out of 32 PES responding and high response rates for the individual questions in the questionnaire⁹. The questions addressed both factual information and opinions. Particular attention was paid ex-ante to the formulation of straightforward questions and answer categories. The way the questions were answered by the PES does not suggest major interpretation issues. In some cases, a response bias in scale-questions theoretically could have occurred, e.g. for questions requesting to identify the extent of the change. Yet, scale-questions were followed by open questions to clarify the response and again the answers to these questions did not suggest such a bias or difference in interpretation of the categories proposed. The consultation round with AFEPAS has provided an ex-post testing of the interpretation of findings.

All in all, the answers to the questionnaire and their analysis can be considered to provide a reliable picture of the measures taken in response to the Recommendation, as

⁷ LTU in the PES Network refers to people with a spell of unemployment lasting 12 months or more.

⁸ PES that provided feedback on the survey report were BE-ACTIRIS, BE-FOREM, BG, EE, ES, DE, HR, LT, MT, NL, PL, PT, SE.

⁹ The average response rate for a closed-ended individual question was 98% and the average response rate for an open-ended question was 86%.

well as a valid and reliable assessment of the quality and effectiveness of specific features of these measures.

The questionnaire included a number of questions on the timing of actual measures taken by PES. In some cases, PES found it difficult to indicate the exact dates of implementation, so this analysis also includes some examples of the initiatives that were already in place before the adoption of the Recommendation (February 2016). The research and discussions that took place when the Recommendation was under preparation may have influenced changes introduced by PES since June 2015. In some cases, new measures were planned before the publication of the Recommendation and the actual implementation of new policy measures only started afterwards.

This analysis follows the logic of the research questions provided above, and it is divided into three parts. The first part refers to the state of play on the implementation of the Recommendation on the LTU by Member States, and it includes the following topics:

- the registration of jobseekers;
- preventing entry to long-term unemployment;
- preventing deregistration by the LTU;
- individual in-depth assessment and job integration agreements (JIAs);
- and Single Points of Contact (SPOCs).

The second part provides an overview of the potential effects of the Recommendation. The third part introduces the challenges faced by PES when implementing the Recommendation. The report ends with a summary of the survey report.

The survey questionnaire is provided in Annex 1.

1. FOLLOW UP OF THE IMPLEMENTATION OF THE RECOMMENDATION IN PES

The registration of jobseekers

Increasing registration of jobseekers

Unemployment benefit schemes in the EU typically require claimants to be registered with PES¹⁰. In many countries, however, the LTU (Long-Term Unemployed) are likely to depend on social assistance or minimum income schemes for financial support. Often such schemes require people who are able to work to look for a job. This may or may not be accompanied by an obligation to register with their PES¹¹.

After the crisis, the number of LTU registering with employment services declined, and the rates of registering varied widely between (EU) Member States (MS)¹². In 2013 the rates of the LTU registered with the PES in Bulgaria, Italy, the Netherlands and the United Kingdom were lower than average (around 50% or lower) and very low (around 23%) in Romania. Different registration rates are related to several factors, including their eligibility for receiving unemployment benefits and how long they have received them; sanctioning mechanisms linked to benefits; the quality and attractiveness of PES services, and, finally, the proportion of the LTU who have never worked before¹³.

The Recommendation encourages MS to favour a preventive approach to long-term unemployment, and also to put extra efforts into increasing the registration of jobseekers and inactive people. This section provides information on specific measures taken by PES in Europe after the adoption of the Recommendation to increase registration of jobseekers. In particular, it summarises the types of measures adopted by different PES, and it provides information on measures that were developed in cooperation with other labour market stakeholders, and measures where specific groups of jobseekers are targeted.

In their response to the survey, 11 PES (see Table 1) reported that new measures had been implemented after 2016 to increase the registration of jobseekers and inactive people. More important than the number of PES as such, is the fact that amongst these were two countries (BG, and RO) with relatively low registration rates of the long-term unemployed¹⁴. Several PES established new measures to increase cooperation with stakeholder organisations (e.g. non-governmental organisations, employers' associations, and educational institutions) in order to: 1) share information and identify

¹⁰ Based on the Assessment Report on PES Capacity (2017), 18 PES are responsible for administering unemployment or other (social) benefits (AT, CZ, DE, DK, EE, EL, ES, FR, HR, HU, IE, IS, LU, NO, PL, RO, SI and UK); three PES administer only other (social) benefits (LT, LV and SK), and 11 PES have no tasks regarding benefit payment (BE-ACTIRIS, BE-LE FOREM, BE-VDAB, BG, CY, FI, IT, MT, NL, PT and SE). The report is available at: <https://publications.europa.eu/en/publication-detail/-/publication/7f2b39a6-0184-11e8-b8f5-01aa75ed71a1/language-en>

¹¹ Information provided for EU Member States in the MISSOC database: <https://www.missoc.org/missoc-database/comparative-tables>

¹² Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

¹³ Ibid.

¹⁴ In 2013, the registration rate for the long-term unemployed was low (around 50% or less) in Bulgaria, Estonia, Italy, Latvia, the Netherlands, the United Kingdom, and very low (24%) in Romania. Source: Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

unregistered unemployed people; or 2) offer guidance, advisory services or social activation measures to the unemployed.

Five PES started organising information events, or launched outreach projects, or communication campaigns, seeking to reach the unemployed through different channels. In 2016, the French PES set up 'points of contact' in disadvantaged neighbourhoods. Staff working at these service points are trained to make sure that jobseekers and inactive people are registered with the PES.

Table 1. New measures for increasing the registration of jobseekers and inactive people since the adoption of the Recommendation

Measures	Countries	No
Cooperation with stakeholder organisations to share information, and identify the unregistered unemployed	BE-ACTIRIS, FR, HU, LT, MT, SI, RO	7
Cooperation with stakeholder organisations to offer guidance, advisory services, and social activation measures to the unemployed	IS, FR, LU, MT, SI	5
Information events, outreach projects and communication campaigns	BE-ACTIRIS, BG, CY, LU, MT	5

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 1.

Box 1 showcases some examples of new measures for increasing registration used by different PES. Several PES recently started implementing initiatives targeting specific LTU groups. For instance, in 2017, the Luxembourg PES launched a support and guidance programme for people with disabilities, while the Icelandic PES and the French PES provided guidance and support for refugees. The Maltese PES, in cooperation with local stakeholders, now runs new services that seek to reach out to three different LTU groups: migrants with international protection, LTU single parents, and youth.

Box 1. Examples of new measures to increase registration of jobseekers and inactive people since the adoption of the Recommendation

France – in 2017, the French PES, in cooperation with French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*) and Afpa (*l'Agence nationale pour la formation professionnelle des adultes* – the National Agency for Adult Vocational Training), started running the 'HOPE' programme for refugees, which includes help with accommodation, their general 'orientation', and pathways to employment.

Iceland – since 2016, the Icelandic PES, in cooperation with social services and the Icelandic Directorate of Immigration, has offered guidance and support for refugees.

Lithuania – since 2016, the Lithuanian PES has organised joint meetings and round table discussions with non-governmental organisations and local authority social support departments to discuss opportunities for cooperation, to share information and share the experience of projects implemented by responsible institutions that are dedicated to the most vulnerable groups. This stakeholder group is called 'National Network for the Reduction of Poverty'.

Luxembourg – since 2017, the PES has run a guidance and (re)integration project for people with disabilities, in cooperation with the Ministry of Labour, the Ministry of Health, the Ministry of Integration, a socio-professional guidance centre, hospitals, psychologists, a re-education centre and the employers' association.

Malta – since 2017, the PES has set up three new measures targeting different, vulnerable, LTU groups: 1) in cooperation with various stakeholders, including migrant associations and NGOs, the

PES has run job-seeking advisory services for Migrants with International Protection; 2) in cooperation with various stakeholders, including the LEAP project coordinators¹⁵ and social workers, it has implemented outreach activities to identify and register LTU single parents; 3) in cooperation with educational institutions, it runs information sessions targeting youth.

Slovenia – since 2017, the PES has implemented programmes for social activation of the LTU and inactive people. The programmes are coordinated by the Ministry of Labour, delivered by non-profit organisations and implemented with the PES cooperating with Centres for Social Work (CSWs). Social activation programmes have proven to be more effective at reaching inactive people than PES programmes.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 1.

17 PES¹⁶ said that no new measures were introduced to increase the level of registration of the unemployed. Most of these PES either felt that their system for registering jobseekers was well-developed prior to the adoption of the Recommendation, and/or they felt that the registration of jobseekers in their country was already sufficiently high (BE-FOREM, BE-VDAB, DE, DK, EE, FI, HR, and NO). Several PES emphasised that the LTU tended to have a benefit if they registered with PES e.g. receiving social assistance and unemployment benefits (CZ, DK, EE, FI, IE and HR).

Preventing entry to long-term unemployment

The Recommendation advises Member States to better link integration measures to the labour market needs. PES in the survey were asked whether, inspired by the Recommendation, they took any measures to prevent long-term unemployment among the unemployed. The replies show that in many cases preventive measures had already been introduced before the adoption of the Recommendation. In part this may be attributable to the ongoing research and discussions while this Recommendation was under preparation. In general, however, it shows that the prevention of long-term unemployment had been a long-standing priority in some of those countries. Some PES underline that preventing long-term unemployment underlies all the support they offer to jobseekers. The measures introduced before the Recommendation show that PES often offer different forms of individualised support to prevent long-term unemployment; BE-VDAB and the French PES have profiling interviews, BE-ACTIRIS offers individual action plans and/or professional project contracts, while the Spanish PES offers personalised pathways. In Spain and Austria, ALMPs are offered when people first become unemployed.

Box 2. Policy measures to prevent entry to long-term unemployment set up before the adoption of the Recommendation

Austria – Austria has early intervention measures, but they were introduced prior to the adoption of the Recommendation. They start when someone becomes unemployed and they then continue for the first 90 days of unemployment. They include offering vacancies and professional training, as well as guidance on how to apply for a job.

Belgium-ACTIRIS – since approximately 2007, ACTIRIS has provided preventive support in the form of an IAP (Individual Action Plan) for young jobseekers less than 30 years old, and a

¹⁵ The LEAP project 'Helping the most deprived 'take the leap' out of poverty' offers personalised support to families and directs them to the relevant social service providers.

¹⁶ PES that answered having no new measures to increase the level of unemployment registration: BE-FOREM, BE-VDAB, CZ, DE, DK, EE, ES, FI, HR, IE, LV, NL, NO, PL, PT, SE, SK.

professional project contract (PPC) for other target groups in the short period after registration (between one week and one month).

France – all support schemes for jobseekers are designed with the objective of preventing entry into long-term unemployment. The ‘assigned support scheme’ is offered to the jobseeker, depending on their personal situation and needs. The French PES is well-aware of the variables leading to long-term unemployment, so it puts significant effort into assessing every individual jobseeker.

Spain – since 2014-2015, various programmes for the unemployed have been applied: relocation and activation programmes, actions to improve employability; collaborative programmes with private employment agencies, digital literacy programmes, and trainee programmes.

Ireland – in 2012, the integrated benefits/Employment Services delivery model ‘Intreo’ was introduced. It almost exclusively focuses on newly unemployed jobseekers. Activation engagement can last up to 12 months. The aim of the engagement is to prevent long-term unemployment. Unemployed people who are ready to work receive support in finding a job, while other groups get education and training.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 2.

Since 2016 15 PES adopted new measures to help stop the ‘general unemployed’ from falling into long-term unemployment. Among the most common practices were: the provision of individual action plans (BE-ACTIRIS, and SI) or job integration agreements (MT and RO), advanced counselling activities (BE-VDAB, LU, SE, CZ, HR, LT, SI, EE and SK) and profiling of the unemployed (BE-VDAB, EL, HR, LT, LU, NO, NL, SE, SI and SK). Some examples of measures seeking to better tailor services for the unemployed are given in Box 3.

Furthermore, the survey recorded some individualisation of the services offered that is likely to be related to the adoption of the Recommendation. Based on the information provided in the European Commission’s Staff Working Document (2015)¹⁷, in 2014 the Greek, Luxembourg and Slovakian PES still applied no profiling or client segmentation. After the adoption of the Recommendation, the Greek, Luxembourg and Slovakian PES have started to develop client profiling practices. The Croatian PES significantly advanced its profiling system in order to identify people with a high risk of becoming LTU.

Box 3. Measures to stop people becoming long-term unemployed after the adoption of the Recommendation

Belgium – VDAB – jobseekers are invited for a profiling interview no later than the 12th month of their unemployment (jobseekers younger than age 25 even before the fourth month of their unemployment). Since 2015, VDAB has had a system of alerts (‘knipperlichten’) that help counsellors detect jobseekers whose profiles do not match with available vacancies, or if they have no knowledge of Dutch. VDAB is currently working on proactive profiling system based on data mining, which will be launched in 2019. The system will help to identify jobseekers at the greatest risk of long-term unemployment.

Croatia – the PES developed a new tool that helps classify clients according to their distance from the labour market based on specific variables. The model is based on estimating the probability of employment within 12 months following registration. It is designed according to different characteristics such as indicators for human capital (education and experience), their history of

¹⁷ Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

employment and unemployment, belonging to vulnerable groups, their economic sector (their previous employment and any skills they may have gained, and their area of education) and their region of residence. Jobseekers with a high risk of becoming LTU are referred to motivation counselling, workshops and additional in-depth counselling.

Czech Republic - had a whole set of measures adopted in 2016 which is continuously updated. These include the consistent segmentation and profiling of jobseekers, and active work with a group of jobseekers without health restrictions and without defined disabilities to get them back into the labour market. It also includes various other initiatives including close cooperation with the employment departments and with the non-insured social benefits departments for people receiving benefits in material need in order to activate the clients to get the job and gain means of subsistence; creating specialist jobs to work with the long-term unemployed and to prevent illegal employment; providing specialist counselling especially for people aged 55 and over; helping jobseekers and employees with financial literacy as a prevention of debt traps; the implementation of job clubs for the LTU, and active work with LTU jobseekers.

The Netherlands - after the adoption of the Recommendation, the PES started implementing its 'Work Profiler' system for the LTU, which was developed several years ago in the Dutch PES¹⁸. The Work Profiler is an evidence-based profiling method that works out low, medium and high risk of becoming LTU. Where there is medium or high risk of becoming LTU, immediate face to face intervention is organised. In addition to this, training vouchers are provided for unemployed and employed jobseekers to enhance job mobility and job (re-)integration, and to help avoid long term unemployment.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 2.

Preventing deregistration of the LTU

Every year, almost a fifth of the long-term unemployed become inactive as a result of unsuccessful job-search efforts¹⁹. In view of such risk the Recommendation asks Member States to provide tailor-made, individualised support for the long-term unemployed, and to ensure coordinated service provision.

Evidence shows that the longer they were unemployed, the more likely the unemployed are to become discouraged and enter into 'inactivity'²⁰. Several triggers are linked to inactivity, including benefits conditionality or discontinuity in active support. Furthermore, several new elements recently introduced by PES to prevent deregistration of the LTU are presented.

Deregistration from PES depends on benefits conditionality applied by each country. In most of the PES, Member States insist the unemployed participate in activation measures before they can receive social assistance benefits. In 2011, in 11 EU Member States (BE, DK, EE, FI, EL, IT, LU, PT, RO, SK and SI) immediate sanctions were applied for repeated refusal of offers or for refusal to participate in ALMP measures²¹.

¹⁸The Work Profiler system was as a diagnostic instrument for the unemployed prior to the publication of the Recommendation. The Recommendation had either a very minor role in the adoption of this measure or none at all.

¹⁹ Council recommendation of 15 February 2016 on the integration of the long-term unemployed into the labour market (2016/C 67/01)

²⁰ Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

²¹ Vern, V. (2012). Eligibility Criteria for Unemployment Benefits: Quantitative Indicators for OECD and EU Countries. OECD Social, Employment and Migration Working Papers No. 131.

The survey noted changes in deregistration in a few countries. In 2018, a new labour market regulation came into force in Slovenia, which supports the gradual deregistration of the unemployed. Since 2015, BE-VDAB has stopped deregistering the unemployed after their first rejection, though the unemployed still need to confirm their registration every three months. Since 2015, the Greek PES has simplified its unemployment status renewal processes by creating 'multiple service channels', which includes introducing e-services and Citizen Service Centres²².

Becoming discouraged is also linked to insufficient support for the LTU in comparison to interventions on behalf of the short-term unemployed. Based on the survey data, several PES introduced new measures specifically targeting the LTU. Three PES (FR, HR and LU) run new activation programmes for the LTU. Several PES started providing career counselling/support in job searches, and/or started organising information sessions. New measures to prevent deregistration of the LTU identified by PES in the survey are provided in Table 2 below.

Table 2. Measures to prevent deregistration of the LTU

Measures	Countries	No
Career counselling/ intensified job search support/ information	EE (before 2016), BG (since 2015), IS (since 2018), LT (since 2017), LU (since 2017), MT (since 2015), PT (since 2017), RO (since 2017)	8
Intensified social activation programmes	HR (since 2017), LU (since 2018), FR (since 2015)	3
No deregistration/ gradual deregistration	BE-VDAB (since 2015), SI (since 2018)	2
Simplified procedures to continue registration	EL (since 2015)	1

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 3.

Box 4 below provides some specific examples of new activation programmes and career counselling activities for the long-term unemployed since the adoption of the Recommendation.

Box 4. Examples of new activation programmes and career counselling activities to prevent deregistration of the discouraged LTU

Croatia – after the adoption of the Recommendation, a new activation programme for the LTU, that seeks to combine group and individual support, was set up. Based on the counsellors' assessment, the LTU are included in the Activation Programme targeting both the people who have work skills but who are discouraged, and those who have excessive and unrealistic expectations. This activation programme was piloted in summer 2017 in two regional offices. The results from the pilot showed that 44.1% of people included in the Activation Programme were employed within four months after finishing the Programme. After the pilot, the programme was evaluated and slightly redesigned based on the activation programme managers' feedback. At the beginning of 2018, the PES selected activation programme managers for each regional office and started training them. In total, 26 managers had finished their training by May-June 2018, and in some offices they have started implementing the programme. The full implementation in all

²² The two latter examples strictly speaking do not show the effect of the Recommendation as changes in BE-VDAB and the Greek PES were introduced slightly before the adoption of the Recommendation, but may well have been inspired by its imminent adoption.

regional offices is expected to start after 27 August 2018.

Lithuania - since 2017, with the introduction of a new customer service model, jobseekers at the Labour Exchange who have been identified as having lack of work motivation, social skills, and behavioural problems, are sent to a career counsellor. The task of this specialist is to strengthen the motivation of unmotivated people, who are difficult to integrate into the labour market, by advising them individually and in groups on their choice of employment area, their preparation for employment, and teaching them about business organisation etc. Counselling activities encompass three forms: general, psychological and vocational.

Luxembourg – since 2017, the PES has organised information sessions for jobseekers over 45 years old. In 2018, a pilot project for jobseekers registered for more than 24 months was launched. Under this project, every two months the LTU meet in small groups for a discussion. A special support scheme for the LTU was scheduled to be introduced in 2018. Employment incentives, including wage costs subsidies, play an important role in Luxembourg's strategy towards LTU.

Portugal - in January 2017 a specific intervention strategy "follow-up support in the search for employment" was developed to consult the LTU on concrete action for entering employment. A set of technical tools was created to support staff in the employment centres, for instance tools for stimulating activities with the LTU in group sessions. By empowering local PES staff, it was expected that these would be able to better assist long-term unemployed jobseekers and help them make the best use of the available employment measures. Specific objectives of the strategy were to help the unemployed to: (i) increase their pro-activity in pursuit of their professional goals; (ii) adopt more organised and systematic job search behaviours; (iii) use the diversity of resources and tools available for access to employment opportunities and (iv) implement consistent job search actions.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 3.

In most cases, the PES that applied no new measures stressed that there was no need for additional measures, as their deregistration level was very low. The German PES indicated they had no new centrally-implemented measures; however, decentralised actions by job centres were 'potentially' in place there. The Cypriot PES applies no segmentation between the LTU who are discouraged and those who are not.

Individual in-depth assessment and Job Integration Agreements (JIAs)

One of the key objectives of the Recommendation is to increase the effectiveness of interventions provided to the unemployed. The Recommendation invites PES to tackle ineffective activation designs by individualising services for jobseekers and increasing the involvement of employers. Two important forms this approach can take are individual assessments and guidance for the LTU, and Job Integration Agreements (JIAs).

Individual assessments and guidance for the LTU

Based on the survey data, the Recommendation inspired the PES in Croatia, Luxembourg and Spain to differentiate assessments and guidance for the LTU and other groups of the unemployed. The Cypriot PES said that it provided specialised counselling services for all vulnerable groups, depending on the profile of each unemployed person.

If individual assessments and guidance for the LTU are available, it then becomes important to know how tailored they are to this group's needs. In other words, do they address the characteristics and situation of this group and how do they do so?

Tailored individual assessment and guidance for the LTU is used in approximately half the PES, i.e. for 16 of the 30 PES where this information is available.

Table 3. Differentiation of individual assessments and guidance for the LTU and other groups of unemployed

Individual assessments and guidance differ for the LTU and other groups	Individual assessments and guidance do not differ for the LTU and other groups
BE-ACTIRIS, CZ, DK, EE, ES, FI, HR, IS, LT, LV, LU, MT, PL, PT, SI, SK	AT, BE-FOREM, BE-VDAB, BG, CY, DE, EL, FR, HU, IE, NO, NL, RO, SE
16	14

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 4.1.

Individual assessments and guidance offered to the LTU in most cases differ from similar assistance to other unemployed groups in terms of the frequency and nature of the contact (15), and also whether *tailored* support or other services are offered (14). The LTU tend to be consulted more frequently than other unemployed groups and they are also able to access different services (e.g. motivational counselling). Counsellors appointed to work with the LTU receive special training (12), while different employability assessment and re-assessment approaches are applied (12). Further elements of differentiation identified by PES are provided in Table 4. below.

Table 4. Elements of individual assessments and guidance that differ between support offered to the LTU and other groups

Elements	Countries	Total
Frequency and nature of contacts	BE-ACTIRIS, CZ, DK, EE, ES, FI, HR, IS, LT, LU, LV, MT, PT, SI, SK	15
Tailoring of the support/services offered	BE_ACTIRIS, CZ, DK, EE, FI, HR, IS, LT, LU, LV, MT, PT, SI, SK	14
Employability assessment and re-assessment	CZ, DK, ES, FI, HR, IS, LT, LU, MT, PL, PT, SI	12
Counsellors appointed and their training	CZ, DK, EE, ES, FI, HR, LU, LV, MT, PT, SI, SK	12
Dissemination of information on job vacancies	BE-ACTIRIS, DK, ES, IS, FI, LV, MT	7
Monitoring	DK, HR, LU, LV, MT, SI, SK	7
Conditionality	DK, FI, HR, LU, LV	5

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 4.2.

Box 5 showcases some examples of how PES services for the LTU differ from those provided to other unemployed groups.

Box 5. Examples of elements of individual assessments and guidance that differ for the LTU and other groups

Croatia – the long-term unemployed and people at risk becoming LTU get more frequent consultation than other groups. Some activities and services such as motivation counselling and activation programmes are only available for the LTU. Motivation counselling has been fully implemented since 2017.

Estonia – the PES has special case managers counselling the LTU. They consult fewer clients than job mediation consultants and can work on networking, e.g. reaching clients' families, local authorities, social workers or other specialists. This means they can provide more individualised support. Such arrangement was introduced already before the adoption of the Recommendation.

Finland – after 12 months of unemployment, a counsellor pays more attention to the individual characteristics of a jobseeker such as their employment history, their qualifications and their health. To receive more information about the LTU, contacts are more frequent than with other groups of the unemployed and preferably face-to-face. Counsellors receive a special training on how to assess their service needs and how to act in extraordinary situations. The Finnish PES started a new approach for its LTU in 2015, together with municipalities (social and health care services and rehabilitative services, organised by the Social Insurance Institution of Finland). It entailed a joint service needs assessment and an employment plan based on the service needs of the client²³. Monitoring data from this initiative is available only for January-June 2016.

Portugal – in March 2017, different procedures were introduced for the LTU in relation to other groups of unemployed. The evaluation of the employability of the LTU, besides considering profiling factors as is the case with other jobseekers, currently also takes into account broader constraints on professional integration, such as socio-economic and living conditions, as well as the previous job search efforts. Based on the reform of the Personal Employment Plan to be implemented in 2018, the LTU will benefit from the "Follow-up in the Job Search" intervention which implies the reinforcement of participation of the LTU in sessions to support job search. In addition to this, more intensive support for the LTU will be developed by introducing individual counselling provided by 'personal managers'.

Slovakia – in the beginning of 2017 the PES launched the internal motivation project 'With Increased Activity Towards Employment' (WIATE) providing a range of measures for the LTU for four months. The goal of the project is to identify reasons/obstacles preventing the LTU from entering the labour market. It also aims to increase their self-confidence through identifying their strengths, and boosting their motivation to work. Within the project, the LTU are provided with information advisory services individually and in groups. They also automatically receive job offers that best match their profile. The LTU who found no job placements during the duration of the project or during an ALMP project are then further counselled by a professional advisor. In 2017, 20.74% of the project participants were placed on the labour market.

Slovenia - since January 2017, all the LTU have been given a structured in-depth individual assessment within 12-15 months of registration with the PES. A part of the assessment can be also provided by some PES contractors (Life Long Career Guidance); it can be based on a medical assessment or assessment in the procedure of employment rehabilitation. Different types of counselling such as rehabilitation, in-depth psychological counselling, or medical counselling are mainly offered to the LTU.

Spain – in 2016 personalised pathways were introduced for the LTU under a joint action plan with the regions for this group. As the regions (*Comunidades Autónomas*) are responsible for the implementation of ALMPs in Spain, many further actions were probably taken at the regional level that are not documented here.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 4.3.

²³ PES Practice: The 'Multi-Sectorial Joint Service Enhancing Employability' for long-term unemployed' (2017, Finland). Available at: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en&moreDocuments=yes>

Even if PES indicated they applied no differentiation in guidance between the LTU and other groups of unemployed, the services often differ because of the existence of a personalised approach. For instance, 10 PES (BE-FOREM, BE-VDAB, BG, DE, FR, HR, HU, IE, NL and SE) work individually with the unemployed from the very beginning of unemployment, and provide them with individual action plans. In this way the duration of unemployment is not directly linked to the support received.

The Cypriot PES provides specialised counselling services for all vulnerable groups based on their profile. The Norwegian PES increases the number of follow-up meetings towards the end of the jobseekers' allowance period. The Dutch PES offers extra services for more specific groups, for instance network sessions for jobseekers over 50 years old, as they are at risk of becoming LTU. In Romania, customised assessment and specific actions for the LTU are planned, but they need approval.

Job Integration Agreements (JIAs)

The Recommendation explicitly asks PES in Europe to offer a Job Integration Agreement for each long-term unemployed person at the very latest when they have reached 18 months of unemployment. The minimum requirements for a job integration agreement are to suggest an individualised service offer aiming at finding a job, and then identify a single point of contact.

Most of the PES reported in the survey that they offer a job integration agreement for the LTU (see Table 5). Yet, only four PES (HR, RO, SI and SK) explicitly stated that they started offering a JIA after the adoption of the Recommendation. Several countries (BG, CZ, EL, FR, NO, PL, PT and SE), offer individual action plans for each LTU rather than job integration agreements (the differences between these two agreements are described below the table in this section). The Cypriot PES said it currently had no capacity for offering this sort of service to the LTU. The Lithuanian PES reported to have no experience of offering a JIA for any groups of unemployed.

Table 5. PES offering JIAs

Job integration agreements are offered	No job integration agreements are offered
AT, BE-FOREM, BE-VDAB, BE-ACTIRIS, DE, DK, EE, ES, FI, HR, HU, IE, LU, LV, MT, NL, RO, SI, SK	BG, CY, CZ, EL, FR, LT, NO, PL, PT, SE
19	10

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 5.

Note: IS provided no answer to this question though IS has well-developed action plans for all clients. SE offers similar interventions to job-integration agreements.

JIAs and IAPs (Individual Action Plans) are similar tools that offer for a personalised and more intensive approach. The Recommendation foresees JIAs for the LTU, but does not specify whether, and to what extent, they should differ from the IAPs *all* clients already get in most countries. In practice, four groups of countries can be distinguished with different degrees of specific or additional approaches for the agreements with the LTU.

The first group of PES provides the same services under both agreements, only the target groups differ (AT, BE-ACTIRIS, BE-FOREM and BE-VDAB), or a JIA is offered to all groups of the unemployed (DE, EE and NL). In the second group of PES, JIAs include a broader range of services than IAPs, e.g. a jobseeker can be directed to other

institutions to receive relevant support (FI, HR, IE, LU, LV, MT, RO and SK). In the third group, the JIAs provide more intensive support for the unemployed (DK, ES, HU and SI). In the fourth group staff providing JIAs are trained differently (ES and LU).

Single Point of Contact (SPOC)

According to the Recommendation, a Single Point of Contact (SPOC) is one of the key elements ensuring the efficiency of the services provided to the long-term unemployed, and it stops them from getting discouraged. The Recommendation asks Member States to arrange a SPOC to provide concentrated support and to ensure inter-institutional coordination.

A majority of the PES (24) reported in the survey that a SPOC has been identified in their country (see Table 6). Only six PES have not yet done this. However, the arrangements for a SPOC differ according to the PES. 15 out of 30 PES offer a SPOC on their own while 9 PES share the responsibility of arranging a SPOC with other institutions.

Based on the information provided in the survey, a majority of the PES (19), either alone or with other institutions, already offered a SPOC before the adoption of the Recommendation (AT, BE-ACTIRIS, BE-FOREM, BE-VDAB, CZ, DE, DK, FI, FR, NL, NO, IE, IS, LT, LV, SE, SI and SK). The Slovenian PES in addition noted that they started offering a SPOC for the LTU together with the Centre of Social Work since October 2017. The Croatian PES has provided SPOCs since 2016. The Romanian PES has to provide SPOCs by a law of October 2017, so the setting up of SPOC arrangements is currently underway. Four PES (BG, PL, EE and HU) indicated no starting date for SPOC arrangements in their country.

Table 6. Institutions responsible for arranging and offering a SPOC

Arrangements	Countries	No
PES is the only institution	AT, BE-ACTIRIS, BE-FOREM, CZ, DK, FR, HR, IE, IS, LT, NO, PL, RO, SE, SK	15
PES with other institutions	BE-VDAB, BG, DE, EE, FI, HU, LV, NL, SI	9
No institution has been so far appointed as the SPOC	CY, EL, ES, LU, MT, PT	6

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 6.1.

Box 6 below presents several examples of PES cooperation with other institutions for providing a SPOC. The responsibilities between institutions are typically divided by target group or by the type of service provided to the unemployed.

Box 6. Examples of PES cooperation with other institutions to arrange and offer a SPOC

Belgium-VDAB – the Public Welfare Centre (OCMW) is responsible for SPOCs for jobseekers who are receiving a means-tested subsistence income (a 'leefloon'), and VDAB offers SPOCs to all the other jobseekers. Counsellors from both institutions apply the same approach and have access to the same tools.

Bulgaria - the Bulgarian PES is currently preparing an Inter-institutional Agreement on the implementation of the Recommendation, which will describe cooperation between PES and other

institutions such as the Ministry of Labour and Social Policy, the Ministry of Health, the Agency for Social Services, and the local authorities.

Finland – the PES cooperates with local authorities and the local unit of the Social Insurance Institution. Since 2015, multi-sectoral joint service has been provided, where experts of three authorities together with a client evaluate his/her needs for services, and draw up a functional employment plan, and together they are responsible for the progress and a follow-up process. PES is responsible for coordinating this service.

Estonia – the PES offers services and support for the LTU, and it cooperates with local authorities and social workers on a case-by-case basis.

The Netherlands – since 2001, the PES, in cooperation with local authorities and 'sheltered work' institutions, runs a joint registration system for the unemployed and recipients of social benefits. The Dutch PES, as a 'chain partner' of local authorities, provides:

- 1) benefits, and digital or face-to-face reintegration support, for recipients of unemployment, sickness and disability benefits;
- 2) digital information, vacancies, assessments to jobseekers not registered for benefits.

Local authorities in the Netherlands, as 'chain partners' of the PES, provide social benefits and reintegration support for the recipients of social benefits, disability benefits (for young people), and 'sheltered work'. Since 2015, as a result of a Job Agreement for Jobseekers who are not able to earn the minimum wage because of illness or labour market constraints, the PES has intensified the cooperation with regional social partners and local authorities. The UWV (*Employee Insurance Agency*) can provide a wage value assessment to local authorities when it is requested. Furthermore, the PES has developed a new database, the 'Candidate explorer' ("*Kandidatenverkenner*"). Both the local authorities and the employers can use this database which offers a transparent database of potential jobseekers who are willing and able to work, describing any constraints the jobseekers may have.

Slovenia – the majority of the long-term unemployed in Slovenia are registered with the PES. The unemployed who are assessed as being unable to get on with their SPOC then work with the Centre of Social Work (CSW) instead. This arrangement was already established before the adoption of the Recommendation. Since October 2017, Ministry of Labour has been responsible for the social activation of unemployed or inactive people with multiple obstacles to employment, while the CSW and the PES are responsible for the *referral* of LTU and inactive people.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, questions 6.1 and 6.2.

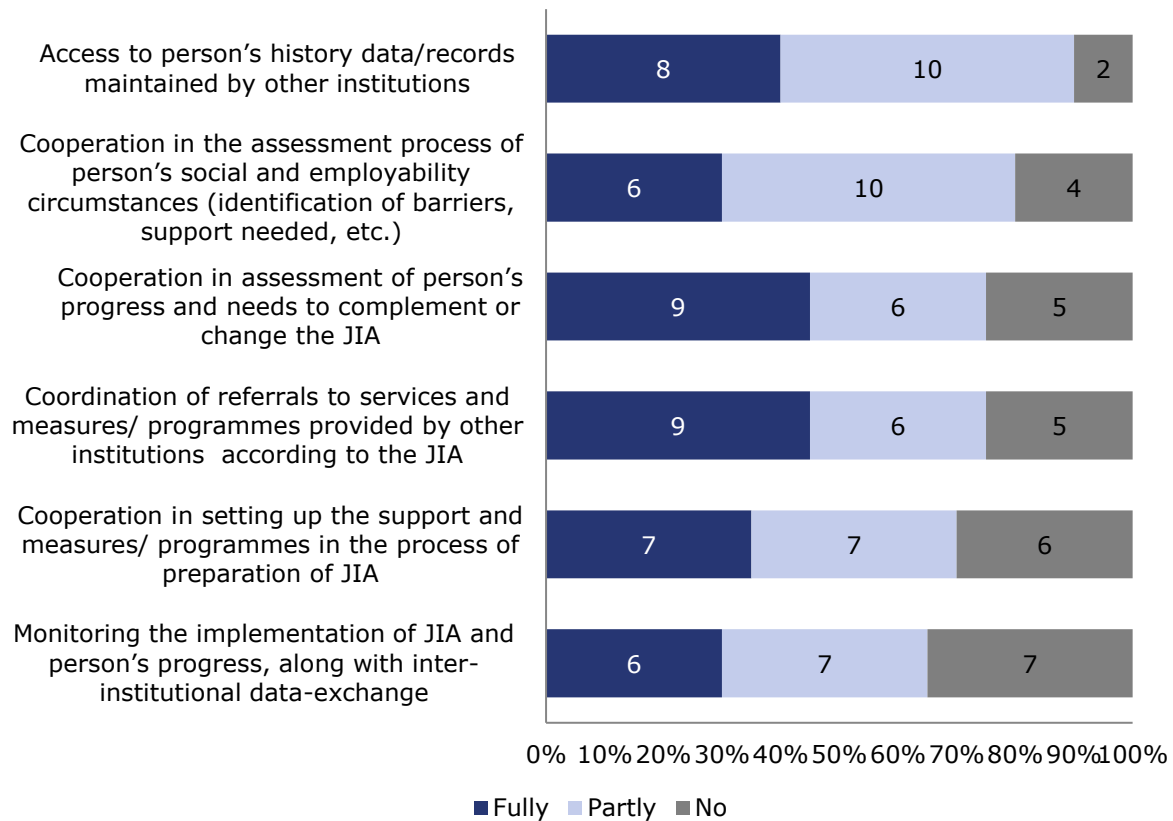
Six PES reported that no institution has been appointed as the SPOC for the unemployed in their countries (see Table 6) although there are some changes discussed in that respect. In Luxembourg, a new law on the guaranteed minimum income and an integration allowance is being revised and is supposed to be adopted in 2018. This law calls for more synergies between the National Social Action Service, under the Ministry of Family Affairs, and the PES, giving the PES the responsibility to act as a single entry point for the profiling of unemployed jobseekers and inactive people capable of working.

In Portugal, a SPOC was not established insofar as it requires re-allocation of physical and human resources. However, a pilot project offering joint assessment and support for the LTU is currently being designed. The PES, Social Security services and other regional and local bodies cooperate to provide individualised support for the LTU. The data exchange between the Portuguese PES and the social security services will soon be formalised. The Cypriot PES said it had no capacity to offer this sort of service.

The 24 PES providing a SPOC²⁴ were asked in the survey to indicate the elements they had introduced to ensure they had coordinated support via their SPOC service.

Among the more common approaches acquired by PES to provide better support to the LTU via a SPOC are data sharing practices between institutions, and cooperation in the assessment process of a person’s social and employability circumstances (see Figure 1). 18 PES implement data-sharing practices²⁵; and a further 16 PES cooperate with other institutions during their assessment processes²⁶. The least common arrangement among PES is the monitoring of the implementation of a JIA.

Figure 1. Arrangements in PES to coordinate support via the SPOC



Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 7, N=20.

Only six PES were able to express their opinion on effects of the above mentioned arrangements. Four PES (BE-ACTIRIS, LV, SE and SK) noted that the arrangements to provide a SPOC led to more individualised support for the LTU. As a result a new jobseekers advisory service for job changers was formalised. SPOC arrangements in

²⁴ The PES that are responsible alone or with other institutions for arranging and offering a SPOC to LTU.

²⁵ Only two PES (CZ and SI) introduced data sharing practices to ensure coordinated support via a SPOC service after the adoption of the Recommendation; other 16 PES have already had such arrangements before: AT, BE-ACTIRIS, DK, EE, FI, FR, HR, HU, IE, LT, LV, NL, NO, PL, SE, SK.

²⁶ Only two PES from EU28 (CZ and SI) started new collaborative activities during the assessment process of the unemployed after the adoption of the Recommendation. All other PES had such collaborative activities with other institutions prior February 2016: AT, BE-ACTIRIS, BE-FOREM, BG, DK, IE, FI, FR, HR, LT, LV, NL, SE, SK.

three PES (AT, BE-ACTIRIS and EE) led to increased cooperation between labour market stakeholders and/or a better division of tasks.

However, the survey data shows that most of these arrangements were not influenced by the Recommendation as they were already established prior the adoption of the Recommendation. The only exceptions were the PES in Croatia, the Czech Republic, and Slovenia that introduced changes in the SPOC implementation (see the examples in Box 7).

Box 7. Examples of new arrangements introduced by PES to provide a single and coordinated support to LTU via a SPOC

Croatia – since 2016, the PES have arranged a cooperation with Social Welfare Centres linked to the JIA in setting up the support and measures/programmes in the process of preparation of JIA; and in assessment of person’s progress and needs to complement or change the JIA.

Czech Republic - in 2016, the PES introduced data exchange and assessment processes in cooperation with local authorities, as well as cooperation in setting up support and measures/programmes to prepare a JIA with local authorities, non-profit organisations, social service providers and the National Board of People with disabilities.

Slovenia – in addition to previous collaboration practices, in 2017 the PES introduced outreach activities for social activation of the long-term unemployed and for inactive people. As a result, the PES expanded data sharing practices (without direct access to the database, however); cooperation when assessing a person’s social and employability circumstances; setting up support measures, as well as the coordination of referrals to services and measures provided by other institutions. The following organisations are involved in cooperative activities: the Centre for Social Work, the Ministry of Labour, and various contracted non-profit providers.

Source: Responses to the questionnaire of an Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 7.

2. EFFECTS OF THE RECOMMENDATION IN PES

Measures leading to the best results for the LTU

In the survey, PES were asked to identify which measures in PES led to the best results for the LTU, e.g. enabled their transition to employment, or increased user satisfaction after they received support. Responses to the open question are summarised in Table 7. Nearly half (13) the PES that participated in the survey found counselling and targeted support using profiling effective. A number of PES noted the positive impact of incentives for employers/subsidised employment (7), training/re-qualification programmes (7) or collaboration with other institutions (7).

Table 7. Measures implemented by PES leading to the best results for the LTU

Measures	Countries	No
Intensive counselling/profiling of the LTU	BE-VDAB, BG, DK, FI, FR, IS, LT, LV, NL, NO, SE, SI, SK	13
Incentives for employers/subsidised employment	BE-FOREM, CY, HR, IS, LU, PT, SK	7
Training/re-qualification programmes	CY, ES, HR, NL, PT, SE, SK	7
Collaboration with other institutions	BE-ACTIRIS, DK, FR, SI, LT, NL, SE	7
Early intensive support/provision of ALMPs	CZ, EE, FR, NL, PT, SE	6

Job placement/early integration into the labour market	DE, DK, HU, RO	4
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Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 11. Note: AT, BE-ACTIRIS, PL provided no answer to this question /could not identify specific measures.

Some examples of specific measures showcasing positive effects are presented in Box 8. According to the PES' replies, focusing on the quality of the IAPs led to a decrease in the share of the LTU in some regions in Bulgaria, while a job-matching service in Romania resulted in the employment of a significant number of the LTU. Several PES strengthened their efforts to respond to changing labour markets and they increased the number of training offers to the LTU. The results of the new measures are only known in some cases. For other measures more extensive evaluation findings pointed at effectiveness and sometimes relative effectiveness compared to other measures.

Box 8. Examples of measures implemented by PES with positive outcomes for the LTU

Bulgaria – actively tracking IAP implementation led to the best results for the LTU. Based on the external evaluation of the Labour Offices, the LTU as a proportion of the unemployed decreased in the regions that focused on the quality of the IAP.

Croatia – ALMPs implemented by PES were redesigned, applying individualised approaches for the LTU. At the beginning of 2017, the number of measures was reduced and re-focused to training activities, as the LTU had tended to lose the necessary labour market skills. The focus in 2018 will be on increasing the participation of the LTU in workplace training schemes. In 2018, the employment subsidy was the second most commonly used measure for the LTU. The Croatian PES sees employment subsidy as one of the measures generating the best effect when it comes to inclusion in the labour market, as a high percentage of participants remain in employment even after the completion of the financing period.

Motivation counselling is another example of good practice. All the LTU undergo motivational counselling to discover the difficulties they have in finding a job, to increase their motivation and confidence, and to work on removing them from the unemployment register. Counsellors help the LTU set reachable goals, and together they analyse their potential employment opportunities. Each LTU needs to sign an individual action and support plan in the period of 12-18 months after registration, as well as a regular Individual Action Plan.

Denmark – based on the analysis of the efforts to prevent the unemployed becoming the LTU in 2017, job placement in the ordinary labour market and job interviews in the job centre are shown to be the most effective tools. The joint participation of the job centre and unemployment insurance fund in the initial phase of unemployment, and the presence of a personal job consultant, were also found effective in identifying individual paths to finding a job.

France – intensive support seems to lead to the best results, as well as counselling that aims at removing social and/or personal barriers that jobseekers may face. Experience of PES with intensive support schemes within the framework of professional security contract (*Contrat de sécurisation professionnelle*) and the reinforced/global support schemes demonstrate this. Partnerships with specialised public operators (specifically, *Cap emploi*, and *Missions locales*) have proved to be important in facilitating the transition of certain unemployed groups (disabled, youth) to employment.

Lithuania – a new client model introduced in 2017 that includes the profiling of jobseekers and partnerships with NGOs is considered to be effective as it helps tailor counselling services and involve jobseekers in shared community activities.

Luxembourg – individualised support is offered to all jobseekers. The LTU are getting a tailored support from trained counsellors. The frequency and nature of contacts, as well as service

offers, are identified, based on the profile of a jobseeker.

Romania – the PES finds that running a specialised job-matching service is effective in integrating the LTU into the labour market.

Slovakia – the PES views several different initiatives as effective: (i) the provision of individualised targeted services in the employment offices during the implementation of the motivation project 'With Increased Activity Towards Employment'; (ii) national projects aimed at the support of job creation for the LTU; (iii) increased support for (re)training programmes, and searches for innovative training approaches.

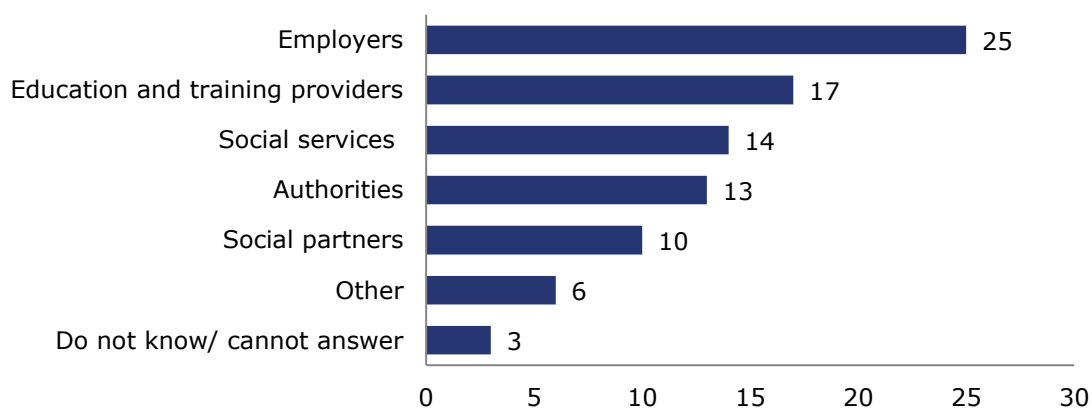
Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 11.

Effects on cooperation with employers

The Recommendation explicitly asks Member States to build closer links with employers for integrating the LTU into the labour market. Specifically, the Recommendation proposes to: (i) encourage and develop partnerships between employers, social partners, employment services and other labour market stakeholders to provide better support to the LTU and at the same time better meet needs of enterprises; (ii) develop services for employers to facilitate the professional reintegration of the LTU; (iii) focus on financial incentives on schemes supporting integration into the labour market, such as recruitment subsidies and the reduction of social insurance contributions.

Strengthening collaboration with employers is considered one of the key drivers to boost employment of the LTU, and in this way increase the effectiveness of the intervention. In line with these considerations, the majority of PES (24 out of 30) found partnerships with employers helpful for improving the integration of the LTU (see Figure 2). Around half the PES that participated in the survey also considered partnerships with education and training providers (17), and social services (15) to be effective.

Figure 2. Partnerships that were the most helpful for improving integration of the LTU



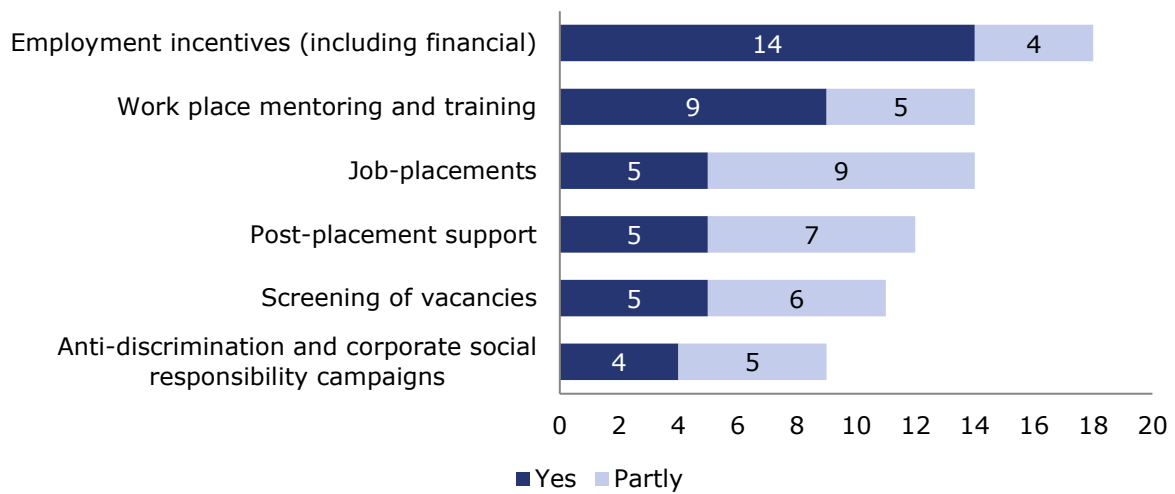
Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 10.

Note: more than one answer could be provided to this question.

Over two thirds of PES (21 out of 30) said that cooperation with employers on the integration of the LTU into the labour market has changed in at least one of six elements listed in Figure 3 after the adoption of the Recommendation. The majority of PES reported that there were fully or partly introduced changes in employment (financial)

incentives (18)²⁷, work place mentoring and training (14)²⁸, and job placements (14)²⁹ (see Figure 3).

Figure 3. Introduced changes in cooperation with employers



Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 9.

The changes implemented in each element of cooperation with employers (shown in Figure 3) are further described providing specific examples.

The Recommendation acknowledges that employment incentives can be attractive instruments for supporting employment and improving the employability of specific vulnerable groups. However, such services can still carry risks of deadweight loss on the labour market.³⁰ Nevertheless, several PES found employment incentives useful and provided several positive examples. These are presented in Box 9.

²⁷ PES that introduced fully or partly changes in employment incentives: BE-FOREM, BG, CY, DE, ES, FI, FR, HR, HU, IE, MT, NL, LT, LU, PT, SE, SI and SK.

²⁸ PES that introduced fully or partly changes in work placement mentoring and training: ES, DE, HR, HU, IE, FR, LT, LV, LU, MT, NL, NO, SI and SK.

²⁹ PES that introduced fully or partly changes in job placements: BG, CZ, DE, ES, FR, HR, LV, LU, MT, NL, PT, SI, IE and SK.

³⁰ Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

Box 9. Examples of introduced changes in employment incentives

BE-FOREM – although employment incentives had already existed for some time, the simplification of them, introduced in July 2017, helped increase their acquisition.

Hungary – with the aim of promoting the employability of vulnerable groups (including LTU) in 2013, the Job Protection Action Plan was introduced. Employers participating in this programme receive significant tax benefits in the case of employing vulnerable employees. Furthermore, significant wage subsidy is available in ESF co-financed Economic Development and Innovation Operational Programme for the employers, if they hire and employ long-term unemployed people. Until the end of March 2018 more than 18,000 LTU were involved into this programme.

Germany – due to the decline in the number of applicants, the Employers' Service is increasingly offering employers alternative applicants for vacancies that cannot be matched with suitable candidates, e.g. the LTU who do not fully meet the job requirements profile. Incentives for hiring a 'not well-matched' candidate are funding instruments (financial incentives) that are suitable for compensating for the applicant's skills shortages or for providing additional training.

Greece – in 2016, during the special employment programme, 4.000 long-term unemployed were hired in the public health sector. Since 2017, a subsidy programme has been offered for enterprises and public sector organisations for hiring the LTU aged 55-67.

France – in January 2018, the government launched the Employment and skills pathway (*Parcours Emploi Compétences – PEC*) initiative, which provides a subsidised contract between a jobseeker, an adviser and an employer. A jobseeker benefits from: 1) a tripartite interview setting employment goals; 2) monitoring during the contract; 3) an exit interview, 1 to 3 months before the end of the contract to enable remaining in an active job-seeking position.

Another programme "Localities without long-term unemployed" (*Territoires zero chômeur de longue durée*) was launched as an experiment at the end of 2016. *Pôle emploi*, the French PES, participates in the experiment with other partners (five NGOs and local authorities). In 2017, the pilot was conducted in 10 localities and the number of localities involved will reach 50 in 2019. The objective of this project is to have zero LTU in the localities participating in the experiment by creating "employment-oriented companies" (*Entreprise à but d'Emploi - EBE*) that are recruiting the LTU. Through the EBE, the LTU are offered paid permanent employment contracts for their chosen number of hours. To avoid competition with local businesses, an assessment is conducted to identify the community's needs. Unfulfilled community needs serve as the basis for job offers. The PES provides candidates for the EBE to fill these job vacancies and prepare jobseekers for their integration, e.g. through providing skills' trainings, and managing mobility issues. In addition, *Pôle emploi* consults the EBE on potential for business development. The experiment is ongoing and it will continue until 2021.

Luxembourg – a new financial employment incentive was introduced in August 2017 that allows employers stemming from the public or semi-public sector to benefit from a financial aid for the creation of new insertion jobs.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, questions 2, 9 and 15.

As noted in European Commission's Staff Working Document³¹, increased partnership with employers could have a higher impact in those countries with large public work schemes than other countries. Although the survey included no direct questions on public work schemes, it showed a positive example in Croatia. Before 2016 most of the LTU were employed under public work schemes. After the adoption of the Recommendation, the Croatian PES introduced a training component for the long-term

³¹ Commission Staff Working Document, SWD (2015) 176 final, COM (2015) 462 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525880549070&uri=CELEX:52015SC0176>

unemployed and it is gradually moving to increasing participation level of the LTU in work-place training³².

Several PES introduced changes for better provision of job placement support or the creation of jobs (see Box 10). Another support measure is work place mentoring and training, which considered equally effective in coping with skills shortages. Some PES also provide a post-placement support to the LTU. However, most commonly such measures are applied only to people with disabilities, or other very vulnerable LTU groups. The Maltese PES provides counselling for a wider range of the LTU to assist them in their integration process.

Box 10. Examples of changes introduced in job placements, work place mentoring and training, and post-placement support

Job placements

Bulgaria – since 2016 the PES actively seek to create contacts with employers who are willing to hire the LTU.

France – since January 2018 a tripartite interview system was established that brings together a counsellor, an employer and a long-term unemployed person. During this interview commitments and competences to be acquired are formalised.

Luxembourg – Following the introduction of a new financial aid for the employment of the long-term unemployed in August 2017, the PES has put in place a special unit promoting the creation of new jobs for long-term unemployed in the public and semi-public sector.

Slovenia – since 2016, in an increasing number of cases, PES counsellors are present during job interviews with employers to provide support for an LTU person.

Work place mentoring and training

Croatia – in 2015, the PES started implementing a new programme of workplace training and mentoring which is focused on low-skilled and LTU jobseekers.

Lithuania – new measures as apprenticeship / internship programmes were launched in July 2017 to different groups of the unemployed including the LTU.

Luxembourg – in the past two years, the PES has increased a number of training offers for low-skilled jobseekers.

Malta – in 2016 the Training for Employment project was launched that provides traineeships and work exposure schemes. In 2017 a new project on investing in skills was introduced.

Slovenia – since 2016, the PES has offered several new work place training programmes for the unemployed, including the LTU.

Post-placement support

Croatia – post-placement support is provided only for certain types of ALMP beneficiaries and people with disability.

Malta – since 2015 during the traineeship or work Exposure phase, a job counselling service can be provided to assist people with their integration and to help them retain their employment

Luxembourg – a post-placement support for the inclusion of disabled workers will be introduced in 2018.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 9.

³² Although research findings show negative effects of the public work schemes on return to employment³², some PES find these schemes helpful for keeping the LTU in activity (SI, EL and HR).

A number of countries improved the screening of vacancies to better match the profile of the LTU with the needs of the employers, e.g. by informing businesses about matching candidates for vacancies, and by acting as an intermediary between employers and the LTU (see examples in Box 11).

Box 11. Examples of introduced changes in screening of vacancies

Czech Republic – in 2016 a communication with employers was intensified and resulted in a higher number of advertised vacancies and job offers. The PES also supports the LTU in job interviews.

Denmark – together with the employment reform in 2015, better involvement of businesses became a focus point. As a result, after screening vacancies job centres have to: i) inform businesses about available new employees; ii) inform businesses on training and education opportunities for new employees and iii) assist and inform businesses on retention of employees on sick leave.

Ireland – the PES runs a contracted service called JobPath that focuses on the LTU. Since 2015 it has offered a comprehensive engagement with employers in the screening of vacancies.

Lithuania – since September 2017 selection procedures of long-term jobseekers suitable for vacancies was improved.

Portugal – The PES methodology of action with employers was recently revised and since 2017 a manager together with specially trained colleagues is assigned to be an intermediary with employers. This intervention process goes beyond the contact with enterprises and includes the negotiation of services that need to be provided and afterwards the monitoring those services. This closer interaction with employers is expected to better match the needs of the employer and the profile of the unemployed.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 9.

In regard to anti-discrimination and social responsibility campaigns, some countries (DE, HR, LU and NO) started implementing these sorts of initiatives before February 2016. Only the Slovenian PES provided an example of the changes in this area after the adoption of the Recommendation. Since 2016, the Slovenian PES have signed around 20 written agreements with different organisations to remove obstacles to employment for those LTU who have lower possibilities of becoming employed.

In Croatia, anti-discrimination dimension was strengthened with the introduction of the 2008 Anti-Discrimination Act. The German PES provides companies with individual consultations, events, and networking channels about the potential difficulties of integrating specific applicant groups. These sorts of campaigns focus on the reduction of general prejudices against the LTU.

Shift in PES towards LTU policy prioritisation

According to the survey, after the adoption of the Recommendation 16 out of the 28 PES in EU Member States, and also the PES from Norway and Iceland had introduced changes towards LTU policy prioritisation (see Table 8). Even if PES indicated no or very small changes regarding LTU policy prioritisation, combating long-term unemployment was among key priorities already before the adoption of the Recommendation³³.

³³ The Romanian PES provided no clarification on this question.

Table 8. Introduced changes in PES towards LTU policy prioritisation

Changes	Countries /Explanation	No
Significant changes in setting priorities have been introduced	EL, LU, MT	3
Moderate changes – only to some extent	BE-VDAB, BG, CZ, ES, FI, FR, HR, IS, LT, LV, NL, NO, PT, SI, SK	15
No changes, or very small changes, in priority settings	AT, BE-ACTIRIS, BE-FOREM, DE, DK, EE, IE, PL, RO, SE	10
Do not know/cannot answer	CY, HU	2

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 12.1.

Although the changes introduced by PES to support the LTU through policy prioritisation vary, the key changes were: the allocation of a larger share of financial and human resources (BE-VDAB, LV, SI and SK), and ALMP measures (CZ, EL, LT, LU and SI) targeting the long-term unemployed. Four PES (BG, HR, IS and LT) strengthened LTU profiling and counselling practices. The Finnish PES enhanced cooperation with private employment agencies while the PES in Malta started outsourcing the services to better respond to the needs of the LTU. Some examples are provided in Box 12.

Box 12. Examples of the changes introduced by PES aiming at LTU policy prioritisation

Belgium-VDAB – by the end of 2017, the VDAB Board of Directors approved the acceleration plan, which prioritises support for the LTU. The acceleration plan includes measures to speed up the screening of long-term jobseekers and to refer better and faster to the existing and new support and training programmes, e.g. a new tool was developed that helps identify long-term jobseekers who will be most helped with temporary work experience and neighbourhood work; admission procedures to vocational training for the LTU are systematically reviewed. The content of the vocation training must be organised to better match the skills of the available LTU. In the second half of 2018, VDAB will start collaboration with counselling partners for extra capacity to systematically profile and assign guidance and training programmes to the LTU.

Bulgaria – active tracking and the impact of the group with duration of registration of 6-12 months; launching new schemes, programmes and projects; conducting diagnostics and analysis of obstacles and opportunities for all the LTU; individual case manager support; psychological support for individuals and/or groups by a psychologist. Most of these changes were initiated at the beginning of 2016 when the Labour Offices were given the ‘Guidelines for working with the LTU’.

Croatia – the Recommendation inspired the PES to focus on the removal of obstacles for successful employment such as low motivation or unrealistic self-image. To tackle this problem, since 2017 various activities and programmes have been designed and implemented.

Finland – cooperation with the private employment agencies was expanded to meet the needs of the LTU; new pilot projects for applying performance-based procurement targeting the LTU will be launched in 2018.

Iceland –the PES started preparing digitised holistic profiling process, which will help to better tailor customer services, improve the matching quality, and achieve a more accurate segmentation saving time resources.

Lithuania – using the profiling of the clients, target groups can be prioritised all over the country. This change was implemented with the introduction of a new customer service model in 2017.

Luxembourg – the delivery of the new financial incentive for the creation of ‘integration jobs’

for the long-term unemployed is a high priority (launched in August 2017). In addition, the PES has revised its support schemes and it now allocates more – and better – trained staff for the support and guidance of the long-term unemployed.

Malta – the outsourcing of services through the introduction of the Work Programme Initiative (launched in 2015) has allowed more focussed and intensive intervention for the LTU.

Slovenia – in 2016, the PES employed 85 new counsellors to work mainly with the LTU (the caseload for counsellors dealing with general unemployed jobseekers is significantly lower than the LTU specialists). The majority of the ALMPs are focused on the LTU.

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, questions 2, 3, 4.3, 11, 12.1, and 12.2.

Changes in PES self-monitoring

Half the PES (15) said in their replies that the Recommendation led to significant or moderate changes in the monitoring of its performance (see Table 9). Three PES (BE-ACTIRIS, FI and PT) noted that no national target setting was changed as the indicators for monitoring long-term unemployment were already in place before 2016. Although no significant changes were introduced in Poland, the Polish PES created a special panel in its IT system to monitor the Recommendation.

Table 9. Introduced changes in PES self-monitoring

Changes	Countries	No
Significant changes in priorities settings have been introduced	BG, LU, MT	3
Moderate changes	BE-VDAB, CZ, EE, ES, FR, HR, IS, NO, SI, LV, NL, SK	12
No changes, or very small changes, in setting priorities	AT, BE-ACTIRIS, BE-FOREM, DE, DK, EL, FI, IE, LT, PL, PT, RO, SE	13
Do not know/cannot answer	CY, HU	2

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, questions 13.1, and 13.2.

Several kinds of changes were introduced. As a result of the Recommendation, several PES (BG, CZ, EE, FR, HR, LU, MT, NO, SE and SK) introduced new indicators/targets either to monitor long-term unemployment levels or to monitor the implementation of the programmes targeting the LTU. For instance, the PES in Slovakia currently evaluates activities under individual national and regional projects and monitors their success. As a part of the further development of the 'German Federal Employment Agency' in 2025, the target system will be reviewed to identify further development opportunities.

The Dutch³⁴ and the Slovenian PES both indicated that the Recommendation had an effect on reviewing strategic performance management processes/systemic shortcomings, e.g. in January 2018 a Labour Market Regulation Act supporting gradual deregistration of the LTU came into force in Slovenia. The Lithuanian PES started a new client model in April 2017.

³⁴ That said, the Dutch PES noted that monitoring and strategic performance management have been always a focus in their PES.

3. PES CHALLENGES IMPLEMENTING THE LTU RECOMMENDATION

Although PES recognise the positive developments influenced by the adoption of the Recommendation, implementing the Recommendation has not always been smooth. Challenges faced by PES vary (see Table 10). These challenges relate to the target group, but also to the organisation and implementation of the activities.

On the one hand, five PES found integrating the LTU as a group challenging as this group tends to lack motivation. The Swedish PES said they had difficulties integrating specific LTU groups into the labour market, such as long-term unemployed immigrant women or newly arrived immigrants.

On the other hand, PES face varying systemic challenges. For instance, six PES find establishing effective collaboration with other stakeholders difficult, while four found that applying individualised approaches to profiling the LTU so as to better identify their specific needs and barriers to entering employment was also difficult. BE-VDAB stressed the existing challenge of identifying why earlier programmes had not worked for the LTU, and the problems of looking for new opportunities.

Several countries faced difficulties setting up the key elements of the Recommendation, specifically arranging a SPOC (4) and providing the long-term unemployed with a JIA (2)³⁵. The PES in Iceland aimed to provide the LTU with digitised individual action plans, but so far it has not resolved the technical issues surrounding setting this up. The PES in Greece said it lacked sufficient financial and/or human resources to properly implement the Recommendation. The Estonian PES noted that some of the support measures for the LTU, including social assistance, are provided by local authorities and this might differ between regions due to the unequal distribution of resources and possibilities open to the different local authorities.

Although the literature suggests, and the PES agree, that employer involvement contributes significantly to the success of the integration of the LTU, establishing collaboration with employers in some countries is challenging. For example, the Croatian PES reported that as a consequence of low motivation of the LTU, employers are reluctant to employ them in Croatia, despite the financial measures that are available to help them.

Table 10. Challenges implementing the LTU policy Recommendation

Challenges	Countries	No
Collaboration with other stakeholders/exchange of information	BE-FOREM, BG, FR, LU, NL, PT	6
Motivating the LTU	HR, LT, LV, MT, SE	5
(Re-)profiling the LTU, identifying their needs and barriers /individualising support for the LTU	BE-VDAB, CZ, DE, EE, SK	5
Arranging a SPOC / coordinating the delivery of a service	BG, CZ, HU, SI	4
Involving employers	HR, FI, FR, PT	4

³⁵ The Romanian PES explained that it is challenging to ensure a JIA offer as the PES depends on the actions and resources available to other institutions (e.g. health institutions).

Challenges	Countries	No
Offering a JIA	RO, HU	2
Lack of financial and/or human resources /unequal distribution of resources	EL	1
Offering a digital IAP	IS	1
Implementation and monitoring of the LTU's job search support methodology	PT	1
Other systemic challenges (e.g. the training of staff, skills mismatches, the misinterpretation of PES initiatives, or the time needed for implementation)	DK, ES, HR, NO	4

Source: Responses to the questionnaire on the Ad Hoc Module to the 2018 PES Capacity Questionnaire, question 14.

4. CONCLUSIONS

The survey on the implementation of the Recommendation shows the changes that have happened in PES since the publication of the Recommendation. It provides additional information on the current situation regarding the integration of the LTU, and it captures a number of initiatives developed by European PES. The key findings from the analysis of this ad hoc module survey are summarised below.

4.1. Follow up of the implementation of the Recommendation in PES

The adoption of the Recommendation encouraged a number of PES to implement new measures aimed at increasing the registration of jobseekers and inactive people. The survey showed various efforts in mobilising partner organisations in order to: (i) share information and identify the unregistered unemployed; or (ii) offer guidance, advisory services or social activation measures to the long-term unemployed. Several PES strengthened their efforts by organising information events, outreach projects or communication campaigns. In some cases, PES advanced their segmentation practices and started 'reach out' activities to identify and register more vulnerable unemployed groups.

Survey results shows that **although measures to prevent the entry of the unemployed into long-term unemployment in many of the European PES were already well-established before the adoption of the Recommendation, new measures were introduced in roughly half of the PES.** The previously existing measures include early support for the unemployed by offering individual action plans (IAPs), job integration agreements and ALMP measures. The most common improvements in PES are visible in the individualisation/profiling of the unemployed to identify jobseekers with a high risk of becoming LTU and then they are offered appropriate support early on.

In regard to the prevention of LTU deregistration, some positive developments were introduced in PES. For instance, some PES shifted from 'immediate deregistration' after the violation of registration rules, to gradual deregistration and/or simplified procedures for remaining within PES administration. Organisations have a variety of schemes to prevent deregistration. A number of PES offer career counselling,

while others run consultation sessions for the LTU, and/or provide social activation programmes. These activities can potentially increase the LTU's motivation and self-esteem.

Overall, **PES seem to be well-advanced in offering individualised support to the long-term unemployed.** Even where PES apply no differentiating approach specifically for the LTU, the long-term unemployed still benefit from the individualisation of services offered to all unemployed groups. Individual assessment and guidance tends to be more intense for the LTU than for other groups of the unemployed in terms of the frequency and nature of contacts, and services tailored to their individual needs. A number of PES provide special training for counsellors working with the LTU and differentiate the assessment approaches for the LTU and other groups of unemployed.

Although a majority of PES report to offer job integration agreements, JIAs and IAPs are similar tools that offer intensive personalised support. In practice, four groups of countries can be distinguished in terms of degree of specific or additional approaches offered to the LTU: (i) while JIAs are offered to the LTU and IAPs are offered to other unemployed groups, in reality the same services are provided under these agreements; (ii) JIAs include a broader range of services than IAPs; (iii) JIAs provide more intensive support for the long-term unemployed; (iv) staff providing JIAs are trained differently.

Arrangements for a single point of contact (SPOC) widely vary between PES: half the PES are the only institutions providing a SPOC; around one third of PES provide a SPOC in cooperation with other institutions; and six countries have so far not appointed an institution to offer a SPOC. **While only few PES indicated changes in SPOC arrangements that were introduced after the adoption of the Recommendation, some changes are being discussed in the countries that have so far appointed no SPOC.** Among the more common approaches acquired by PES for providing better support to the LTU via a SPOC were data sharing practices and cooperation in the assessment process of a person's social circumstances and employability.

Only six countries were able to identify the effects the SPOC arrangements had on their PES. Two of the effects mentioned were more individualised support to the LTU, and increased cooperation between labour market stakeholders as well as a better division of responsibilities between cooperating organisations.

4.2. Effects of the Recommendation in PES

No consensus exists among PES as to which measures lead to the best results to help the LTU. Nevertheless, a high share of PES believes that **intensive counselling/profiling of the LTU are measures that have a positive impact on the integration of the LTU.** Some countries showed a decrease in the number of LTU as a proportion of the unemployed after introducing these sorts of measures.

Cooperation with employers is considered to be helpful in the integration of the long-term unemployed by the majority of PES. Specifically, incentives for employers/subsidised employment measures, and the training and re-qualification programmes were found by PES effective or relatively effective in comparison to other measures in several PES Member States.

The Recommendation inspired over two thirds of PES to enhance their cooperation with employers. In most of the cases this meant in employment (i.e. financial) incentives, work-place mentoring and training, and job placements.

Over half the PES introduced changes in PES towards LTU policy prioritisation since the adoption of the Recommendation, while no or very small changes were reported by one third of the PES. The latter does not mean that the long-term unemployed receive insufficient support, in fact it shows that the LTU policy in many Member States were among policy priorities *prior* to the adoption of the Recommendation. In cases where there was a shift towards policy prioritisation for the LTU, the key changes concentrated on allocating a larger share of financial and human resources than the share that other groups of the unemployed received.

Half of the PES reported that the Recommendation led to changes in self-monitoring. Several PES introduced new indicators/targets to monitor long-term unemployment levels, or to monitor the implementation of the programmes specifically targeting the LTU.

4.3. PES challenges implementing the LTU Recommendation

Challenges experienced by PES when implementing the Recommendation on the LTU varied widely. The different challenges relate to the nature of the target group, but also to the organisation and implementation of LTU-related activities.

On the one hand, **certain characteristics of the LTU as a group make it difficult to integrate them and employers are reluctant** to hire this group unless they are given additional public support.

On the other hand, **PES face a number of systemic challenges.** First, a systematic collaboration with other stakeholders and an exchange of information to provide support for the LTU is challenging. Second, it is difficult to implement effective profiling of the LTU, especially to identify the reasons why previous measures were not effective. Third, arranging a JIA or a SPOC is challenging as additional human and financial resources are required. Due to the lack of resources, not all PES introduced a JIA and/or a SPOC in their support systems for the LTU.

ANNEXES

Annex 1. Survey questionnaire

AD HOC MODULE TO THE 2018 PES CAPACITY QUESTIONNAIRE

The **Council Recommendation on the integration of the long-term unemployed (LTU) into the labour market** (hereinafter "the Recommendation") adopted in February 2016 aims to support the sustainable reintegration of the LTU into the labour market by calling on Member States to:

- *encourage registration of jobseekers with an employment service;*
- *provide each registered long-term unemployed with individual in-depth assessment³⁶ and guidance as well as a job integration agreement (JIA)³⁷ with a single point of contact (SPOC)³⁸ at the very latest when they reach 18 months of unemployment;*
- *develop closer links with employers and partnerships in order to increase job opportunities for registered long-term unemployed.*

The **Recommendation explicitly asks the European Network of Public Employment Services to contribute to the monitoring of its implementation.** In response, in 2016, the PES Network designed and adopted a set of minimum, intermediate and advanced quality standards for the delivery of SPOCs and JIAs. These standards were used for the Employment Committee (EMCO) review on LTU in December 2016 and will very likely continue to feature in the upcoming EMCO review in October 2018. Furthermore, as a part of the benchlearning project, the PES Network has amended one qualitative performance enabler to integrate LTU into its qualitative assessments as of 2018.

Based on the developed quality standards, the PES Network LTU working group drafted a questionnaire to further contribute to the monitoring of the Recommendation. Some of these questions have already been incorporated into the EMCO review and will complement the EMCO LTU data collection from the specific PES implementation point of view.

The questionnaire proposed below is a part of the 2018 PES Capacity Questionnaire complementing the ongoing activities described. It is a stocktaking survey that refers to the period from the date of the adoption of the Recommendation, 15 February 2016, to the present. The findings will be summarised in a public report by the contractor.

With this action, the PES Network will fulfil the requirement, as set out in the Council Recommendation, to contribute to the monitoring of its implementation. Furthermore, it will also provide valuable input for the ongoing Commission's evaluation of the implementation of the Recommendation that will be reported to the Council in early 2019.

³⁶ The assessment should cover their employability prospects, barriers to employment and previous job search efforts.

³⁷ A 'job-integration agreement' is understood to be a written agreement between a registered long-term unemployed person and a single point of contact, having the objective of facilitating that person's transition into employment on the labour market. It should detail explicit goals, timelines and the obligations which the registered long-term unemployed person must meet, and the service provider's offer to the long-term unemployed person.

³⁸ The single point of contact is responsible for supporting the registered long-term unemployed through a coordinated service offer involving available employment and social support services. This point of contact could be based on a framework of inter-institutional coordination and/or be identified within existing structures.

QUESTIONNAIRE (refers to the period from 15.02.2016 to 15.04.2018)

REGISTRATION OF JOBSEEKERS

1) Has your PES taken any **specific measures** to increase registration of jobseekers and inactive people (capable of work but not seeking employment or not registered with the PES)?

YES Please specify **when** the measure **started**, **what the measures** are and in co-operation **with which institution(s)** (e.g. social services) with regards to reaching out to those groups:

Started when...	What measure ...	In cooperation with...

NO Please comment why not:

2) Has your PES taken any measures **to prevent entry** into long-term unemployment³⁹ of unemployed?

YES which ones and since when:

NO please comment why not:

3) Has your PES taken any measures **to prevent deregistration** of the long-term unemployed who became discouraged?

YES which measures and when did they start?

NO please comment why not:

³⁹ LTU in PES are people with 12 or more months of unemployment spell.

INDIVIDUAL IN-DEPTH ASSESSMENT AND JOB INTEGRATION AGREEMENTS (JIAs)

4.1) Do the individual assessments and guidance offered to LTU **differ** from services you offer to other groups of unemployed?

YES

NO please explain why not:

*(If NO, continue answering from **question 5**)*

4.2) Which of the below elements of the individual assessments and guidance offered to LTU **differ** from services you offer to other groups of unemployed?
(Please select all relevant options)

- dissemination of information on job vacancies
- frequency and nature of contacts
- conditionality
- employability assessment and re-assessment
- monitoring
- tailoring of the support/services offered
- counsellors appointed and their training
- other, please specify:

4.3) Please explain **how** these elements **differ** between groups and since when?

5) Do you offer a job integration agreement (JIA)⁴⁰?

YES please indicate **when it started**, and comment how do JIAs **differ** from the Individual Action Plans offered to all unemployed:

NO please comment why not:

⁴⁰ See footnote 2

SINGLE POINT OF CONTACT (SPOC)

6.1) Which institution(s) is responsible for arranging and offering "Single point of contact" services and support to LTU ⁴¹ in your country?

Please select **one** of the three options given below

PES is the only institution Since (when?) _____
(continue answering **from question 7**)

PES with other institution(s) Please **list** these **institutions**:

(continue answering **from question 6.2**)

NO institution has been so far appointed as SPOC. Please, explain, if feasible, why:

(continue answering **from question 9**)

6.2) Please specify in the table below **since when** and **how** responsibilities between PES and other institution(s) are divided with regards to characteristics of the client group and type of services:

Since when	which institution is responsible	for which group:	Type of services (see footnote 6)

7) **What arrangements** has your PES introduced alone or with other institutions/actors to ensure a single and coordinated support to LTU via the SPOC, and **since when**?

Please select one of the answers "Yes", "Partly" or "No" for each element and explain your answer, indicating **since when** and **list institutions** involved in the specific SPOC arrangements.

SPOC arrangements	Introduced			If fully or partly introduced, then	
	Fully	Partly	No	<u>When it started</u>	<u>which institutions are involved?</u>
Access to person's history data/records maintained by other institutions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

⁴¹ The responsibilities for arranging and offering SPOC services and support to LTU can be related to employment-oriented services (e.g., ALMP measures), complementary social services, and benefits.

SPOC arrangements	Introduced			If fully or partly introduced, then	
	Fully	Partly	No	<u>When it started</u>	<u>which institutions are involved?</u>
Cooperation in the assessment process of person's social and employability circumstances (identification of barriers, support needed, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Cooperation in setting up the support and measures/ programmes in the process of preparation of JIA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Coordination of referrals to services and measures/ programmes provided by other institutions according to the JIA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Monitoring the implementation of JIA and person's progress, along with inter-institutional data-exchange	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Cooperation in assessment of person's progress and needs to complement or change the JIA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

8) What have been the effects of these arrangements on your PES (e.g. changes in roles, reduced/increased caseload, counsellor competences)?

PARTNERSHIPS

9) Has your cooperation with employers on integration of LTU into the labour market changed?

Please select one of the answers "Yes", "Partly" or "No" for each element and explain your answer in the table

Element:	Yes	Partly	No	Please explain your answer including since when:
Screening of vacancies ⁴²	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Job placements	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Work place mentoring and training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Post-placement support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employment incentives (including financial)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Anti-discrimination and corporate social responsibility campaigns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

10) Which partnerships (*as given in the list below*) have been **particularly helpful in improving integration** of the long-term unemployed into the labour market?

- with employers
- with social partners
- with authorities
- with social services
- with education and training providers
- Other, please specify _____
- Do not know/cannot answer

CONCLUDING QUESTIONS

11) Overall, what measures in your PES **lead to best results for the LTU** (*e.g. enabled their transition to employment, improved user satisfaction with the support, other*)? Please describe why.

12.1) To what extent do you think the LTU Recommendation has prompted a shift in your PES towards LTU policy prioritisation (*e.g. delivery of ALMPs, human resources, financial resources*):

- Significant changes in priorities settings have been introduced

⁴² Procedures aimed at deciding on a jobseeker's suitability for a vacancy with a particular employer

- Moderate changes – only to some extent
- No or very small changes in priority settings
- Do not know/cannot answer

12.2) Please provide explanation for above choice and describe how:

13.1) To what extent do you think the LTU Recommendation has led to changes in how your PES monitors its performance (*targets, indicators, outcomes etc.*)?

- Significant changes in priorities settings have been introduced
- Moderate changes – only to some extent
- No or very small changes in priority settings
- Do not know/cannot answer

13.2) Please provide an explanation for the above choice and describe how:

14) Overall, please describe **the biggest challenge** in terms of implementing the LTU

Recommendation for your PES:

GOOD PRACTICE

15) Are there any good practices regarding implementation of the LTU Recommendation for your PES? Please describe:

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